



Evaluation

of the EU's external action support to gender equality and women's and girls' empowerment (2010-2018)

Final Report

Volume IV – Case studies

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Evaluation carried out on behalf of the European Commission





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Evaluation of the EU's external action support to gender equality and women's and girls' empowerment (2010-2018)

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The opinions expressed in this document represent the authors' points of view which are not necessarily shared by the European Commission or by the authorities of the countries involved.

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Evaluation of the EU's external action support in the area of gender equality and women's and girls' empowerment

Final report

The report consists of four volumes:

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List of acronyms and abbreviations

AA	Association Agreement
ACP	African, Caribbean and Pacific Group of States
AFD	Agence Française de Développement
ARTF	Afghanistan Reconstruction Trust Fund
BGA	Bureau of Gender Affairs
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung
BS	Budget Support
CEDAW	UN Convention on the Elimination of All Forms of Discrimination against Women
CRIS	Common Relex Information System
CSF	Civil Society Facility
CSO	Civil Society Organisation
DAC	OECD Development Assistance Committee
DCI	Development Cooperation Instrument
EAMR	External Assistance Management Report
EC	European Commission
EDF	European Development Fund
EIDHR	European Instrument for Democracy and Human Rights
EIGE	European Institute for Gender Equality
ENI	European Neighbourhood Instrument
EU	European Union
EUD	European Union Delegation
EUMM	European Union Monitoring Mission
EUO	European Union Office
EUSR	European Union Special Representation
EUTF	European Union Trust Fund
EVAWG	Ending Violence Against Women and Girls
FAO	Food and Agriculture Organization
FPI	Foreign Policy Instruments Service of the European Commission
GAP	Gender Action Plan
GBV	Gender-Based Violence
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
GIZ	Deutsche Gesellschaft für international Zusammenarbeit
GRB	Gender Responsive Budgeting
HQ	Headquarters
HR	Human Rights
HRDs	Human Rights Defenders
IAC	Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence
ICT	Information and communication technology
ILO	International Labour Organisation
IMPs	Implementing Partners
IPA	Instrument for Pre-accession Assistance
JPF	Joint Peace Fund
KWN	Kosovo Women's Network
LGTBI	Lesbian, Gay, Bisexual, Transgender and Intersex
MEAE	French Ministry for Europe and Foreign Affairs
MFA	Ministry of Foreign Affairs
MIP	Multi-annual Programming
EU MS	European Union Member States
NAP	National Action Plan
NGO	Non-Governmental Organisation
NGOCC	Non-Governmental Gender Coordinating Council
NIP	National Indicative Programme
NPGE	National Policy on Gender Equality

ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
PAR	
PFM	Public Financial Management
RIP	Regional Indicative Programme
ROM	Result-Oriented Monitoring
SDG	Sustainable Development Goal
SGBV	Sexual and Gender-Based Violence
SIDA	Swedish International Development Agency
SSF	Single Support Framework
TA	Technical Assistance
TAIEX	Technical Assistance and Information Exchange instrument
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSCR	United Nations Security Council Resolutions
USAID	United States Agency for International Development
VAWG	Violence Against Women and Girls
WHRDs	Women Human Rights Defenders
WOs	Women's Organisations
WPS	Women, Peace and Security

1 Introduction

Purpose of the case studies under this evaluation This Volume presents the evaluation team’s notes for the desk and field case studies. In total, eighteen case studies were conducted: twelve country case studies, two regional case studies, one global thematic case study on gender mainstreaming in budget support, and three “lighter” EU MS case studies.

The case study notes do not constitute separate evaluations of the EU support in a country or its situation with regard to gender equality. It presents country-related findings relevant to the overall assessed evaluation questions/judgement criteria and feeds into the main evaluation report of the Evaluation of the EU’s external action support in the area of GEWE

Temporal scope The temporal scope of this evaluation is 2010-2018. The analysis will cover the period 2010-2018 for candidates and potential candidates to EU accession and 2014-2018 for partner countries. However, the evaluation team took into account also data and information up to mid-2020, for instance where information on current developments received during the field missions (which took place from February to May 2020) was considered valuable in order to provide a comprehensive analysis.

Case study selection During the inception phase, the evaluation team has adopted a purposive sampling strategy to develop the selection criteria that have been utilized to identify and choose the most relevant interventions across the overall EU portfolio. The following selection criteria were adopted:

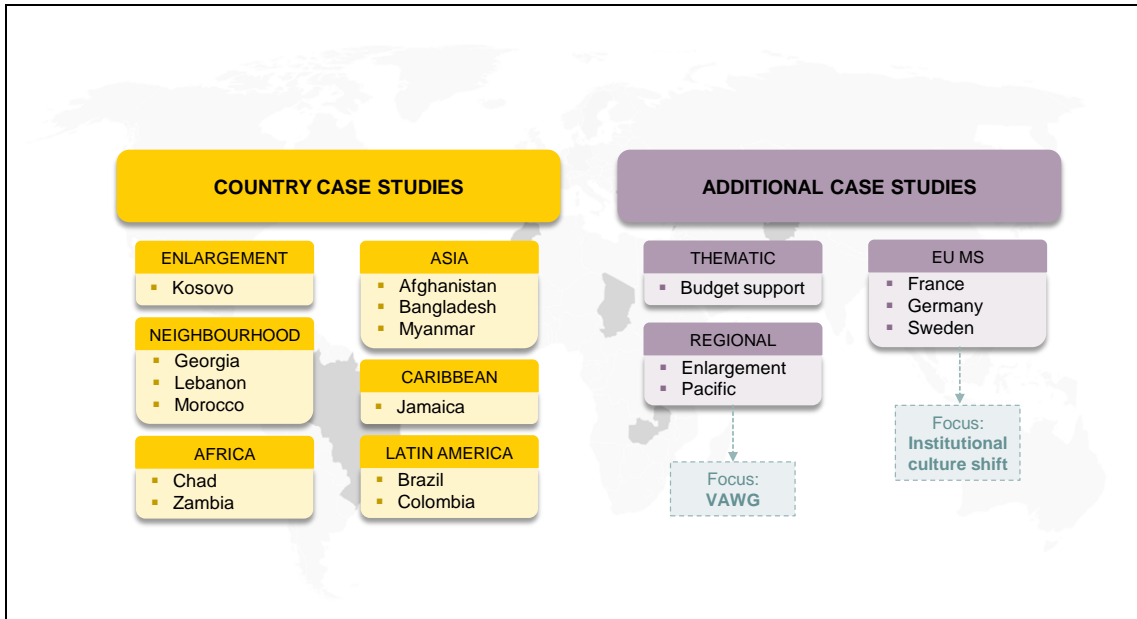
- *Geographic / Contextual Diversity*: Balance between regions, income status, etc.
- *Weight of EU support to GEWE (number of interventions, financial allocation)*: coverage of both countries with large targeted support to GEWE and countries with few targeted interventions.
- *Focal thematic areas*: the three thematic focal areas identified in the ToR: i) the Physical and Psychological Integrity, ii) the Economic, Social and Cultural Rights – Economic and Social Empowerment, and iii) the Political and civil rights – Voice and Participation, of girls and women).
- *Types of interventions*: main financing instruments, modalities (budget support), channels/implementing partners.

When selecting case studies, the following features should be kept in mind as well:

- *Evaluability*: Availability of documentary evidence and access to data/key informants.
- *Contemporary relevance*: Coverage of cases with relatively recent EU support relevant to GEWE whose design and implementation reflect well the reconstructed IL, and where the process of implementation is still within the normal ‘recall period’ of those interviewed.
- *Strategic significance & potential for learning*: Coverage of “best practice” cases or cases with high potential for learning.

Based on the selection criteria outlined above, 18 case studies (*twelve country case studies, 2 regional case studies, 1 global thematic case study on gender mainstreaming in budget support, and 3 “lighter” EU MS case studies*). Figure 1 gives an overview of the selected country case studies.

Figure 1 Selected case studies



Source: Particip.

Remark: each of the reports in this volume presents an assessment of EU support provided in the evaluation's focal areas.

In the cases of Bangladesh, Brazil, Chad, Colombia, Georgia, Jamaica, Kosovo, Morocco and Zambia case studies are based on a desk review that was enhanced by integrating findings from interviews and field visits (some of which were done remotely). Due to the political situation in Lebanon, the field mission was replaced by enhanced interviews with key stakeholders.

Afghanistan and Myanmar were foreseen as 'lighter' case studies (based on a desk review of available information and additional interviews with stakeholders), and hence do not analyse with the same thoroughness the complete list of EQs that take part of the evaluation matrix.

The regional and EU MS case studies only focus on specific relevant EQs from the evaluation matrix. They didn't foresee field visits and the documentary review was reinforced with interviews.

These case studies report do not constitute a separate evaluation of EU support in the country/region or its situation regarding gender equality. It presents country or regional-related findings relevant to the overall assessed evaluation questions/judgement criteria and feeds into the main evaluation report of the Evaluation of the EU's external action support in the area of GEWE to which it is attached as an annex.

2 Country case study: Afghanistan

2.1 Introduction

2.1.1 Context

Afghanistan remains a deeply **fragile and conflict-affected country**. The long years of war have hollowed out state institutions, led to widespread disenchantment with the ruling elite, and produced millions of displaced people. The job of the Government of the Islamic Republic of Afghanistan (GIRoA) has been made more difficult by ongoing conflict with insurgency and general insecurity and criminality, including illegal drug trafficking. Rule of law remains weak, with GIRoA exhibiting high levels of corruption and low capacity. Infrastructure has improved greatly but remains poor; the government collects only a small proportion of revenue relative to its spending. Agriculture is the economic backbone of Afghanistan; one quarter of the GDP is derived from agriculture and more than 50% of the Afghan households depend fully or in part on agriculture for their livelihood.¹

Afghanistan remains one of the poorest countries in the world with an increasing level of **poverty**. According to the Afghanistan Poverty Status Update 2017, absolute poverty increased substantially from 36 % in 2011-12 to 39 % in 2013-14 resulting in an additional 1.3 million Afghans living in poverty.² According to 2018 data, Poverty headcount ratio at national poverty lines stood at 54.5 % of population.³ The country is highly dependent on unprecedented volumes (albeit declining) of foreign aid, development aid, and military assistance.

Two major events occurred during 2014, the start of the period under review. Firstly, the withdrawal of international military forces impacted the security situation and conflict-related violence increased. Secondly, the 2014 presidential elections involved a lengthy election process that paralysed the country politically, and international mediation was necessary to reach a conclusion acceptable to the major parties. After 2014, EU support occurred in a context of economic decline and responsibility for security shifting to GIRoA.

At the October 2016 Brussels Ministerial Conference on Afghanistan representatives of 75 countries and 26 international organisations collectively pledged to support Afghanistan with civilian assistance of USD 3.8 billion per year until 2020. The Government presented the **Afghanistan National Peace and Development Framework** (ANPDF), setting out an ambitious reform and development agenda that it continues to pursue, and which development partners reaffirmed and updated at the November 2018 Geneva Ministerial Conference on Afghanistan.⁴ The implementation of the ANPDF is guided by 11 outcome-focused thematic programmes called National Priority Programmes – NPPs. One NPP focusses specifically on women.⁵

Although the overall **situation for Afghan women** has improved since the fall of the Taliban regime in 2001, levels of violence against women are high, particularly in rural areas. Over the past fifteen years, Human Rights Watch and other international organisations have expressed concern for women's rights in Afghanistan. Although many women suffer from violence in family or cultural environments, many have also suffered violence from the ongoing infighting in the south, east, and northern parts of the country. Afghanistan is ranked 153 out of 160 countries on the Gender Inequality Index (2017),⁶ with some of the worst results against key gender indicators in the world. Female participation in the labour market is 19.5 % compared to 86.7 for men. Although more girls have had 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 36.9 % for males and 11.4 % for females. 27.4 % of parliamentary seats are held by women.⁷ The 2019-20 Women, Peace and Security (WPS) Index puts Afghanistan at rank 166 out of 167 countries.

2.1.2 Overview of the EU cooperation

For the period 2007-2013, the reference for EU support was the **CSP 2007-2013** which concentrated on three focal sectors, i.e. rural development, governance, and health as well as three non-focal sectors: social protection, mine action, and regional cooperation. According to the CSP 2007-2013, the overall

¹ World Bank (2014): Islamic Republic of Afghanistan Agricultural Sector Review.

² Wieser, Christina; Rahimi, Ismail; Redaelli, Silvia (2017): Afghanistan poverty status update: progress at risk. Washington, D.C.: World Bank Group.

³ World Bank (2018): Country Profile Afghanistan, https://databank.worldbank.org/views/reports/reportwidget.aspx?Report_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=AFG.

⁴ The World Bank in Afghanistan (2019): Overview.

⁵ 11th National Priority Programme (2016): 'Women's economic empowerment programme'.

⁶ In comparison, Nepal and Pakistan are ranked at 118 and 133 respectively on this index.

⁷ UNDP (2018): Human Development Indices and Indicators: 2018 Statistical Update.

amount allocated during this period was forecast to be up to EUR1,2b. The issues of gender, human rights, environment, and counter-narcotics were also identified as cross-cutting. The emphasis on counter-narcotics was justified by its unique significance in the Afghanistan context and its effect on reconstruction and stabilisation efforts.

For the period 2014-2020, the reference for EU support is the **MIP 2014-2020**. The MIP establishes the strategic objectives of the EU cooperation in Afghanistan and identifies the sectors and indicative actions for the period 2014-2020. The indicative allocations for this period are up to EUR 1.4 b (EUR 146 million more than in the previous strategic period). To achieve those objectives, the MIP emphasises the EU commitment to aid effectiveness principles, also in line with the Agenda for Change and the EU international commitments particularly the Busan Partnership for Effective Development Cooperation and the New Deal for Engagement with Fragile States.⁸ The MIP acknowledged that Afghanistan is a pilot country covered by the New Deal. At the October 2016 Brussels Conference on Afghanistan, the European Union and its EU Member States (EU MS) pledged EUR 5 billion out of a total EUR 13.6 billion in support for Afghanistan in the period 2016-2020.

Table 1 Overview of initial MIP allocations - Afghanistan

	<i>MIP (2007-2010)</i>	<i>MIP (2014-2020)</i>
Sector 1	Rural development EUR 183 million	Agriculture and Rural Development EUR 337 million
Sector 2	Governance EUR 244 million	Health EUR 274 million
Sector 3	Health EUR 122 million	Policing and Rule of Law EUR 319 million
Sector 4	-	Democratisation and Accountability EUR 163 million
Support measures / Non-focal sectors	Social Protection EUR 27.4 million Mine action EUR 27.4 million Regional Cooperation EUR 6.1 million	Support measures EUR 7 million Incentive based mechanism: EUR 300 million
Total	EUR 610 million	EUR 1.4 billion

Source: CSPs/MIPs

The EU's current relationship with Afghanistan is guided by the **EU Strategy for Afghanistan**, adopted in 2017, aimed at strengthening the country's institutions and economy. It provides the basis for developing a mutually beneficial relationship in several areas such as: the rule of law, health, rural development, education, science and technology, the fights against terrorism, organised crime and narcotics.⁹ At the Geneva Ministerial Conference on Afghanistan in 2018 the EU announced a financial package worth EUR 474 million to support state building and public sector reforms, health, justice, and elections.

The evaluation team identified a number of EU-funded gender-targeted interventions in Afghanistan which are summarised in Table 2 below:

Table 2 GEWE-targeted contracts in Afghanistan

<i>Domain</i>	<i>Intervention title</i>	<i>Contract year</i>	<i>Cris ref.</i>	<i>Contracting party</i>	<i>Planned amount</i>
EIDHR					
	Our Voice, Our Afghanistan: engaging women and youth through civic media	2014	c-338656	Afghan Education Production Organization	EUR 414,829

⁸ "The EU (as well as 13 EU Member States) endorsed the New Deal for engagement in fragile states, one of the main Building Blocks of the 4th High Level Forum on Aid Effectiveness in Busan in November 2011. The New Deal commits its signatories to support inclusive country-led and country-owned transition out of fragility and through the Peace and State-building goals (PSGs), as well as the FOCUS and TRUST principles which together provide a framework that builds strong partnerships between FCAS and their international partners". http://ec.europa.eu/europeaid/policies/fragility-and-crisis-management/framework-engagement_en

⁹ European Commission (2017): Joint Communication to the European Parliament and the Council Elements for an EU Strategy on Afghanistan JOIN (2017) 31 final. Proposal for a new EU strategy on Afghanistan: in support of peace and prosperity.

Domain	Intervention title	Contract year	Cris ref.	Contracting party	Planned amount
	Promotion of Women's Participation in Governance and Political Processes in Afghanistan	2014	c-338825	Cooperation Center for Afghanistan	EUR 367,486
	Enhancing women's civil and political empowerment in Herat	2015	c-360235	World Vision Australia	EUR 477,766
	Tsapar II: Enhancing the protective justice system for children and women in Afghanistan	2016	c-381168	Terre des Hommes-Aide a l'enfance dans le Monde Fondation	EUR 800,000
	Support to Afghanistan Women and Children in Conflict with the Law: Diversion, Rehabilitation and Reintegration	2017	c-388403	Children in Crisis	EUR 800,000
CSO&LA					
	Supporting rural entrepreneurship and promoting women's socio-economic empowerment in Dara-i-Suf Bala and Dara-i-Suf Payan districts of Samangan Province.	2014	c-337962	Hand in Hand International Trust	EUR 839,772
	Women's Initiatives as social capital for building flourishing communities	2014	c-347221	Stichting Cordaid	EUR 750,000
IcSP					
	Building peace through support for women's access to services and decision makers in Jalalabad, Afghanistan.	2015	c-370323	Dansk Flygtningehjaelp Forening	EUR 750,000
	Strengthening women's role in peace	2015	c-370324	Peace Training and Research Organization	EUR 607,776
	Women Building Peace: Promoting the role of Afghan women in peace & security processes and in the prevention of gender-based violence	2015	c-369097	Cooperation for Peace and Unity	EUR 590,807
DCI					
<i>Several small actions funded with the envelope for 'Support Measures'</i>					
	Afghan Female Peace Negotiators - Peace training	2016	c-375378 c-375674	Nookom Ezhz Conflict to Peace; International Consulting Ltd	EUR 32,083
	Afghan Women Leadership Programme	2015	c-366967 c-368284	Stichting Europees Instituut Voor Bestuurskunde	EUR 133,104
	4th Symposium on Afghan Women - Afghan Women and their Role in Establishing Peace	2017	c-386117	Tourism Promotion Services Afghanistan Limited	EUR 18,417

Source: Author's inventory of GEWE-targeted interventions based on CRIS data.

2.1.3 Focus of the case study

Although the case study covers the whole EU support to GEWE, the analysis of outcomes puts a specific focus on the areas of VAWG and the application of the WPS agenda in the country. Given the importance of this funding mechanism and the number of actions financed in the rural development area, the analysis also covers some of the ARTF-funded activities in this sector.

2.2 Main findings – Summary: Afghanistan

1. The EU's production and use of gender analysis has increased during the period under review. Gender has been addressed at all levels of programme design and implementation. However, there is no formal procedure for gender analysis and gender mainstreaming in place and approaches are not uniform across interventions.
2. Specific guidelines for project proposals and reporting templates make sure that gender mainstreaming is explicitly addressed by all interventions. Evidence of gender mainstreaming in individual interventions is nevertheless mixed.
3. EU's interventions - and those of most donors - were well aligned with national needs and priorities and related actions plans on GEWE as the result of extensive political and policy dialogue as well as formal coordination mechanisms. A large number of international actors working locally in Afghanistan were actively involved in the coordination mechanism. In particular, there was a close coordination between the EU, EU MS, UN agencies and other international organisations such as the World Bank. The working groups were the main framework for discussions with the government.
4. While there is no formally agreed division of labour, regular consultation and coordination have taken place between European actors. The EU and MS have followed similar policies and approaches to women empowerment. At the same time high staff turnover and staff shortages as well as the fact that MS Embassies do not have dedicated gender focal points have been stumbling blocks for closer coordination.
5. The EU has directly supported women's organisations, especially at the grassroots level, through its assistance to CSOs. Since 2018, the EU has been particularly successful in facilitating the engagement of CSOs in discussion with the government. Trilateral EUD-government-CSO meetings have strengthened the voice of civil society and resulted in constructive and mutually beneficial exchanges between CSOs and the government on GEWE.
6. The EU dialogue with the government on GEWE has improved and become more substantial during the evaluation period. Donors, including the EU, have had a strong input on gender-related laws and policies played and played an important role in the implementation of legal framework on VAWG. This was mostly achieved through coordination efforts, high-level advocacy and a continuous active engagement in the justice sector. The EU clearly possesses the political weight to bring about changes. The EU was instrumental in the development of the National Action Plan on the UN Security Council Resolution on Women, Peace and Security (Resolution 1325). The EU's support to GEWE in the context of the elections was also seen as particularly strong and constructive.
7. The EU's contribution to duty-bearers to meet their obligations in the area of VAWG was particularly visible in the areas of Justice and Police reforms where the EU has been a major donor for the past decade.
8. Several EU interventions contributed to strengthening women's access to economic and financial resources. However, no evidence of a significant overall positive impact could be identified. There are persisting major obstacles to women's economic empowerment in the country. A general challenge seems to be that there is little appreciation of the link between GEWE and economic development among government stakeholders
9. EU support has had a strong focus on empowering women as decision makers. The general finding is while only some and seldom robust quantitative evidence is available, quantitative analysis suggests that despite support over a number of years from donors, including the EU, to develop gender capacities in ministries and departments, there are relatively few examples of successful results.
10. The EU has placed strong emphasis on the role of women in the peace-building process which is seen as a clear value added of the EU support according to civil society representatives. However, concrete findings on a strengthened role of women among mediators, negotiators and technical experts in formal conflict prevention, peace negotiations, and peace-making are mainly limited to policing.

2.3 Main findings - Design and implementation approach

2.3.1 Gender mainstreaming (EQ3)

2.3.1.1 Gender analysis

There has been increased gender analysis produced and used by the EU during the period under review. Gender has been addressed at all levels of programme design and implementation. However, there is no formal procedure for gender mainstreaming in place and approaches are not uniform across interventions.¹⁰

The CSP 2007-2013 presented gender sensitivity and human rights – in particular the rights and empowerment of women, girls, and children – as one of its cross-cutting priority. It also stated that the issue of gender was integral to programme planning in all three priority sectors. The MIP 2014-2020 identified gender sensitivity and human rights as cross-cutting priorities and included a commitment to increasing the participation and representation of women in all levels of public office. There are also references to a focus on women’s rights in the human rights dialogue since 2014.

According to the Evaluation of EU Support to Gender Equality and Women’s Empowerment in Partner Countries of 2015, gender analysis in EU country strategies and plans has improved significantly partly because the EU directly targeted women as beneficiaries of development assistance and promoted women’s empowerment.¹¹ However, while programming documents and project designs frequently mention and elaborate on gender and generally the position of and challenges for women, most documents seen for this case study do not comprise detailed and explicit gender analyses. For example, the MIP 2014-2020 comprises a short paragraph on gender but does not provide any deeper discussion: *“The challenge of gender mainstreaming in agriculture in Afghanistan is not simply to create spaces and opportunities for women to participate to the value-adding activities. Changing societal attitudes towards women’s socio-economic role requires accompanying programmatic measures in awareness raising, education and reform of the regulatory framework.”*¹²

While strategy and programming documents usually stressed gender-related issues for supported sectors, there was often limited follow up in the objectives and indicators. The Evaluation of the European Union’s Cooperation with Afghanistan (2007-2016) found that where gender issues identified in the initial analysis were reflected in programme objectives, there was monitoring of gender sensitive indicators.¹³

Sex-disaggregated and gender-sensitive indicators were found in some but not all interventions:

- Despite stating “basic service delivery including gender aspects” as a specific objective, the State Building Contract (SBC) did not include sex-disaggregated and gender-sensitive indicators.¹⁴
- Some programmes collected gender-disaggregated data, incl. the National Solidarity Programme (NSP) and the Microfinance Investment Support Facility for Afghanistan (MISFA). NSP has quantitative targets for women, e.g., for their participation in Community Development Councils (CDCs).¹⁵
- The logframe of Support to the Public Finance Management (PFM) reform includes “Strengthen gender equality perspective in PFM processes” as a specific objective, “Promote Gender Responsive Budgeting (GRB) as part of PFM reform” as an output and several gender-sensitive indicators: 1.b (sound policy framework based on pro-poor and gender-sensitive development strategies), 10.4 (fiscal policies to achieve greater equality).¹⁶
- Increasing gender representation was a focus of the electoral process, and the number of women voters and electoral candidates was an indicator in programme results. Gender mainstreaming appeared in the framework of the project Support to Credible and Transparent Elections (ELECT II), including gender-specific indicators and activities.¹⁷

¹⁰ Source: interviews.

¹¹ European Commission (2015): Evaluation of EU Support to Gender Equality and Women’s Empowerment in Partner Countries: Country Note for Afghanistan.

¹² European Commission (2014): Multi-annual Indicative Programme 2014-2020 for Afghanistan.

¹³ EU Final Report (2018): Evaluation of the EU’s Cooperation with Afghanistan 2007-2016.

¹⁴ Final Report Budget Support (2019): State Building Contract for Afghanistan 2016-2018. In 2018 the SBC was followed by the State and Resilience Building Contract (SRBC).

¹⁵ World Bank (2015): NSP III Implementation Status and Results Report.

¹⁶ EU Action Document Afghanistan (2017): Support to Public Finance Management (PFM) Reform.

¹⁷ Evaluation of EU Support to GEWE (2015): ELECT II Project Document, 2012; ELECT II Annual Progress Report, 2014; LoGo ROM 2017.

- Initially the Local Governance Project (LoGo) gave limited attention to and poor results on gender equality. Most indicators were not gender-disaggregated.¹⁸ However, this changed over the course of the project and the 2018 first quarterly progress project report comprises gender-sensitive indicators and a summary of gender-specific results.¹⁹
- The focus on cross-cutting issues in the Governance sector 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 a measure of success. The Law and Order Trust Fund (LOTFA) contained a gender-specific output – to improve gender capacity and equality in the police force. However, the means to achieve this were extremely limited and the theory about how this would occur had little relevance to the context.²⁰
- In 2016, 68% of the ARTF projects were reported to have fully collected required gender disaggregated data.²¹
- The LOTFA-SPM Project Document and 2016 LOTFA-AWP included gender disaggregated indicators for training; improvement of time and attendance processes and reporting.²²

2.3.1.2 Mainstreaming in spending actions

Both in overarching strategic statements and in programming documents there are clear commitments to ensuring that gender issues are fully taken into account. In most cases statements are general in nature, stating that gender as one of the cross-cutting issues should be taken into account, or focus on specific issues, such as women forming a high proportion of casual seasonal labour in the agricultural sector. A programme officer of one of the EU's key civil society partners confirmed that gender mainstreaming was compulsory for all project applications.²³

However, the programme officer for gender at the EUD stressed that individual interventions followed different approaches to gender mainstreaming and that gender focal points were not always asked to provide feedback and input to early drafts of project designs. Furthermore, the lack of formalised, compulsory training for all EU staff further impacts on their capacity to actively mainstream gender across all Action documents.²⁴

The MIP 2011-2013 prescribed in general terms the need for gender issues (and human rights) to be mainstreamed in the cooperation programme. The MIP 2014-2020 advocated the fostering of rule of law and respect for human rights, in particular the rights of women and children. Key objectives were greater equality before the law of all citizens and the development of a comprehensive framework for reinforcing and reforming the justice sector.²⁵ The MIP stated, "*Cross-cutting issues to be mainstreamed in this sector are: human rights (in particular gender equality and women's empowerment), anti-corruption, and counter-narcotics.*" While neither the RSP 2007-2013 nor the MIP 2014-2020 included GEWE under the focal areas for earmarked funding, both strategies discussed gender mainstreaming in the sectors Agriculture and Rural Development, Health, Policing and Rule of Law, and Democracy and Accountability. The EU strategy from 2014 included a commitment to increasing the participation and representation of women in all levels of public office.

The Joint Communication to the European Parliament and the Council Elements for an EU Strategy on Afghanistan (2017) set out ways in which the EU can work, in close cooperation with civil society, the Afghan authorities, and all stakeholders, towards sustained peace, a consolidated democracy, equitable development and social justice in Afghanistan. It proposes concrete actions, focusing on five priority areas, including Empowering Women: e.g., supporting the implementation of the national action plan for UNSC resolution 1325 on women, peace and security, and other national women's empowerment legislation.²⁶

The 2017 cooperation strategy with Afghanistan one stipulates that "*addressing gender inequalities and strengthening women's rights needs to remain central to all efforts to stimulate sustainable development.*"²⁷

¹⁸ LoGo (2017): Evaluation of EU Support to GEWE 2015.

¹⁹ LoGo (2018): First Quarterly Progress Report.

²⁰ UNDP (2014): LOTFA 2nd Quarter Progress Report.

²¹ Afghanistan Reconstruction Trust Fund (2017): Evaluation.

²² UNDP (2018): Final Evaluation Report (v4.0). Mid-term Evaluation of the LOTFA-SPM Project.

²³ Source: interviews.

²⁴ Source: interviews.

²⁵ European Commission (2014): Multi-annual Indicative Programme 2014-2020 for Afghanistan.

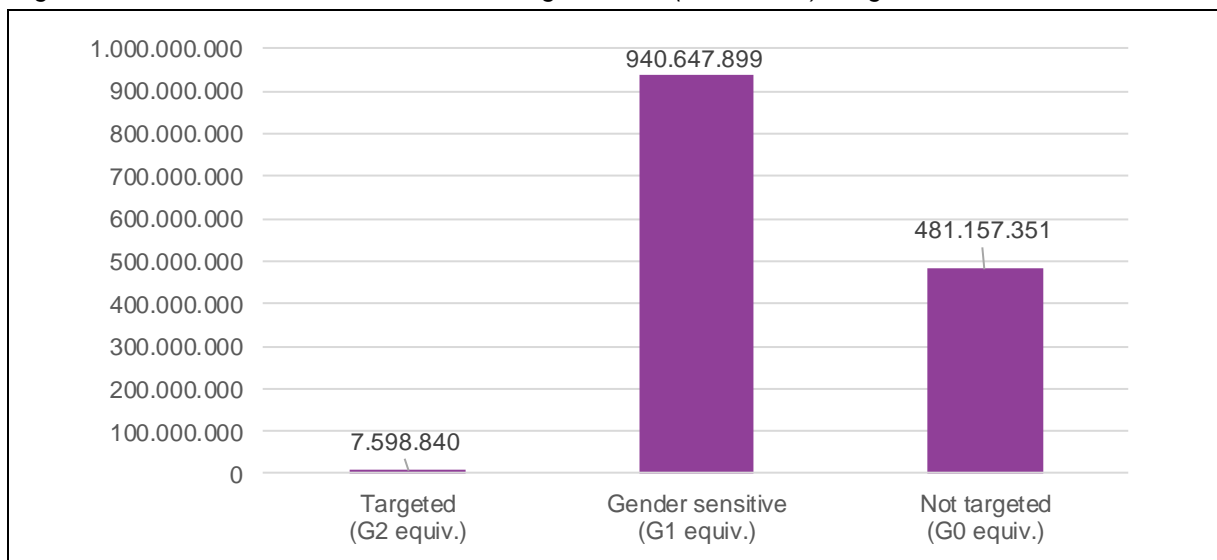
²⁶ EU (2017): Joint Communication to the European Parliament and the Council Elements for an EU Strategy on Afghanistan.

²⁷ Ibid.

Specific guidelines for project proposals and reporting templates make sure that gender mainstreaming is explicitly addressed by all interventions.²⁸ **Evidence of gender mainstreaming in individual interventions is nevertheless mixed.** For example, Support to PFM Reform promoted Gender Responsive Budgeting (GRB) as part of PFM reform.²⁹ While the final report of SBC does not mention, let alone elaborate, on the extent to which GEWE was mainstreamed, there is evidence that SBC linked disbursements to process on, inter alia, gender equality. “Basic service delivery including gender aspects” was one of the specific objectives of the SBC.³⁰ According to an EU interlocutor, the collaboration on gender between the EUD and the manager in charge of the SBC has improved and there was now more openness among government counterparts to consider and address GEWE.³¹ There were also several actions which directly targeted GEWE such as ‘Victims Shuras: Mobilizing Women Victims of War towards Reconciliation and Justice’ and ‘Afghan Female Peace Negotiators’. The interlocutor mentioned the case of a project (on detention centres) where the focus on gender was strengthened in response to a ROM report as an example for stronger emphasis being put on gender mainstreaming in current or very recent interventions.³²

In terms of funding, according to the team’s analysis of CRIS data covering the period 2010-2018, around 61% of the interventions funded by the EU in Afghanistan were gender-sensitive (i.e. targeted or non-targeted by marked G2 or G1 by the EUO/EUSR) – see Figure 2. Regarding gender-targeted interventions, the EU has contracted around EUR 7.6 million between 2010 and 2018, the second highest amount in Asia.

Figure 2 Gender-sensitive EU funding amounts (2010-2018) - Afghanistan



Source: Authors calculations based on CRIS data

2.3.1.3 Mainstreaming in non-spending actions

EU engagement in policy dialogue related to GEWE existed before 2014. The 2015 Evaluation of EU Support to GEWE noted that the EU had played an active role in addressing gender issues in legislation at the highest level, including advocacy on human rights; implementation of Afghanistan’s Law on the Elimination of Violence Against Women (EVAW Law) and the National Action Plan for Women (NAPWA); assisting the government in defining a Justice Sector strategy and once approved support the Justice Institutions in implementing it; and engaging with the government to ensure that the Afghan Independent Human Rights Commission (AIHRC) is functioning independently and with sufficient government funding. Overall, the EU gained wide recognition for leading dialogue in areas where there was no direct linkage to EU funding. The overall scale and visibility of engagement as one of the largest donors in Afghanistan gave the EU’s voice significant clout.³³

²⁸ Source: interviews.

²⁹ EU Action Document Afghanistan (2017): Support to Public Finance Management (PFM) Reform.

³⁰ EU Delegation to Afghanistan (2017): External Assistance Management Report (EAMR).

³¹ Source: interviews.

³² Source: interviews.

³³ EU (2015): Evaluation of EU Support to GEWE.

However, serious efforts at promoting GEWE in policy dialogue begun in 2015. There are references to a focus on women's rights in the human rights dialogue in 2014 and 2015.³⁴ These meetings were held between the EU and the Afghan Ministry of Foreign Affairs and addressed the human rights situation in Afghanistan, and welcomed the launch of a National Action Plan for Women, Peace and Security, the launch of the National Action Plan to Combat Torture and the signing of the Memorandum of Understanding on the Oversight Mechanism in the AIHRC.³⁵

According to the PFM action document the existing policy dialogue mechanisms, such as the policy dialogue framework of the SBC and the *Afghanistan Reconstruction Trust Fund* (ARTF) Gender Working Group, would serve as a forum to follow-up on the implementation of the government's Gender Responsive Budgeting Strategic Action Plan,³⁶ but there is no evidence that this has been the case.

Whilst there was a practical focus on gender in some sectors, such as support to the health sector, only the Joint Health Sector Review of 2015 made a clear reference to the need for a strengthened focus in the support to the Ministry of Public Health (MoPH), with some evidence in the follow up programme with the submission of a gender mainstreaming proposal. In other sectors there was more of a mixed picture for the period prior to 2018.

A much clearer picture exists for the time since 2018 due to the reporting on the implementation of the EU's gender action plan and the detailed coverage of GEWE in the EAMR. Overall, the EU (and generally donor) dialogue with the government on GEWE has improved and become more substantial. In the past donors would not step up and insist on women's rights due to perceived cultural sensibilities but today this is said to be no longer the case and donors, including the EU, have become more assertive,³⁷ Donors, including the EU, have had a strong input on gender-related laws and policies. "The EU has the political weight to bring about changes".³⁸The EU's support to GEWE in the context of the elections was seen as particularly strong and constructive.³⁹

According to the Afghanistan EU GAP II report for 2018 by EU actors in partner countries, gender equality and women rights were an integral part of the negotiations for the Attorney General office reform program incentivized by the EU's financial support. The first meeting of special Working Group on Human Rights, Good Governance and Migration took place in May 2018. The 2018 Kabul symposium on GEWE was attended by high level officials from the EU. Furthermore, the EAMR 2018 mentioned 60 policy dialogues with Civil Society and Local Authorities (CSO-LA) many of which focused also on GEWE. The EAMR also provided an update on individual interventions and sector activities:

- Within LOTFA there was a continuous policy dialogue on gender equality;
- within ARTF was a regular policy dialogue on GEWE;
- the Displacement and Returnees Executive Committee convened on a bi-monthly basis; the National Steering Committee of the EU support to Migration Projects convened twice a year. Both are the most important platforms for discussion of policy implementation. Gender consideration remained one of the main areas of the policy framework towards sustainable reintegration of Afghan returnees and IDPs.
- A Ministry of Rural Rehabilitation & Development (MRRD) - Citizens' Charter Afghanistan Project (CCAP) meeting took place in August 2018; GEWE was discussed as the main topic.
- The Agriculture Sector Working Group Meeting convened on a quarterly basis and was attended by the Minister of Agriculture. GEWE was the main agenda.⁴⁰

There is no direct evidence available for improved programming/design due to the increased integration of a gender perspective in policy dialogue. However, since there is no doubt that the gender perspective has increasingly found its way into programming the interlocutors interviewed for this report agreed that policy dialogues had likely played a role.

³⁴ The first Afghanistan-EU local Human Rights Dialogue was held on 15 June 2015 focusing on women and children's rights, torture and ill-treatment, access to justice, freedom of expression and socially vulnerable and/or persons with disabilities (source: EAMR 2015)

³⁵ Brussels Conference on Afghanistan Council of the EU Press Release (2016): Afghanistan-EU Human Rights Dialogue.

³⁶ EU Action Document Afghanistan (2017): Support to Public Finance Management (PFM) Reform.

³⁷ Source: interviews.

³⁸ Source: interviews.

³⁹ Source: interviews.

⁴⁰ European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries –Afghanistan.

2.3.2 Coordination and EU added value (EQ4)

2.3.2.1 Complementarity

There is no evidence of a formally agreed division of labour, but regular consultation and coordination took place between European actors. The EUD coordinated positions with EU MS and other donors in the policy dialogues around the GMAF indicators 2019-2020 on NAP 1325. Due to the security situation it was not possible to continue with the EU+HRG working group, which was a long-standing mechanism for cooperation with the EU member states and other missions in Afghanistan. The forum used to meet in bi-weekly (every second meeting in the small group with only EU member states and every second meeting in the large group including AIHRC, Australia, Canada, Norway, RSM/NATO, Switzerland, United States, UNAMA, UNICEF and UN Women.⁴¹

Evidence of synergies achieved between the actions of European actors at country/regional level in the area of GEWE is available to a limited extent. In September 2018, the EU and MS released the new Roadmap for engagement with the civil society in Afghanistan 2018-2020. The Roadmap was developed in consultation with MS and other relevant stakeholders. The EU established a civil society working group based on the emerged recommendations from the findings of the new Roadmap to increase the impact and, predictability and visibility of the donors' actions in support of civil society by improving coordination between the EUD and other stakeholders.⁴²

According to a civil society interlocutor, “as far as we participate in the meetings with the EU and member states, we get the impression that they have a common position and common agenda on gender”.⁴³ Another interviewee confirmed that the EU and MS followed similar policies and approaches to women empowerment although this agenda was more important for some MS than for others. “The formats are different but the EU and the member states follow the same agendas.”⁴⁴ At the same time high staff turnover and staff shortages particularly in MS Embassies which are usually at the forefront of GEWE (such as the Nordic countries) as well as the fact that MS Embassies do not have dedicated gender focal points are stumbling blocks for closer coordination, As for GAP II, MS have been “quite responsive” although GAP reporting is often seen as an additional burden as MS also have their national reporting systems on gender.⁴⁵

2.3.2.2 Value added

While EU MS usually have a strong focus on GEWE and gender mainstreaming in their support, there is no evidence that their approaches were influenced by the Commission. The EU has had an obvious added value in terms of donor coordination and policy dialogue in Afghanistan as the EU enjoys the political support of the Government which regards the EU as a trusted partner. The EU is considered as one of only a small number of donors which can bring about changes at the national level.⁴⁶

2.3.3 Partnerships (EQ5)

2.3.3.1 Support to nationally-led coordination mechanisms

A large number of international actors working locally in Afghanistan were actively involved in the coordination mechanism. There was a close coordination between the EU, EU MS, UN agencies and other international organizations such as the World Bank.⁴⁷ All interviewees stated that coordination worked well and had substantially improved in recent years. They also confirmed that the EU's interventions – and those of most donors – were well aligned with national needs and priorities and related actions plans on GEWE as the result of extensive political and policy dialogue as well as formal coordination mechanisms. The working groups are the main framework for discussions with the government.

In the framework of the Afghanistan Reconstruction Trust Fund, managed by the World Bank, a Gender Working Group was created to discuss gender mainstreaming across the fund activities. All new concept notes and projects of ARTF were reviewed from a gender lines and feedbacks were provided by the EU after the World Bank had agreed to share all projects at the conception stage with donors, in particular with the EU, to review them from gender prospective and provide comments for further improvements.⁴⁸

⁴¹ European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries – Afghanistan.

⁴² European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries – Afghanistan.

⁴³ Source: interviews.

⁴⁴ Source: interviews

⁴⁵ Source: interviews.

⁴⁶ Source: interviews.

⁴⁷ European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries – Afghanistan.

⁴⁸ Ibid.

Regular consultation took place with UNAMA, NATO and other donors on the EVAW law and the role of women in the Afghan police force.⁴⁹

Coordination between LOTFA and other relevant programmes was strengthened over the evaluation period. LOTFA coordinated with other UNDP funded projects in the delivery of activities, including the UNDP-Gender Equality Project (GEP), to deliver workshops for male and female police officers on the UN Security Council Resolution 1325 on Women, Peace, and Security. Furthermore, a cross-project collaboration forum was established among UNDP projects, particularly in gender, anti-corruption and justice.⁵⁰

As explained in the GAP II reporting, **the EU actively takes part in the WPS working group** which was recently co-chaired by Sweden. A civil society representative usually takes the other co-chair and UN women provides the secretariat. The Group aligned closely with the SMAF process⁵¹ and the implementation of Afghanistan National Action Plan on UNSCR 1325. One civil society interlocutor noted that given the central importance of UNSCR 1325, “the EU should put more pressure on the government to implement the action plan “. He also mentioned that the EU should consider working directly with the Ministry of Women Affairs as this would strengthen the position of the latter and thus the government’s approach to gender.⁵² Another interviewee noted that the second phase of UNSCR 1325 was difficult to implement due to lack of research-based approaches in Afghanistan. Although the national action plan was “good compared to neighbouring countries” implementation was difficult because of the plan’s nature as “one mechanism for a whole country” which does consider the big differences in the provinces.⁵³

2.3.3.2 CSO’s involvement (incl. women’s organisations)

The EU has directly supported women’s organisations, especially at the grassroots level, through its assistance to CSOs. Most of the support was channelled through international NGOs. According to its own assessment, the EUD has over 40 contracts with NGOs and other CSOs aiming to strengthen the capacity of local civil society and to enable them to take an active part in informing the population and advocating for change in relevant areas of policy and development. NGO partners carried out programmes related to access to justice, empowerment of women in the public and private spheres, capacity building and support to vulnerable groups, advocacy for reconciliation and transitional justice initiatives, strengthening of vocal and capable media, linking various systems of justice within the country, and supporting local authorities in understanding and carrying out their role, as well as community peace building.⁵⁴ Generally, since 2018 the EU has been particularly successful in facilitating the engagement of CSOs in discussion with the government. Trilateral EUD-government-CSO meetings have strengthened the voice of civil society and resulted in constructive and mutually beneficial exchanges between CSOs and the government on GEWE. An important outcome of this dialogue has been a changed perception of government stakeholders who now no longer believe that “CSO are just interested in attacking the government”.⁵⁵ An interlocutor noted, “as civil society if we face any problems we turn to the EU. The civil society trusts the EU”.⁵⁶ The EUD team closely worked with the Government and CSOs partners to enhance policy baselines, indicators and proper monitoring mechanism for NAP1325. Furthermore, CSO meetings with the EUD are “strategically important meetings to oppose the approaches to gender by the Taliban.”⁵⁷

At the policy level, the EUD took advantage of sets of existing working groups (ARTF Gender Working Group, the WPS working Group, Civil Society Support and the working group on Gender in Mol/NAP) to review and discuss progresses on gender related issues.

As an Oxfam programme manager noted (Oxfam has implemented four interventions funded by the EU and the Netherlands respectively), the role of EU for the empowerment of women’s organization had been crucial. By including grassroots women’s organisations in CSO projects at the grassroots level, the EU support reached “real people”. While most donors only supported CSOs based in Kabul, the EU had been the first major donor reaching out to the grassroots level outside the capital. This had set an example and some other donors, particularly UN organisations, had now followed the EU model by also supporting women’s organisations in the provinces.⁵⁸ Another interlocutor, however, cautioned against too much optimism. While it was correct to say that the approaches of donors had changed, a lot of this

⁴⁹ European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries – Afghanistan.

⁵⁰ UNDP (2012): LOTFA Phase VI, Final Reports, Comments Matrix.

⁵¹ See: <https://www.mofa.go.jp/mofaj/files/000102254.pdf>.

⁵² Source: interviews.

⁵³ Source: interviews.

⁵⁴ EU Delegation to Afghanistan (2013): External Assistance Management Report (EAMR), p.12.

⁵⁵ Source: interviews.

⁵⁶ Source: interviews.

⁵⁷ Source: interviews.

⁵⁸ Source: interviews.

new outlook was still confirmed to concept notes and commitments “on the paper” and results of any approaches to empower women’s organisations outside Kabul had yet to be seen.⁵⁹

2.3.3.3 Partnership at global level

In 2012, UN Women and the EU established a strategic partnership which aimed to mutually develop and structure the cooperation between UN Women on gender equality and women’s empowerment and the EU at global, regional and country level. The partnership consists of joint policy dialogue, joint advocacy and joint programming for increased women’s leadership, political participation and economic empowerment, for combatting sexual and gender-based violence, and for responsiveness of plans and budgets for gender equality.⁶⁰ Further information on the specific partnership established in Afghanistan is not available.

2.4 Main findings - Effects of the EU support

2.4.1 Effects on physical and psychological integrity (EQ7)

2.4.1.1 VAWG policy and legal frameworks

Generally, the government considers gender-based violence (GBV) a problem but not a priority. There is widespread perception that society is not yet ready to embrace the problem.⁶¹ While women’s legal status has improved considerably since 2001 with the introduction of laws such as Elimination of Violence against Women (EVAW) law in 2009 and the Anti-Harassment of Women and Children Regulation in 2015, which was upgraded to law in 2016, there were also setbacks, such as the introduction of the Shia Personal Status Law. Important efforts for increasing the focus on GEWE were the development of gender strategies for the Ministry of Justice and Ministry of the Interior.⁶²

Overall, the EU’s played an important role in the process of changing legislation and the implementation of legal framework on VAWG; this was mostly done through coordination efforts, high-level advocacy and a continuous active engagement in the justice sector. The EU played a central role in the development of the National Action Plan on the UN Security Council Resolution on Women, Peace and Security (Resolution 1325). In 2014, the Council of the EU called on the new president of Afghanistan to focus on human rights, in particular the rights of women. The government was responsive through ensuring that GEWE was included in the new NPPs on Human Resources Development and through the National Action Plan on UNSCR 1325 on Women, Peace and Security.

As evidenced in the EAMR reports, the EU played a particularly active role in coordinating efforts with other international organisations (incl. NATO, UNAMA and UN Women) to ensure a conducive environment for the implementation of the EVAW law.

In the Rule of Law sector, LOTFA supported the development of specific recommendations of the Police Law and regulations and policies related to the rights of women in the police service and the inclusion of gender perspective into the Roadmap for Civilianization and the MOIA Education Policy.⁶³ An implementation plan for the female police strategy was endorsed by the Ministry of Interior and is under implementation. The implementation plan has ensured the establishment of women police councils in all the 34 provinces of the country.⁶⁴

About EUR 20 million under the EU-UN Spotlight Initiative, which aims at eliminating all forms of violence against women and girls, are currently on hold. The EU pushed hard for Afghanistan to be included in the initiative which was approved but “big problems remain in Afghanistan”. For example, there is support for women survivors of violence no attempt at bringing perpetrators to justice. “The problem is so widespread that it would require involvement of the education sector.”⁶⁵

⁵⁹ Source: interviews.

⁶⁰ UN Women/EU (2017): Statement on the Memorandum of Understanding between the United Nations Entity for Gender Equality and the Empowerment of Women and the European Union, Stepping it up for Gender Equality and Women’s Empowerment worldwide.

⁶¹ Source: interviews.

⁶² UNDP (2016): Final Evaluation of LOTFA, Phase V; Afghanistan Gender Profile.

⁶³ Department of Foreign Affairs and Trade, Australia (2017): Independent Review of the UN Development Programme (UNDP) Law and Order Trust Fund for Afghanistan (LOTFA).

⁶⁴ EU Delegation to Afghanistan: External Assistance Management Report (EAMR).

⁶⁵ Source: interviews.

2.4.1.2 Capacities of rights-holders and duty-bearers

The EU's contribution to duty-bearers to meet their obligations in the area of VAWG was particularly visible in the areas of Justice and Police reforms where the EU has been a major donor for the past decade.

EU supported a wide range of CSO-implemented initiatives in the area of VAWG. For instance, EU support to the *Victims' Shuras: Mobilizing Women Victims of War towards reconciliation and justice* demonstrated a clear and direct contribution to the rights of female victims of war, their training, capacity building, psychosocial counselling and outreach to local government, media and CSOs in relation to these issues.⁶⁶ CSOs helped to provide legal aid and psychological counselling and establishing centres for female victims of family violence, counselling and mediation for women and girls affected by family violence; promote 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.⁶⁷

2.4.1.3 Agents of change

There is no evidence on the EU having provided significant direct support in this area.

2.4.1.4 Sustainability

Given the volatile and fragile situation in Afghanistan an effective approach to sustainability does not yet exist.

2.4.2 Effects on economic and social women's empowerment (EQ8)

2.4.2.1 Access to economic resources

Several EU interventions contributed to strengthening women's access to economic and financial resources; however, no evidence of a significant overall positive impact has been identified; there are persisting (major) obstacles to women's economic empowerment in the country. A general challenge seems to be that there is little appreciation of the link between GEWE and economic development among government stakeholders.⁶⁸ Agriculture/rural development has been a key area of EU cooperation with Afghanistan for several decades. Efforts to promote women's empowerment in the context of these interventions started long before the period under review.

More recently, the EU co-funded, through the ARTF, the *Afghanistan Rural Enterprise Development Program (AREDP)* which enabled MRRD to develop a network of savings group, which are separated by gender, thereby creating income-generating opportunities for women. 63% of the entrepreneurs who benefitted from AREDP were women. A pragmatic approach was taken to ensure female participation, e.g., in Nangarhar. The first groups formed were male, and then after 2-3 months female groups could be formed. The facilitators were always recruited in the village.⁶⁹

The *Panj-Amu River Basin Programme (P-ARBP)* provided a framework for the implementation of small-scale women-centred activities implemented by NGOs, such as bio-briquette production, kitchen gardens, vegetable production, nurseries, and chicken rearing. Several women's groups were formed, but not registered with the Ministry of Women's Affairs.⁷⁰

The project Supporting rural entrepreneurship and promoting women's socio-economic empowerment in Dara-i-Suf Bala and Dara-i-Suf Payan districts of Samangan Province aimed at strengthening the socio-economic rights of 5,400 poor rural women and men in Afghanistan and economically empower them to create 8,100 jobs, with a particular focus on women. However, after the first year (in February 2015) no new jobs had yet been created.⁷¹ According to the final evaluation, "Women and men generally indicated that the project was extremely useful to improving women's socioeconomic situation by

⁶⁶ Annex VI – Final Narrative Report, 14 October 2012 - 14 August 2014

⁶⁷ EU Delegation to Afghanistan: External Assistance Management Report (EAMR).

⁶⁸ Source: interviews

⁶⁹ Ministry of Rural Rehabilitation and Development (MRRD) and Afghanistan Rural Enterprise Development Program (AREDP) (2015): Impact of Afghanistan Rural Enterprise Development Program on Rural Women. Study Paper, National Area-Based Development Programme (NABDP). First Quarter Progress Project Report.

⁷⁰ ARBP External Evaluation (2016) as quoted in Independent Evaluation of the European Union's Cooperation with Afghanistan (2007-2016), Final Report, Volume 2, 2018.

⁷¹ EU Interim Narrative Report (2014-2015): Supporting rural entrepreneurship and promoting women's socio-economic empowerment in Dara-i-Suf Bala and Dara-i-Suf Payan districts of Samangan.

enabling them to not only learn new skills but also contribute to their family's household income in meaningful and noticeable ways"⁷²

The project *Women's Initiative as Social Capital for Building Flourishing Communities* (2015-2017) aimed at protecting and promoting women's socio-economic rights by building capacity of women's organizations and local authorities in in Laghman and Uruzgan provinces, and by creating an enabling environment for initiating and building local structures and networks to support and sustain flourishing communities. According to the final report, 1200 women improved their social and economic status.⁷³

2.4.2.2 Enabling technology

There is no evidence on the EU having provided significant support in this area.

2.4.2.3 Sustainability

Sustainability factor are not systematically or comprehensively addressed. In general terms, the Action Document Afghanistan – Support to Public Finance Management (PFM) Reform noted: "While a variety of low- and middle-income countries have used gender-responsive budgeting (GRB) as one way to support gender equality, the fragile context of Afghanistan, the state of PFM and Government capacities requires particular attention and a focus on enabling factors such as sustained political support, sufficient capacities and conducive institutional arrangements, among local and international actors."⁷⁴

2.4.3 Effects on women's voice and participation (EQ9)

2.4.3.1 Women's influence on decision-making

EU support had a strong focus on empowering women as decision makers. The general finding is while only some and seldom robust quantitative evidence is available, quantitative analysis suggests that **despite support over a number of years from donors, including the EU, to develop gender capacities in ministries and departments, there are relatively few examples of successful results.** While were some practical changes, such as increases in the numbers of female staff in health services and the police, there is little evidence yet that gender issues are understood and are taken forward as policy objectives and indicators by key government agencies.

While the 2013 Electoral Law decreased the number of reserved seats for women in Provincial Councils from 25 to 20 %, the Government subsequently took measures to increase the number of women in decision-making positions in public institutions and key parts of the society. The strategies with the most measurable success included increasing the number of women in the judiciary (although still short of the 30% target) and development of new legislation that protects women's rights.⁷⁵ The Electoral Law was amended in 2016 and 2019 respectively. The percentage of allocated seats for women was increased to at least 25% in 2016 amendment.

The project *Enhancing women's civil and political empowerment in Herat* (2014-2016), funded under EIDHR promoted women's political and civil empowerment and rights in Herat. According to the final narrative report, "the Action has seen significant change in women's participation levels throughout community activities. In total, 450 women have participated in the Community Change (CC) process as part of Community Change Groups (CCGs) (15 in total). These groups identify common issues, in these cases concerned with Women's Rights and civil participation, and collectively find solutions at personal, family and community levels. As a result of these groups, a total of 15 community Action Plans have been drafted and successfully implemented at village level: six for construction project and nine for vocational and learning projects such as tailoring, embroidery, dairy, jam production. These provided opportunities for women where none had existed prior to the Action."⁷⁶

The *Local Governance Project Afghanistan* (LoGo) provided opportunities for women to participate in trainings, consultations for participatory planning, social accountability events, and service delivery. 30.8 % of the citizens served at the Citizen Service Centres were women (683 out of 2,220). Furthermore at least 10% of the trained Municipal Advisory Board members and municipal staff were women (18 out of 180). These women contributed to implementation of the Revenue Enhancement Action Plans, development of financial profiles and business process mapping.⁷⁷

⁷² Green Growth Consulting Services (2016): End Term Evaluation of Supporting Rural Entrepreneurship and Promoting Women's Socioeconomic Empowerment in Samangan Province.

⁷³ Skills training and rehabilitation society (2020): <http://stars.org.af/womens-initiatives-as-social-capital-for-building-flourishing-communities-wisc/>.

⁷⁴ EU Action Document Afghanistan (2017): Support to Public Finance Management (PFM) Reform.

⁷⁵ European Union (2016): Afghanistan Gender Profile.

⁷⁶ World Vision Afghanistan (2017): Enhancing women's civil and political empowerment. EIDHR Final Narrative Report.

⁷⁷ LoGo (2018): First Quarterly Progress Project Report.

EU support contributed to an increase in the number of women in the Afghanistan National Police (ANP), with 482 new female recruits identified, exceeding the target of 209. However, there was a loss of 172 arising from attrition, and gains in recruits have been limited to lower ranks. LOTFA also saw the formation of the Afghan National Police Women's Association with a Gender Mainstreaming Unit facilitated through donor support. Training efforts were conducted with GMU staff and training incentives were provided to female police personnel. This was complemented with gender awareness and mainstreaming programmes, for staff in the Ministry of the Interior.⁷⁸

There is also some evidence for changes at the sub-national level. Among LoGo's outcomes is the inclusion of gender-sensitive provisions for complaint registration, resolution and closure in the Grievance Guideline for Municipalities.⁷⁹

The results of Government strategies to increase female participation in the electoral process was mixed. The total number of female registered candidates in 2014 was 11%, a slight increase from 10% in 2009, in actual terms the number dropped. There were no female candidates for the 2014 and 2019 Presidential election. The second phase of the *Support to Credible and Transparent Elections* (ELECT II) programme, which was EU-funded, prioritised outreach to women to broaden democratic participation in the electoral process. In the 2014 elections, 37 % of the electorate who voted were women, approximately one million more than in 2010.⁸⁰

One interlocutor noted that the percentage of women in the civil service had risen to 27%, there were 14 deputy governors in Afghanistan and the EU and other donors, especially the World Bank pushed hard to increase the number of women in leadership positions at sub-national levels, "we do not have a safe environment for women in the civil service".⁸¹

2.4.3.2 Women's voice in the society

The evidence available for individual sectors supported by the EU shows a mixed picture, with some good progress in sectors such as health, where there has been a consistent focus on gender by donors over a long time frame, and more limited progress in other areas, such as rule of law with changes to legislation and the recruitment of female police officers and rural and economic development, where there have been efforts such as the inclusion of women in Community Development Councils (CDCs) and support to rural entrepreneurs and enterprises with a large proportion of women. The EU has placed strong emphasis on the role of women in the peace-building process which is seen as a clear value added of the EU support according to civil society representatives.⁸² One interlocutor noted the necessity for continued strong EU engagement for the voice of women in the peace process as "women's right could be the victim of US-Taliban negotiations."⁸³

However, concrete findings on a strengthened role of women among mediators, negotiators and technical experts in formal conflict prevention, peace negotiations, and peace making are mainly limited to policing. LOTFA's entry point for promoting women's participation in policing were founded in its responsibility to support MOIA efforts in line with its strategy to increase the participation and improve the working conditions for women in the Ministry of Interior and improve human rights including child protection and prevention of gender-based violence. This promotion of human rights and gender equality led to encouraging the participation of women in the ANP. Between 2013 and 2017 the number of female officers more than doubled. However, these results were substantially below target. Despite a minimal target of 5,000 female police by 2014, less than 2% of police were female (2756 out of the 143,983 on the payroll), representing only a 17% increase on the 2014 establishment. Those that are recruited are mostly confined to lower ranks. There is evidence that in the desire to achieve the necessary change in gender balance there was an exclusion of consideration of potentially adverse unintended consequences. This produced a situation wherein women were now working in predominantly male environments, and some were facing abuse, particularly sexual abuse within the same police force. This situation is known and the Afghan authorities have been trying to address the problem. The unsubstantiated estimates are as high as 80% of all female police officers deployed being victimised sexually.⁸⁴

Where direct efforts have been made to reduce the barriers to female engagement, donors reported that these have often failed, been co-opted or resulted in pushback. Similarly, the drive to achieve even

⁷⁸ UNDP (2018): Final Evaluation of LOTFA, Phase V.

⁷⁹ LoGo (2018): First Quarterly Progress Project Report.

⁸⁰ ELECT II Report for the European Union Delegation to Afghanistan (2015): Final Evaluation of the ELECT II.

⁸¹ Source: interviews.

⁸² Source: interviews.

⁸³ Source: interviews.

⁸⁴ Department of Foreign Affairs and Trade, Australia (2017): EU Police Team Project (ICSP/2017/393-712), Independent Review of the UN Development Programme (UNDP) Law and Order Trust Fund for Afghanistan (LOTFA), p.11.

modest gender targets runs the risk of encouraging the recruitment of poorly educated women, fuelling discontent amongst the ranks of their male counterparts and reinforcing perceptions that women cannot fulfil policing functions.⁸⁵ Policy reforms designed to support active gender mainstreaming have been stalled awaiting the implementation of a participation assessment to identify the processes and structural barriers to female participation within the Ministry.⁸⁶

The project trained women in peace negotiations, human rights, gender equality, technical training and local authorities, media and CSOs have been made aware of the rights of women and victims of conflict.⁸⁷

2.4.3.3 Discriminatory social norms

Evidence for this area is only available from the project *Victims' Shuras: Mobilizing Women Victims of War towards reconciliation and justice* which, according to the final report, contributed to greater structural stability and conditions for peace as it achieved the establishment and functioning of six Shuras where women increased their autonomy, shared ownership and were becoming empowered. Training and capacity building were delivered in the following areas: transitional justice, human rights, leadership, vocational activities, and literacy. Psychosocial counselling happened along with encouragement to share experiences through training and exhibition of Memory boxes. Outreach and advocacy increased awareness of victims' rights with local authorities, media and CSO. Finally, the design, content and publication of a booklet '*An introduction to transitional justice*' were achieved.⁸⁸

2.4.3.4 Sustainability

To some extent political will is assessed and monitored by the EAMRs. There is some evidence available for partner country allocation of staff and resources for gender. In 2010, the Afghan Ministry of Finance (MoF) initiated the Gender Responsive Budgeting (GRB) reform and put forward a GRB strategy in 2014. Since then GRB has been incorporated into basic budget circulars issued by the Ministry. Gender Budget Units have been formed in 14 line ministries, including the MoF. However, Units in the six pilot ministries struggled to apply GRB, largely deriving from challenges in the practical application of benchmarks to the budgeting process, as well as core issues of functionality and capability in policy development and data analysis. "*In 2016 the MoF charged UN Women to provide support and follow-up on GRB policy and implementation. Direct benefits for women from the successful application of GRB would include expanded ministry budgets for gender-responsive programming.*"⁸⁹

2.5 Annex

2.5.1 List of persons consulted

Organisation	Position
Afghanistan Civil Society Forum Organization (ACSFO)	Programme Manager
EUD Afghanistan	Task manager - Civil Society, Human Rights and Gender
Independent Administrative Reform and Civil Service Commission of Afghanistan	Appeals Board Commissioner
Oxfam Afghanistan	Programme Manager - Citizen, State Project

2.5.2 List of documents consulted

2.5.2.1 EU Strategy Programming

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⁸⁵ Ibid.

⁸⁶ Ibid.

⁸⁷ Afghanistan Ministry of Foreign Affairs (2015): Afghanistan's National Action Plan on UNSCR 1325 Women, Peace and Security.

⁸⁸ Final Narrative Report project: Victims' Shuras: Mobilizing Women Victims of War towards reconciliation and justice.

⁸⁹ EU Action Document Afghanistan (2017): Support to Public Finance Management (PFM) Reform.

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2.5.2.2 Project documentation

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3 Country case study: Bangladesh

3.1 Introduction

3.1.1 Context

With a **population** above 160 million in 2019, Bangladesh is the 8th most populous country in the world. Rapid **economic growth** enabled Bangladesh to reach the lower middle-income country status in 2015. In parallel, life expectancy, literacy rates and per capita food production have increased significantly. Based on the international poverty line, poverty declined from 44.2% in 1991 to 14.8% in 2017.⁹⁰ The country is rapidly urbanising. Due to greater reallocation of labour from farm to non-farm and from wage labour to own-farm work, the rural labour market has shrunk, resulting in a steep increase in rural wages.

Bangladesh has a **Gender Inequality Index** (GII) value of 0.536, ranking it 134 out of 189 countries in the 2018 index⁹¹. In Bangladesh, 24.5% of parliamentary seats are held by women according to the World Bank⁹², and 44.0% of adult women have reached at least a secondary level of education compared to 48.2% of their male counterparts. Female participation in the labour market is 33.0% compared to 79.8 % for men.⁹³

Female labour supply shows a non-linear relationship with level of education. It is higher among those with primary or lower levels and for tertiary educated women. The Female Labour Force Participation Rate (LFPR) is 56.9% and 39.7% among those with tertiary and primary education respectively. Among SSC and HSC holders, the values are 25.9% and 31.9% respectively. LFPR among urban women has declined from 34.5% to 31.0% during 2010 to 2017 while in the rural areas it has increased from 38.6% to 42.2%. Much of the decline in the urban areas is due to a lack of appropriate paid employment opportunities and lack of self-employment opportunities. The number engaged in self plus family work has gone through a continuous decline in the urban areas (the numbers are 2306 thousand, 1800 thousand and 1600 thousand respectively in 2010, 2013 and 2017).

Domestic violence remains the most pervasive form of **violence against women** in Bangladesh. It is largely hidden and undocumented. As violence is often perpetrated at home, domestic violence has traditionally been considered to be a private issue and thus rarely discussed in public. Victims of domestic violence may also be reluctant to seek medical treatment by fear of stigma.⁹⁴

Bangladesh is a signatory to the Universal Declaration of Human Rights (1948), and has ratified other **international human rights instruments**, notably the Convention on the Elimination of All Forms of Discrimination against Women (1979), the Convention on the Rights of the Child (1990), the Declaration on the Elimination of Violence against Women (1993), and the Declaration on the Right to Development (1986).

The Bangladesh **Constitution** ensures human and fundamental rights of all citizens, including women. Article 27 of the Constitution of Bangladesh states, “*All citizens are equal before law and are entitled to equal protection of law*”. Article 28(1) states, “*The State shall not discriminate against any citizen on grounds only of religion, race, caste, sex or place of birth*”. Article 28(2) states, “*Women shall have equal rights with men in all spheres of the State and of public life*”. Article 28(4) states, “*Nothing in this article shall prevent the State from making special provision in favour of women or children or for the advancement of any backward section of citizens*”. There are provisions for reserved seats for women representatives in Parliament.⁹⁵

The **national planning documents**, consecutive five-year plans, and poverty reduction strategy papers have integrated gender aspects in a progressive manner. On the whole the focus is on the situation of women rather than on gender equality. Gender mainstreaming was adopted as an approach for all social and economic development sectors, starting from the Fourth Five Year Plan (1990-1995). The vision for gender equality as spelled out in the Seventh Five Year Plan (2016-2020) is that of establishing a country where men and women have equal opportunities and rights, and women are recognised as equal contributors in economic, social, and political development. The mission is to ensure women’s advancement as self-reliant human beings, and to reduce discriminatory barriers by taking both developmental and institutional measures. The framework for women’s empowerment and gender

⁹⁰ <https://www.worldbank.org/en/country/bangladesh/overview>

⁹¹ <http://hdr.undp.org/en/indicators/68606#>. For comparative purposes it can be noted that neighbouring countries, Nepal and Pakistan are ranked at 1147 and 152 respectively on the index.

⁹² <https://data.worldbank.org/indicator/SG.GEN.PARL.ZS>

⁹³ Asian Development Bank (2017): Bangladesh Gender Equality Diagnostic of Selected Sectors

⁹⁴ OECD (2019): Social Institutions & Gender Index Bangladesh

⁹⁵ In the Parliament, through the 14th Amendment of the Constitution in 2004, the provision of women’s seats was increased to 45 seats (in addition to the 300 general seats) and again to 50 through the 15th Amendment of the Constitution in 2011.

equality comprises four areas of strategic objectives: i) improve women's human capabilities, ii) increase women's economic gains, iii) enhance women's voice and agency, and iv) create an enabling environment for women's advancement.

The **National Policy for Women's Development** includes various positive measures. It was first formulated and approved in 1997, and revived in 2011 with a few amendments. It provides for equal wage for work of equal value for women and men, increased participation of women in the labour market, equal opportunity at the workplace, security, and removal of disparities in employment. It emphasises political empowerment and women's participation in decision-making processes. To achieve the latter, it provides for 33% women's representation within political parties, and recommends that political parties nominate more women in the elections. Furthermore, to increase women's representation in the Parliament, the policy supports increasing the number of women's seats to 33% and advocates for direct elections of women to these extended number of seats.⁹⁶ Subsequent to the approval of the National Policy for Women's Development, the **National Action Plan for Women's Advancement** (NAP-WA) was approved in 1998. In 2012, another action plan was approved, encompassing all the different aspects of women's life in all sectors. Bangladesh adopted its first **National Action Plan on Women, Peace and Security** (NAP-WPS) in November 2019. It aims at helping the country implement the UNSC Resolutions on this issue.

Women's **labour rights** are protected by law. Through the revision of the Labour Act, (2006) in 2013 and the formulation of Labour Rules in 2015, the rights of workers were addressed and initiatives taken to ensure a decent work environment. This included workers' right to form trade unions, introduction of an insurance scheme, establishment of a central fund to improve workers' living standards, and the stipulation that 5% of the annual profit of a company or organisation be deposited in employee welfare funds. However, Bangladeshi law is still not compliant with some International Labour Organisation (ILO) standards, including Convention No. 87 on Freedom of Association, and Convention No. 98 on the Right to Organise and Bargain Collectively

A ban on **women's migration** was withdrawn in 2003, resulting in a dramatic increase in the number of women migrating to different countries, including the Middle East. The government revised the Expatriates Welfare and Overseas Employment Policy (2016) that facilitates overseas employment and ensures decent work for all migrant workers. It recognises women as a distinct group, and has a specific section on women migrants. The policy emphasises the regulation of recruiting agencies, the provision of clear information to migrants and employees, the involvement of embassies in the receiving country, the establishment of specific contracts between recruiting agencies in sending and receiving countries, and the provision of training and orientation of migrant workers. Bangladesh has ratified various regional and international conventions and policies on migration such as the South Asian Association for Regional Cooperation Convention on Preventing and Combating Trafficking in Women and Children for Prostitution (2002) and the Child Labour Elimination Policy (2010).

The **Ministry of Women and Children Affairs** (MOWCA), as part of the National Women's Machinery, is mandated by the government to act as the focal point and catalyst for action on issues of women's equality and development. It also aims to promote a broader and more consistent response by all government agencies to the needs and priorities of women. Since women's empowerment is seen as a cross-cutting issue, MOWCA does not have sole responsibility, and the government considers it crucial that all sector institutions are equally involved in the integration of gender concerns, needs, and interests into their policies, plans, and programmes.⁹⁷ The following **institutional structures** are in place to ensure implementation and monitoring of the NAP-WA:

- National Council for Women and Children Development (NCWCD)⁹⁸;
- Parliamentary Standing Committee on Women and Children Affairs;
- Women's Development Implementation and Evaluation Committee;
- Interministerial Coordination Committee on the National Programs for the Prevention of Violence and Dowry;
- MOWCA and its implementing agencies: Department of Women Affairs and Jatiya Mahila Sangstha (National Women's Association);
- Women in Development (WID) Focal Points Mechanism;
- Policy Leadership Advocacy Unit in MOWCA;

⁹⁶ This is particularly significant as presently the total number of women members of Parliament is only 69 out of the total 350 members of the Parliament, 69 or 19.7% are women.

⁹⁷ Asian Development Bank (2017): Bangladesh Gender Equality Diagnostic of Selected Sectors

⁹⁸ The NCWCD is the most high-powered committee for women's development, headed by the Prime Minister.

- District and Thana (subdistrict) level WID Coordination Committees. National Council for Women and Children Development.

3.1.2 Overview of the EU cooperation

EU support to Bangladesh is financed through various thematic instruments and dates back to 1973. Bangladesh is the most important of the three GSP/ Everything but Arms (EBA) beneficiary countries due to the grave violations of core human and labour rights standards in the country. EU's current Multi-annual Indicative Programme (MIP) for Bangladesh, originally covering the period 2014-2018, but extended to 2020, focusses on three sectors: i) Strengthening Democratic Governance, ii) Food and Nutrition Security, and iii) Education and Skills Development.⁹⁹ Table 3 below gives an overview of the planned financial allocations in the current and previous programming cycles.

Table 3 Overview of initial CSP/MIP allocations - Bangladesh

	2008-2013	2014-2020
Sector 1	Human and Social Development EUR 141 million	Strengthening Democratic Government EUR 103-138 million
Sector 2	Governance and Human Rights EUR 101 million	Food Security and Nutrition EUR 276-310 million
Sector 3	Economic and Trade Development EUR 81 million	Education and skills development EUR 276-310 million
Support measures / Non-focal sectors	Environment and disaster management EUR 40 million Food security and nutrition EUR 40 million	Support measures EUR 7 million
Total	EUR 403 million	EUR 690 million

Source: CSP 2007-2013, MIP 2014-2018.

A country level "GAP II Action Plan" was developed based on a Gender Profile carried out jointly between EUD and EU Member States (EU MS) in 2014. Box 1 below summarises the thematic objectives selected by the EU and EU MS in this GAP II Action Plan.

Box 1 Bangladesh GAP II action plan – thematic objectives

<p>7. Girls and Women free from all forms of violence against them</p> <p>11. Promoted, protected and fulfilled right of every individual to have full control over and decided freely and responsibly on matters related to their sexuality and sexual and reproductive health, free from discrimination, coercion and violence</p> <p>12. Healthy Nutrition levels for girl and women throughout their life cycles</p> <p>13. Equal access for girls and women to all levels of quality education and vocational education and training (TVET) free from discrimination</p> <p>14. Access to decent work for women of all ages</p> <p>15. Equal access by women to financial services, productive resources including land, trade, entrepreneurship</p> <p>16. Equal access and control over clean water, energy, transport, infrastructure and equitable engagement in their management enjoyed by girls and women</p> <p>17. Equal Rights and ability for women to participate in policy and governance processes at all levels</p> <p>18. Women's organisations and other CSOs and human Rights Defender working for gender equality and women's and girls' empowerment and rights freely able to work and protected by law</p>
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Source: Bangladesh GAP II Action Plan.

The objectives of the GAP II Action Plan for Bangladesh were chosen in function of the ongoing programmes rather than the GAP II providing strategic guidance. Whilst the EUD has some formal

⁹⁹ The MIP was amended for the period 2018 to 2020 in order to "better align with the renewed EU priorities (growth and jobs creation, climate change and renewable energy and migration- development nexus, as well as resilience and gender as cross-cutting issues) stemming from the new European Consensus on Development and the 2030 SDGs Agenda" as well as political priorities. This amendment did not change the focus sectors but led to the inclusion of activities to address economic reintegration of returnees and root causes of migration (EAMR 2018).

interaction with the National Women's Machinery (NWM) largely through LCG-WAGE (see below), the primary focus is on support to civil society.

With EUR 14.5 million of gender-targeted projects contracted between 2014 and 2018, Bangladesh receives more support in this field than any other country in Asia. The largest number of gender-targeted interventions is financed by the EIDHR instrument; however, in terms of financial volume, most of the GEWE-targeted support is financed by the DCI-GPGC thematic programme. Interventions are mostly implemented through the local chapters of international CSOs who in turn usually sub-contract smaller local organisations. Table 4 below presents a detailed list of gender-targeted interventions identified by the evaluation team. Section 3.6.3 provides a list of GEWE-targeted and sensitive actions implemented by Sweden and Denmark.

Table 4 GEWE targeted contracts in Bangladesh

Domain	Intervention title (short title ¹⁰⁰)	Contract year	Cris ref.	Contracting party	Planned amount
HUM					
	Creating an enabling environment for young people to claim and access their sexual and reproductive health rights in Bangladesh	2014	c-336026	Plan International (Sweden)	EUR 3.5 million
	Our lives, our health, our futures: empowering adolescent girls and young women in Chittagong Hill Tracts to live with dignity and without violence	2018	c-400605	Stichting Simavi	EUR 5 million
CSO-LA					
	Jukta Hoe Mukta (United We Stand)	2015	c-359821	Terre Des Hommes (Italy)	EUR 1.1 million
	SRAMIC - Sustainable and Responsible Actions for Making Industries Care	2015	c-359858	Actionaid UK	EUR 1.5 million
EIDHR					
	Oikko ("unity") - United for translating rights into action NOW	2014	c-354100	Care (Austria)	EUR 300,000
	CCSEC - Combating Commercial Sexual Exploitation of Children in Bangladesh	2015	c-367497	Terre Des Hommes (the Netherlands)	EUR 750,000
	Strengthened Civil Society Protects and Promotes Women's Rights	2017	c-391087	Netz Partnerschaft Fur Entwicklungund Gerechtigkeit Ev	EUR 900,000
	Programme for Supporting Human Rights Defenders Working for Women's and Girls' Rights in Bangladesh	2017	c-388459	News Network	EUR 750,000
	Empowerment of women and girl migrant workers, communities and key institutions to protect and promote migrant workers' rights and access to justice	2017	c-391540	Okup (Ovibashi Karmi Unnayan Program)	EUR 667,847

Source: Inventory carried out by Particip based on CRIS data.

Bangladesh is not covered by the EU-UN Spotlight Initiative. In Asia, the Spotlight Initiative currently focuses on topics related to migrant workers' right in the ASEAN region of which Bangladesh is not a member.

3.1.3 Focus of the case study

Although the case study covers the whole EU support to GEWE, the analysis of outcomes puts a specific focus on EU support in the areas of *Violence Against Women and Girls (VAWG)*, *decent work*, and *Migrants workers' rights*. In addition, gender mainstreaming was examined in more detail in the fields of *Education and skills development* and *Food and nutrition*, since these are the major sectors of EU's cooperation with Bangladesh.

¹⁰⁰ A short title is used in the case study to refer to this intervention.

3.2 Main findings – Summary: Bangladesh

1. The EU has made very limited direct contributions to country- or sector-level gender analysis. A Gender Profile was compiled in 2014 with joint support from the EU and EU MS but appears never to have been used and not updated since. EUD staff themselves were not familiar with it.
2. There has been a limited use of gender evidence beyond the utilisation of sex-disaggregated data in EU project design, even though there exist several Situation Analyses/Gender Profiles produced by UN and other agencies engaged in gender equality. Such evidence-gathering as takes place for EU-funded projects is undertaken by implementing partners and specific to particular interventions.
3. While a very large part of the EU portfolio in Bangladesh shows some degree of gender sensitivity, the evaluation identified several shortcomings in gender mainstreaming in EU-funded interventions as well as the lack of a clear EU-strategy to promote GEWE such as GAP II is intended to provide. Gender- targeted actions remain very limited. GAP II does not provide strategic direction to EUD, EU MS or to other partners and stakeholders and is very little known and understood even within EUD. There is no formal system in place to systematically monitor the effects of EU support to GEWE in Bangladesh.
4. Gender dimensions of several development issues were regularly discussed by the EU in its dialogue with the national authorities and other stakeholders. The EUD maintains an ongoing political dialogue with the government, members of parliament and senior officials on women's rights and gender issues and also provides support for and participates in civil society-led advocacy events.
5. GEWE-targeted interventions have been entirely funded through thematic instruments/budget lines; there is no evidence of synergies achieved between financing instruments. Overall, GEWE-related actions funded under thematic instruments seem to be disconnected from the ones funded under the geographic instrument.
6. There appears to be little or no coordination amongst GFP at EUD and EU MS embassies other than fleetingly in the context of GAP II reporting. There is no coordination mechanism in place to allow for the EUD and EU MS to speak with one voice and support complementary activities with respect to GEWE. The "Local Consultative Group - Women Accountability Gender Equity" (LCG-WAGE), in which EUD and EU MS GFP participate, provides a forum for exchange on gender issues, while not being a decision-making or planning body.
7. Denmark is the only EU MS currently supporting the MOWCA. Support to the NWM overall comes more from the UN and other international development agencies. Notwithstanding the adoption of relevant legal and policy measures to prevent VAWG in Bangladesh, there is no evidence showing the EU external action has contributed to policy and legal advances in the country.
8. The EU has been extensively involved in CSO-led initiatives. GEWE-targeted EU support was mostly provided through a project approach targeting civil society and community levels.
9. Initiatives to counter VAWG show a greater focus in awareness-raising and capacity-building among right-holders, with no strong attention being paid to engaging men & boys for behavioural change. Initiatives to strengthen rights-holders and duty-bearers' capacities have mostly aimed at empowering girls and women at the community level through local organisations, and at training and building capacity among local CSOs, activists and (women) human rights defenders (HRD).
10. Through an active engagement in the areas of skills development and education in general, the EU has made notable contributions to enhance equal access to employment opportunities in Bangladesh. However, the terms of women's participation in the labour market remain highly discriminatory.
11. Whilst several implementing partners mentioned their appreciation of the occasional advocacy and visibility interventions by HoD/HoC, there is no evidence of an increase in substantive leadership on GEWE during the period under review. Partners and stakeholders stated that they did not expect technical leadership or guidance from the EU in the area of GEWE.
12. Within the EUD the role of the GFP needs to be strengthened and internal knowledge management needs to be improved. There has been no gender champion within the EUD under GAP II and there is no evidence of an increase in gender expertise within the EUD.

3.3 Main findings - Design and implementation approach

3.3.1 Gender mainstreaming (EQ3)

3.3.1.1 Gender analysis

During the period under review, the EU has made very limited direct contributions to country- or sector-level gender analysis. Up to 2014-2015, the EU has contributed to various gender analyses: i) a Gender Profile was compiled in 2014 with joint support from the EU and EU MS¹⁰¹; ii) the EU funded Violence Against Women (VAW) surveys in 2011 and 2015¹⁰²; and iii) the EU contributed to the development and adoption a National Gender Strategy for Promotion of Gender Equality in TVET in 2012, which included a detailed analysis of gender inequalities in the sector¹⁰³. However, there has been no attempt to update the 2014 EU-funded Gender Profile and very few people inside and outside EUD were aware of its existence.

In fact, the 2014 Gender Profile is of rather limited operational value as it seems to be a research exercise rather than a guide for practitioners though there are some recommendations included as to key issues by sector. The first recommendation to EUD was to establish a Gender Knowledge Management Hub (GKM), which has not been implemented. The largest part of the 125-page document consists of sections filled with links to sources and resources to be consulted in order to update the profile, which is stated at the outset as a priority. There is some indication that this work was done at a time of political turmoil which may have impeded the research.

It should be noted that some contractors of EU-funded gender targeted interventions foresaw the implementation of extensive baseline surveys as part of the action. It seems that data-gathering which has taken place has been more modest and project based and there is a perceived need for sectoral as well as country gender analyses as a basis for programming.

Overall, there has been a limited use of gender evidence beyond the utilisation of sex-disaggregated data in EU project design. However, during the period under review, several UN and other agencies have been active in producing “gender evidence”. UNFPA produced with EU global funding a study on “gender-biased sex selection” (aka son preference), and a second round of the VAW census. EU funded smaller surveys and studies such as the End of Line Evaluation of Sustainable and Responsible Actions for Making Industries Care (SRAMIC) project (Action Aid); a study on gender-based violence at the workplace (Action Aid) and a number of studies and publications generated from the support to CARE. Sweden has supported the Bangladesh Bureau of Statistics (BBS) in the production of sex-disaggregated data in recent years. The most frequently updated and detailed is that produced by the Asian Development Bank (ADB). However, in general, the project documentation reviewed show that EU staff have made only limited use of gender evidence from these sources, beyond the inclusion of sex-disaggregated data.

A critical question in relation to the myriad of studies and surveys generated by projects/programmes supported by EUD and EU MS is how these reports, along with other more routine administrative reports are recorded and archived. The large number of publications available does not provide a complete or definitive view, and cannot replicate regular archiving at some central point.

3.3.1.2 Mainstreaming in spending actions

A very large part of the EU portfolio in Bangladesh shows some degree of gender sensitivity, but gender targeted actions remain very limited. According to the team’s analysis of CRIS data covering the period 2014-2018, around 90% of the interventions funded by the EU in Bangladesh were gender-sensitive (G1 equivalent). GEWE clearly appears in all three key areas of cooperation of the current programming cycle: Democratic Governance, Food Security and Nutrition, Education and Skills development. GAP II reporting notes that “*Gender equality is steadily and systematically being mainstreamed across all development cooperation programmes to the maximum extent possible. When gender equality is not targeted (G-0) - the single case of the targeted TA to PFM reforms - due justification was provided.*” However, it should be noted that the development of the EBA scheme was not informed by a gender analysis and none of the actions within the framework are gender-sensitive.¹⁰⁴

In addition, only a small proportion of the EU portfolio (less than 3%) is made up of gender-targeted interventions – (see also Figure 3). Moreover, with respect to selection of collaborators/partners, it appears that gender mainstreaming efforts are primarily directed towards civil society and community

¹⁰¹ The research was conducted in 2012/2013.

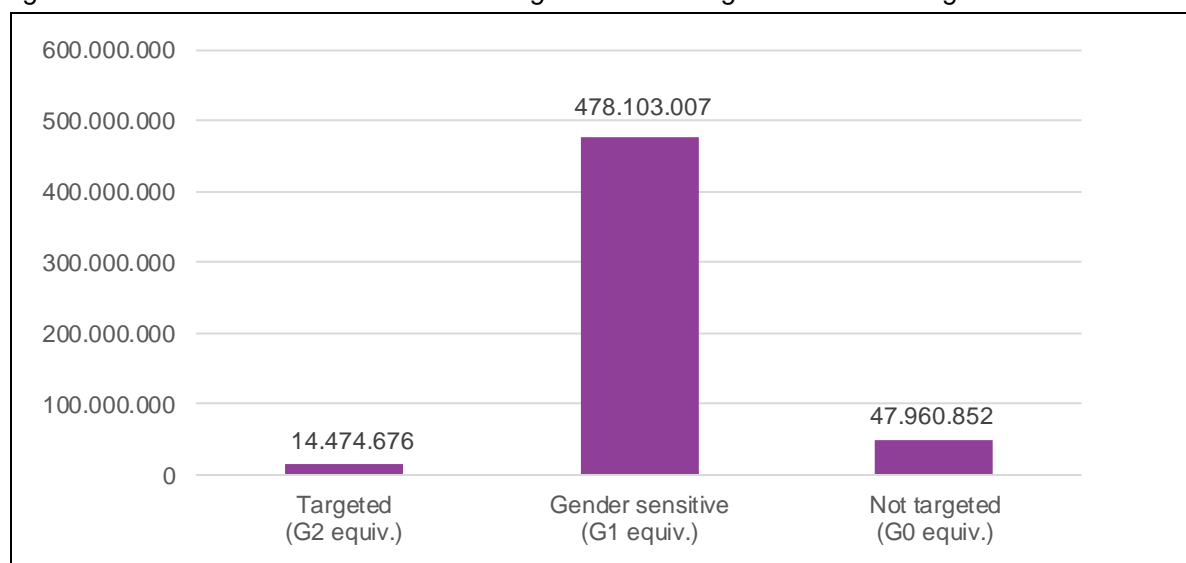
¹⁰² The surveys were prepared by the Bangladesh Bureau of Statistics (BBS) with UNFPA’s technical support.

¹⁰³ The National Strategy was developed with ILO’s technical support.

¹⁰⁴ EC (2020): Discriminatory Laws Undermining Women’s Rights. In-depth Analysis.

levels (typically through EIDHR) with relatively little support being given to official government structures in charge of promoting GEWE in the country.

Figure 3 Gender-sensitive EU funding amounts during 2014-2018 - Bangladesh



Source: Authors' calculations based on CRIS data

A more detailed analysis of project documentation highlights several shortcomings in gender mainstreaming in EU-funded interventions. EU strategy/programming documents such as the MIP (2014-2020) include some mentions of cross-cutting issues (“girls and women”, “women and minorities”) though this is not done systematically. The Gender Profile (2014) and the GAP II Action Plan are mentioned in passing. While most of the project documents reviewed make several references to gender equality issues, references often remain limited to a succinct presentation of sex-disaggregated data and general statements indicating that the activities will integrate GEWE as a cross-cutting dimension. Moreover, statistics used for project monitoring have been only partially sex-disaggregated. In project design documentation, there is often no mention of the existing national policy frameworks for addressing gender inequalities and the situation of women, or of the 2014 EU-funded Gender Profile.

Box 2 Gender analysis and strategy of the Suchana project (Bangladesh)

The project “Suchana: Ending the Cycle of Undernutrition in Bangladesh”, which is implemented by a consortium led by Save the Children and funded by the EU and UKAID (2015-2022), aims to integrate gender as a cross-cutting issue across programme activities., since women and adolescent girls, as primary carers of infants and young children have a crucial role in preventing malnutrition.

The proposed gender strategy outlines how to integrate gender in the planned activities to support gender equality and empowerment of women and, thus, to support Suchana to end the cycle of undernutrition by reducing existing gender inequalities within the programme area.

As a first step, a gender analysis was conducted to better understand the gender-related constraints and opportunities to promote gender equality in the programme area. Findings from formative research were used to inform the gender analysis, which indicated that a strong focus on women’s empowerment was needed to accomplish the programme objectives. The analysis found that women had very little decision-making power, and their mobility, asset control, and access to information were all severely restricted, which also limited their ability to ensure optimal nutrition outcomes for their children. Key research findings helped to determine the specific actions and recommendations for promoting gender equality in the Suchana program.

In order to address the issues identified in the gender analysis, and also to meet the gender commitments outlined in the program proposal, gender-focused activities have been integrated into the technical strategies of Suchana, including the Nutrition, Livelihoods, Social and Behavior Change Communication, and Advocacy strategies. Gender has also been integrated into the monitoring and evaluation plan through specific gender indicators. Staff were supposed to be improved in the area of gender to ensure that gender integration activities were carried out correctly.

The project’s gender strategy makes no reference to GAP II but would be a useful reference for EUD staff.

Source: Suchana project documentation.

There is no evidence suggesting that the EU has followed a clear strategy to promote GEWE during the period under review. As mentioned above, all three key sectors of cooperation of the current programming cycle (Democratic Governance, Food Security and Nutrition, Education and skills development) contain a clear gender dimension. Overall the programmes seem very activity- and “women and girls” -focussed though there are some mentions of involvement of men and boys relative to awareness-creation on VAWG for example. Other documentation as noted in Section 3.6.1 reflect greater attention to gender equality issues notably in the field of Education and Skills Development (PEDPIII & HC DP). However, there is no evidence suggesting that the EU has followed an explicit strategy to facilitate the convergence of the efforts made in each of the key sectors of cooperation with the view promoting specific GEWE objectives. Issues which are tackled in some specific interventions such as VAWG and Migrants workers’ rights are not addressed systematically in other interventions.

The project “Suchana: Ending the Cycle of Undernutrition in Bangladesh” provides a good example for successful gender mainstreaming and has developed a gender strategy in 2016 (see Box 2).

3.3.1.3 Mainstreaming in non-spending actions

Gender dimensions of several development issues were regularly discussed by the EU in its dialogue with the national authorities and other stakeholders. The EUD maintains an ongoing political dialogue with the government, members of parliament and senior officials on women's rights and gender issues and also provides support for and participates in civil society-led advocacy events.¹⁰⁵ The GAP II Report 2017 reports six occasions when policy dialogues took place. According to the report the gender dimensions of several development issues were raised by EUD (poverty, democracy, human rights, security and conflict, decent work, migration, social protection, education, agriculture/fish/food). Topics where the gender dimensions were *not* discussed were PFM, Rule of Law, PAR, Trade, Trafficking, Health, Water Transport, Energy, Environment & other priority sectors. This as well as conducted interviews imply that the GAP II framework is being only moderately closely followed internally and is not widely used or understood.

Overall, the EU responded well to the political will shown by the government (incl. at the highest level – Prime Minister) in some GEWE-related areas. The Head of Delegation, Head of Political Section and Head of Cooperation regularly raise GEWE issues in statements and speeches. The GFP is largely involved with VAWG and WPS. The EU is also using the budget support modality to support the education sector, and policy dialogue related to GEWE is taking place in this context. GEWE issues were also raised in high level dialogue (e.g., in the Joint Commission meetings which take place every two years), but more prominently in the dialogue related to trade and human rights than in the dialogue related to development cooperation. However, a few EU MS have expressed some concerns about a lack of leadership on policy issues and a lack of coordination between the EUD and EU MS (see section 3.3.3).

3.3.2 Instruments and modalities (EQ6)

3.3.2.1 Choice of financing instruments, incl. their combination

GEWE-targeted interventions have been entirely funded through thematic instruments/budget lines; there is no evidence of synergies achieved between financing instruments. While the EAMRs reviewed consider the balance of instruments and modalities used in Bangladesh to be quite satisfactory, there is no discussion of the comparative advantages of the various instruments/modalities used to support GEWE in the documents reviewed. The largest number of gender-targeted interventions is financed by the EIDHR instrument; however, in terms of financial volume, most of the GEWE-targeted support is financed by the DCI-GPGC thematic programme. In addition, it seems that the actual scrutiny of proposals in terms of gender content was not as rigorous as had formerly been the case, and that gender issues and requirements were usually bundled up with a range of diversity issues. This could lead to their actual “dumbing down” of the gender content of their proposals in order to be selected.

Overall, GEWE-related actions funded under thematic instruments seem to be disconnected from the ones funded under the geographic instrument. Budget support (PEPD III, HC DP21) was extensively used in the EU cooperation with Bangladesh in the area of Education and TVET during the period under review, encompassing some elements of gender mainstreaming (see section 3.3.1.3). However, there is no evidence of linkages between the GEWE-targeted interventions funded under the thematic budget lines and these programmes. Similarly, there is no evidence of synergy between GEWE-targeted interventions and the large EU-funded programmes implemented by UN agencies (e.g., FAO, ILO) in areas such as TVET and food and nutrition security.

¹⁰⁵ EC (2020): Discriminatory Laws Undermining Women’s Rights. In-depth Analysis.

3.3.2.2 Choice of modalities and funding channels

GEWE-targeted EU support was mostly provided through a project approach targeting civil society and community levels (typically through EIDHR and CSO-LA) with relatively little support being given to official government structures. All targeted interventions in the evaluation period except one (Empowerment of women and girl migrant workers, implemented the Bangladeshi NGO Okup) were implemented by national chapters of international CSOs. Some organisations had repeatedly been selected for funding which appears to contravene funding guidelines.

3.3.2.3 Monitoring, evaluation and learning

There is no formal system in place to systematically monitor the effects of EU support to GEWE in Bangladesh, nor to register surveys and studies generated by EU supported GEWE interventions (see also 3.3.3.1). This means that there is no formal storage or archiving of the very many studies and surveys ongoing at programme and project level, and that such experience is not used as the foundation for future actions. Several of the gender-targeted projects underwent the process of ROM and/or external evaluations, e.g., the programme “Oikko (unity) - United for translating rights into action NOW” in 2017 and “SRAMIC - Sustainable and Responsible Actions for Making Industries Care” in 2019.

3.3.3 Coordination and EU added value (EQ4)

3.3.3.1 Coordination and complementarity

There appears to be little or no coordination amongst GFP at EUD and EU MS embassies other than fleetingly in the context of GAP reporting. While several EU MS (Denmark, Germany, the Netherlands and Sweden) contributed to the latest GAP II reporting exercise, however this reporting is regarded as cumbersome and largely irrelevant by some EU MS as they already report annually to their HQs. Furthermore, they do not follow the GAP II targets and indicators but those of their own strategy and action plan. There also appears to be some confusion between interlocutors as to the mechanism of the reporting process.

In order for the EUD and EU MS to speak with one voice and support complementary activities with respect to GEWE in the future, a coordination mechanism should be established. The EUD and EU MS GFP coordinate their work under the supervision of Development Counsellors. There have been also exchanges between Heads of Mission on the efforts of the European actors in the area of VAWG. Information differs as to how much coordination and synergies take place between the EU and EU MS though the latest reports (EAMR) suggest that it is improving. As the Joint Programming exercise is about to start, collaboration at country level could contribute to: i) a collaborative & comprehensive situation analysis using inter alia data generated by interventions supported by EUD/MS across all sectors and levels; ii) a practical gender training course based on this situation analysis to provide information on gender issues and different sectors and situations and how to address them; and iii) an archive of information generated by actions supported which could provide a data-base for updating the analysis & establishing M&E mechanisms.

The “Local Consultative Group - Women Advancement and Gender Equity” (LCG-WAGE), in which EUD and EU MS GFP participate, serves for information sharing, but is not regarded as a decision-making or planning body. This consultative group convenes every 2 to 3 months and is chaired by the MOWCA and co-chaired by UNICEF (also see 3.3.4.1)

3.3.3.2 Value added

Although the EU has for many years raised gender discrimination issues in political dialogue and supported the efforts of civil society organisations, it clearly does not have the same political or institutional influence over Bangladesh as it does over countries with closer political and institutional ties to Europe.¹⁰⁶ Most partners and stakeholders interviewed said that they did not look to the EU for technical advice or leadership in GEWE, and would in fact welcome more technical engagement. None of those interviewed were familiar with GAP II.

3.3.4 Partnerships (EQ5)

3.3.4.1 Support to nationally-led coordination mechanisms

LCG-WAGE, the nationally-led coordination mechanisms on GEWE, provides a forum for exchange on gender issues, while not being a decision-making or planning body. The EU is involved in LCG-WAGE, which is chaired by MOWCA with UNICEF as co-chair (see 3.3.3.1). LCG-WAGE provides a forum for exchange on gender issues, while not being a decision-making or planning

¹⁰⁶ EC (2020): Discriminatory Laws Undermining Women’s Rights. In-depth Analysis.

body other than for planning events such as International Women's Day. Meetings are held every two to three months and are widely seen as being primarily useful for UN agencies who unlike EUD do provide support to the government machinery.

The only EU MS currently supporting the national women's machinery is Denmark, which has been supporting the Multi-Sectoral Programme on Violence Against Women through the Department of Women's Affairs for twenty-two years. Other EU MS, such as Sweden had previously provided institutional support to the MOWCA, but have now discontinued due to weak capacities at the ministry.

3.3.4.2 CSO's involvement (incl. women's organisations)

The EU has been extensively involved in CSO-led initiatives in the area of GEWE. The involvement consisted primarily in funding European NGOs' actions in the country. Several of these initiatives aimed at developing the capacities of CSOs (and CSOs networks) active in the area of GEWE, e.g., the OIKKO programme, which was implemented by CARE Austria and three local partners from 2014 to 2016 and supported the implementation of fundamental labour rights in the RGM sector through strengthening and uniting civil society actors. As in the case of the OIKKO project, EU-support has been provided to the Bangladesh chapters of NGOs such as CARE, Action Aid and Terre des Hommes (Netherlands) who normally partner with local organisation such as NETZ and BNPS as Co-Applicants, and to universities and statistical organisations.

3.4 Main findings - Effects of the EU support

3.4.1 Effects on physical and psychological integrity (EQ7)

3.4.1.1 VAWG policy and legal frameworks

Notwithstanding the adoption of relevant legal and policy measures to prevent VAWG in Bangladesh, there is no evidence showing the EU external action has contributed to policy and legal advances in the country. Despite the adoption of several legal and policy measures to prevent VAWG, including the Suppression of Violence against Women and Children Act (2000), the Domestic Violence Act (2010) and a National Action Plan on Violence against Women (NAPVAW) 2013-2025, among others, gender-based violence, particularly the prevalence of rape, remains a central concern in Bangladesh. What is more, although domestic violence cases are increasingly being reported due to awareness raising, government resources remain very limited in this area. In the OECD's Social

The EU has made various contributions by strengthening the capacities of rights-holders and duty-bearers (see 3.4.1.2), although it cannot be assessed whether or not these interventions have impacted in the VAWG legal framework of the country.

3.4.1.2 Capacities of rights-holders and duty-bearers

Initiatives to strengthen rights-holders and duty-bearers' capacities to counter VAWG have mostly aimed at empowering girls and women at the community level through local organisations, and at training and building capacity among local CSOs, activists and (women) human rights defenders (W/HRD). Through the 2017 EIDHR-funded project "Programme for Supporting Human Rights Defenders Working for Women's and Girls' Rights in Bangladesh", for instance, the capacities of rural W/HRDs have been strengthened. This project has also made advances in establishing integrated protection systems for rural W/HRDs. Other EU-funded interventions, such as the 2017 "CSO Women's rights" programme implemented by NETZ, were targeted at working directly with CSOs, democracy activists and human rights defenders, including in partnership with public authorities, to train them, enhance democratic dialogue and promote the monitoring on the implementation of policies affecting women (see Box 3 and Box 4).

Finally, other programmes such as the 2015 "CCSEC - Sexual Exploitation" programme, have put their efforts in directly targeting girls and women as their beneficiaries including, for instance, by rescuing sexual exploitation survivors and raising awareness among them through targeted awareness-raising campaigns. A ROM mission from 2019 reports tangible contributions to the project's expected results. None of the above EU-funded interventions in this area aimed at national coverage; supported activities remained limited to very specific geographical areas, which differed from one intervention to the other.

While EU seems not to be actively engaged in the prevention of early marriages, EU and EU MS-funded projects support married girls. Terre des Hommes works with early married girls to support them to realise their potential and claim their rights especially with regard to SRH, education and TVET. A more recent project, IMAGE Plus, was funded by the Netherlands, focussing also on married children and protecting them against violence and abuse of their rights. While the legislation states that girls should not be married under 18, the practice and various government statements give the decision to parents which undermines the legislation. Around 60% of girls in Bangladesh are married before the

age of 18, which is likely to have cross-cutting consequences for opportunities for education and financial empowerment, domestic violence and more.

Box 3 *Results and achievements from the intervention “Strengthened Civil Society Protects and Promotes Women’s Rights”, implemented by NETZ (Bangladesh, EIDHR 2017)*

The action aimed to organise and capacitate 3,200 human rights defenders (HRDs) in 128 CSOs and 44 civil society (CS) alliances at local and regional level as well as 4,800 students in 32 high schools at 4 working districts to protect and promote women’s rights, to prevent violence based on gender and other identities and to foster a democratic non-violent culture in Bangladesh. The action aimed to systematically strengthen the linkages between individual and institutional capacities of HRDs, CSOs, CS alliances and local authorities (LA). A special focus was set to enhance the inclusion of women, particularly from vulnerable groups, in CSOs and their active role in policy advancement.

During the reporting period, 3,200 HRDs were organised in 128 CSOs and 44 CS alliances at local and regional level as well as 4,800 students in 32 student forums at 32 high schools in the working districts. A total of 2,493 CS actors among 3,200 participated in 138 trainings and 478 students from targeted 32 student forums participated in 32 trainings. Through these trainings, the participants’ knowledge and understanding of women’s rights, VAWG, right to information (RTI), democratic dialogue, good governance as well as tools to ensure transparency and accountability were increased. The training and orientation also enhanced the participants’ awareness and strengthened their leadership capacity. Now HRDs and student forums members have started raising their voice against gender and identity-based violence and are bringing a democratic culture in the society.

During the first project year, 4 RTI applications were submitted, 37 violence incidents on violence against women (VAW) were reported by community members to CSOs and were followed up by the CSOs. 513 social safety-net supports were received by the initiatives of CSOs and CS alliance members. A baseline study was conducted. As per baseline study report, 87.5% respondent said that 70% to 80% girls are married off at the age of 14-15 years in their locality. Among all 90% male and 88% female said that women are the victim of different types of violence both in domestic and public sphere and only 2% male recognised women’s rights as a human right. The action facilitated a joint activity of local CSOs, regional CS alliances and public authorities to prevent violence against women, religious minorities and ethnic people. It enabled to monitor human rights situation pre-, during and post-election days.

Moreover, 16 days of activism against gender-based violence were observed at local and national level and a roundtable discussion at national level on the eve of human rights day was organised. For having a broader impact, activities were duly planned and implemented. However, implementation of the activities faced challenges due to a delayed approval of the action by the NGO Affairs Bureau (NGOAB). Some of the activities including participants selection of the action could only start from March 2018 after joining of project staff. Several steps were followed to identify HRDs as well as to form CSOs, CS alliances and student forums which required more time than planned.

Source: Project documentation and interviews.

Box 4 *A best practice from the intervention “Strengthened Civil Society Protects and Promotes Women’s Rights”, implemented by NETZ (EIDHR 2017)*

In the 2018 Progress Report a Best Practice has been noted in connection with the Child Marriage Restraint Act (CMRA)(EIDHR/NETZ), emphasising the importance of youth initiative to stop child marriage:

A 13-year old female high school student was supposed to be married off by her parents in order to ensure her safety and security. The girl, who felt concerned and was familiar with the existence of student forum formed by this intervention, decided to share the information with the student forum members in her school. The students then sought support from the intervention’s staff, who shared the case with local CSOs and CS alliance members, who then approached the girl’s parents as well as the Union Parishad (UP) Chairman. However, since they could not convince the parents to stop the marriage despite the pending legal consequences, student forum members again took action and informed both UN and the national hotline preventing violence and child marriage, who also approached the UP Chairman. Eventually, the girl’s parents were convinced to stop the marriage.

Source: Interim Project Report.

3.4.1.3 Agents of change

Initiatives supported by the EU in the field of VAWG in Bangladesh show a greater focus in awareness-raising and capacity-building among right-holders, with no strong attention being paid to engaging men & boys for behavioural change. Activities supported through Action Aid

(SRAMIC) enhanced both female and male workers' knowledge of their rights and responsibilities in the workplace. This empowerment was then carried over into community and family relations. Other EU partners such as CARE have worked with other donors to target men with respect to changing social norms on early marriage etc.¹⁰⁷

Some EU-financed actions have put their efforts in training community leaders, teachers etc, and in strengthening local CSOs, activists and W/HRD. For example, the activities implemented by Bangladeshi Nari Progati Sangha (BNPS) as Co-Applicant with Netherlands NGO SIMAVI under the project "Our Lives, Our Health our Future: empowering adolescent girls and young women in Chittagong Hill Tracts to live with Dignity and Without Violence" provides training on gender equality and VAWG to a variety of groups at the community level. NETZ which is a Partnership for Development and Justice, an independent charitable organisation registered in Germany and Bangladesh, provides training on human rights in schools and teachers unions. A focus of their work is the proper implementation of the Child Marriage Restraint Act (2017). NETZ aims to develop a cadre of Human Rights Defenders trained to solve problems arising in relation to the Act at community and district level in a sensitive way working law enforcement agencies and officials from different sectors.

In what relates to awareness-raising among a broader audience, the EUD has participated in several campaigns through their social media and has interacted with a broad range of media in relation to specific projects. The launching ceremony of the EU funded project "Supporting Human Rights Defenders working for Women and Girls' rights in Bangladesh", for instance, achieved good media coverage and dissemination, with the attendance of media representatives and CSOs from rural areas.

3.4.1.4 Sustainability

A major issue with respect to sustainability is the absence of recording and archiving experience which should form a basis for future actions, rather than starting anew each time. Sustainability was barely discussed in the project documentation reviewed by the evaluation team. The EU is not seen as a source of technical knowledge or guidance on GEWE, with the GAP II framework not providing strategic direction as it is little known outside the EUD and little understood internally. Partners had implemented gender equality activities according to their own strategy and framework without reference to GAP II.

A clear long-term strategy is of particular relevance in the light of the short time-frame of EIDHR funding, which poses additional difficulties in terms of sustainability of interventions. According to recipient CSOs, the short time-frame of EIDHR funding made it difficult to sustain interventions directed to social norm change such as attitudes to early marriage, gender-based violence etc. In order to assure sustainability of interventions funded by time-limited budget lines like EIDHR, it is important to fund projects with trajectory, in which sustainability is more part of the ongoing process, rather than a factor being influenced on the existence of funding or not.

3.4.2 Effects on economic and social women's empowerment (EQ8)

3.4.2.1 Decent work

Through an active engagement in the areas of skills development and education in general, the EU has made notable contributions to enhance equal access to employment opportunities in Bangladesh; however, the terms of women's participation in the labour market remain highly discriminatory. The EU has been actively supporting the education sector in the country. Despite persisting gender disparities at various levels, Bangladesh has improved school enrolment with spectacular success in the past decades, with girls now more likely to go to school than boys. Gender equality in terms of higher education has also been improving, but given the high unemployment rate among young educated women, there is uncertainty about the sustainability of this positive trend.¹⁰⁸

The EU, in close partnership with ILO, has supported the development of a National Skills Development system in Bangladesh since 2007¹⁰⁹. A National Skills Development Policy (NSDP) and a National Strategy for Promotion of Gender Equality in TVET were adopted in 2012, and a variety of initiatives were implemented with EU support to strengthen key stakeholders in the sector. These developments have accompanied positive trends in women's participation in the labour market.¹¹⁰ It

¹⁰⁷ See Tipping Point Social Norms Innovations Series, <https://caretippingpoint.org/innovation/>

¹⁰⁸ Rahman, R.I., Islam, R. (2019): Employment, Labour Force Participation and Education: Towards Gender Equality in Bangladesh.

¹⁰⁹ The support was provided through the TVET-R intervention and, more recently, the Skills 21 programme.

¹¹⁰ Female labour force participation rate has increased from 29.2% in 2005 to 36% 2010.

should be noted that EU sector-specific interventions have also contributed to increasing the number of skilled women workers in a few areas such as the health sector.

However, women’s access to education and employment still face important challenges in Bangladesh and female labour force participation has stagnated in recent years. Recent worrying trends don’t seem to have led to specific responses in terms of EU support. Girls’ dropout rates in higher grades of secondary school is high. Female share of enrolments across the Tertiary Education Institutions stands at around 38% in Bangladesh, considerably lower than other South Asia Region countries such as India (46%) and Sri Lanka (60%).¹¹¹ Despite a reduction in female employment in agricultural activities in the earlier part of this decade (from 2006 to 2013), in recent years (since 2013) we observe a reversal of the trend, with a rise in women’s participation in low-productivity and low-paid agricultural activities as well as an increased exposure to risks associated to technological advancement and increased automation. In addition to inferior endowments, the labour market status of women in Bangladesh remains strongly influenced by discrimination prevailing in the market.¹¹² It appeared to the evaluation team that the recent worrying trends have not led to specific responses in terms of EU support. There is no evidence available on the extent to which the National Strategy for Promotion of Gender Equality in TVET has actually been implemented and on how the EU supported this area in recent years. It was also not possible to assess whether the EU has supported responses to the high levels of informality in women’s employment and specific gender norms and barriers such as women’s reproductive and care burden.

A few EU interventions have supported women’s empowerment in the specific sector of Ready-Made Garments; however, they appear more as a fragmented response to the important needs in this area. The Ready-Made Garments (RMG) sector is historically characterised by a high concentration of women’s employment in Bangladesh. A few interventions such as the “United for translating rights into action NOW” project (implemented by the NGO CARE) and “Sustainable and Responsible Actions for Making Industries Care” project (implemented by the NGO Action Aid) have aimed at empowering individual female workers and strengthening the capacity of CSOs and trade unions to hold duty bearers of the sector accountable to national labour policies and laws. Sweden and Denmark have also been “promoting social dialogue and harmonious industrial relations in the RMG sector” with a USD 5 million project with the same name implemented by ILO since 2015, explicitly aiming at resolving, among others, “disputes of gender concerns”. The EU projects appear highly relevant given the importance of the sector for women’s employment in Bangladesh (including its capacity to still play a role in enhancing female labour market participation in the future) and the abuse of women’s right regularly reported in the sector. However, according to the documents reviewed, while activities related to women’s empowerment have generated some positive effects (e.g., in terms of women’s awareness about their rights), the results in terms of developing CSOs’ and trade unions’ role

Box 5 *“Empowerment of women and girl migrant workers, communities and key institutions to protect and promote migrant workers’ rights and access to justice” (Bangladesh)*

The project ‘*Empowerment of women and girl migrant workers, communities and key institutions to protect and promote migrant workers’ rights and access to justice*’, implemented by the grassroots migrant organisation OKUP follows a three-fold approach which aims at:

- equipping women and communities with the skills to uphold their rights and seek justice, including through community-based Migrant Forums from returnee migrants and spouses of migrant workers;
- developing Counter Trafficking Committees at the local level and training local Government officials, lawyers and judges on the relevant migration and trafficking laws;
- advocating for improvements in the justice and migration systems at the national and international level.

Evidence on the effectiveness has to date only been available through documents on the first year’s activities of the programme. Yet, impact and effects are very difficult to pin down, given that no strong monitoring systems with indicators at outcome or impact level have been put in place. However, the programme has noted significant achievements to improve migration decisions of the target audience, and the fact that the implementing partner OKUP has a longstanding positive relationship with Bangladesh state authorities helps to ensure that the project response to the needs of Bangladesh both from the civil society and the state perspective.

Source: Project documentation.

¹¹¹ World Bank (2019): Tertiary Education Sector review.

¹¹² Raihan, S., Bidisha, H.S. (2018): Bangladesh Economic Dialogue on Inclusive Growth Policy Brief. Addressing female employment stagnation in Bangladesh.

in policy advocacy and accountability have been mixed. Moreover, there is no evidence of linkages between the initiatives supported by the EU nor evidence of an integration of these actions into a broader strategic framework to enhance the implementation of labour rights in the country. Given these features, these projects appear more as ad hoc responses to the tragic events which affected the RMG sector in 2012-2013¹¹³. According to the GAP II reporting, more advocacy and dialogues are needed for enhanced implementation of the rules and regulations and normative standards.

EU support to female migrant workers' rights has been limited to domestic migration until recently. The EU-funded project "Jukta Hoe Mukta (United We Stand)" implemented between 2016 and 2019 targeted girls and young women migrating from poor rural areas in the South Western districts of the country to work in the garment industry in Dhaka. The project covered a variety of activities ranging from the provision of information on opportunities and risks of migration to vocational training and the provision of day care services. As of 2018, the EU funds a grassroots migrant organisation, OKUP, to implement a three-year project entitled "Empowerment of women and girl migrant workers, communities and key institutions to protect and promote migrant workers' rights and access to justice" (see Box 5).

3.4.2.2 Access to economic resources

Women entrepreneurship has been indirectly promoted by the EU through its engagement in the area of skills development. In Bangladesh, ownership of property and land is limited by unequal inheritance rights. Women continue to have more limited access than men to economic resources including land, housing, and technology. Women's entrepreneurship is still insufficiently developed despite several measures taken by the government in the last decade.¹¹⁴ The EU has not been directly engaged in areas such as improving women's access to land and property. However, it has promoted women's entrepreneurship through its active support to skills development. In addition to large programmes supporting national systems in the area of vocation training and tertiary education, it has funded a few initiatives at the local level such as the Swiss contact-implemented project '*Building Skills for Unemployed and Underemployed Labour*', which contributed to strengthening the action of training service providers and developing local small, micro and cottage enterprises in selected disadvantaged districts across Bangladesh.

3.4.2.3 Enabling technology

This was not an explicit area of focus of EU support although activities in the context of broader interventions¹¹⁵ have aimed at increasing women's use of enabling technology.

3.4.2.4 Sustainability

The sustainability of the effects in this area was not able to be properly assessed based on available documentation or the field visit. As noted under 3.4.1.4, this can be related to the lack of a system of monitoring GEWE activities and actively storing and using reports and materials generated. Most partners and stakeholders produce surveys and reports of various quality, but they are not utilised or shared effectively.

3.5 Main findings - Institutional culture shift at EUD/embassy level

3.5.1 Leadership and accountability (EQ2)

3.5.1.1 Leadership

There is no evidence of an increase in leadership on GEWE during the period under review and there has been no gender champion within the EUD under GAP II. Some implementing partners expressed appreciation for the occasional advocacy and visibility role of the HoD and HoC, mentioning GEWE issues in several political speeches. Several partners and stakeholders commented that they did not look to EU for technical advice and guidance in area of GEWE and were unaware of GAP II.

The role of the GFP needs to be strengthened, and internal knowledge management could be improved. The former position of the GFP was not filled after her departure. Instead, a local agent who is Programme Manager for Governance & Human Rights, managing EU support to CSOs in the area of human rights and SGBV, is now assuming the role of GFP. The previous GFP was charged with mainstreaming cross-cutting issues across the whole EU portfolio, covering all three EUD sector teams (governance, education and food and nutrition security). The current GFP has yet to carve out her role beyond some coordination of GAP II reporting, as her functions have not been reflected in her Job

¹¹³ E.g., Tazreen Fashion fire in November 2012 and the Rana Plaza building collapse in April 2013.

¹¹⁴ Asian Development Bank (2017): Bangladesh Gender Equality Diagnostic of Selected Sectors.

¹¹⁵ The CSO&LA-funded project "Jukta Hoe Mukta (United We Stand)".

Description and she received no handover information from her predecessor. Several partners commented that it was unreasonable to charge one individual with this responsibility, especially since all officers needed to understand and implement GEWE in their area of responsibility.

3.5.1.2 Technical expertise

There is no evidence of an increase in gender expertise within the EUD. As mentioned in section 3.5.1.1, the role of the GFP is rather ill-defined currently. In addition, a new deputy HoC took office last year. A gender training (involving EUD) was conducted before the launch of GAP II, in connection with the compiling of the Gender Profile 2014, without any indication that this has or will be repeated. In 2018 a “rights-based training” was held in the EUD which also covered gender issues but not in depth. The available online training-course is not much used.

The analysis further showed that GAP II was not widely known in the EUD and did not provide strategic direction for programming internally. Although GAP II reporting indicates that funds were allocated to mobilise additional external gender expertise, there is no evidence as to whether such expertise was mobilised in recent years and how. The GAP objectives (see Box 1) were selected by EUD in function of ongoing programmes and activities rather than as a result of strategic direction from GAP II. i.e. a reversal of the intended process. There is an intention to correct this procedure and to select fewer objectives in the future.

3.6 Annex

3.6.1 List of persons consulted

Organisation	Position
ActionAid Bangladesh	Country Director
ActionAid Bangladesh	Head - Resource Mobilisation
ActionAid Bangladesh	Manager - Right to Just and Democratic Governance
Bangladesh Nari Progati Sangha (BNPS)	Executive Director
CARE Bangladesh	Director - Women and Girls' Empowerment Program
Department of Women Affairs	Project Director
Divisional DNA Screening Lab Project Implementation Unit Women Development	Scientific Officer
Embassy of France	Attache - Political and Cultural Affairs
Embassy of Sweden	Programme Officer - Human Rights, Democracy and Gender Equality
Embassy of the Kingdom of the Netherlands	Senior Policy Adviser - SRHR and Gender
EUD Bangladesh	Attache Programme Manager - Food
EUD Bangladesh	Attache Project Manager - Governance
EUD Bangladesh	First Secretary - Education & Human Development
EUD Bangladesh	Former Head of Governance & Human Rights Team
EUD Bangladesh	Programme Manager - Governance & Human Rights
NETZ Partnership for Development and Justice	Programme Manager - Human Rights and Advocacy
Terre Des Hommes (Netherlands)	Programme Specialist - Research and Knowledge Management
Terre Des Hommes (Netherlands)	Project Director - IMAGE Plus
Terre Des Hommes (Netherlands)	Terre Des Hommes (Netherlands)
United Nations Population Fund (UNFPA)	National Programme Officer - Population Planning & Research
United Nations Population Fund (UNFPA)	Programme Specialist & Chief- Gender

3.6.2 List of documents

3.6.2.1 EU Strategy Programming

- European Commission (2007): Bangladesh: Country Strategy Paper (2007-2013)
- European Commission (2007): Multi-annual Indicative Programme 2007-2010 for Bangladesh
- European Commission (2014): Multi-annual Indicative Programme 2014-2020 for Bangladesh

3.6.2.2 EU Reporting

- EU Delegation to Bangladesh (2011): External Assistance Management Report (EAMR)
- EU Delegation to Bangladesh (2012): External Assistance Management Report (EAMR)

- EU Delegation to Bangladesh (2013): External Assistance Management Report (EAMR)
- EU Delegation to Bangladesh (2014): External Assistance Management Report (EAMR)
- EU Delegation to Bangladesh (2015): External Assistance Management Report (EAMR)
- EU Delegation to Bangladesh (2016): External Assistance Management Report (EAMR)
- EU Delegation to Bangladesh (2017): External Assistance Management Report (EAMR)
- EU Delegation to Bangladesh (2018): External Assistance Management Report (EAMR)
- European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries - Bangladesh
- European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries - Bangladesh
- European Commission (2020): Discriminatory Laws Undermining Women's Rights. In-depth Analysis

3.6.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions listed in Table 4.

3.6.2.4 Gender specific studies

- ActionAid (2019): End of Line Evaluation of Sustainable and Responsible Actions for Making Industries Care (SRAMIC) Project
- Asian Development Bank (2010): Country Gender Assessment Bangladesh
- Asian Development Bank (2016): Support for Gender and Development (2005-2015)
- Asian Development Bank (2017): Bangladesh Gender Equality Diagnostic of Selected Sectors
- Bangladesh Bureau of Statistics (2018): Gender Statistics of Bangladesh 2018
- Bangladesh Bureau of Statistics (2019): Women and Men in Bangladesh Facts and Figures
- CARE (n/d): Understanding Challenges of Female Workers in Ready Made Garments Sector
- CERD & FES (2019): Employment, Labour Force Participation and Education: Towards Gender Equality in Bangladesh
- EU (2014): Gender Country Profile Final Report
- KFW (2006): Bangladesh Gender Profile
- OECD (2019): Gender, Institutions and Development Database
- OECD (2019): Social Institutions & Gender Index Bangladesh
- Raihan, S., Bidisha, H.S. (2018): Bangladesh Economic Dialogue on Inclusive Growth Policy Brief. Addressing female employment stagnation in Bangladesh
- Rahman, R.I., Islam, R. (2019): Employment, Labour Force Participation and Education: Towards Gender Equality in Bangladesh. Centre for Development and Employment Research & Friedrich-Ebert-Stiftung (FES) Bangladesh Office
- Suchana (2016): Ending the Cycle of Undernutrition in Bangladesh - Gender Strategy. Helen Keller International Bangladesh
- Yasmin, Taslima (2020): Gender-Based Violence at the Workplace is Real. ActionAid

3.6.2.5 Other

- European Union (2016): EU Joint Strategic Evaluation Bangladesh
- ILO (2019): Bangladesh Labour Force Survey 2017
- UN Women (2016): Interactive Annual Report 2015, The Power of Partnership
- World Bank (2019): Bangladesh Overview
- World Bank (2019): Tertiary Education Sector review

3.6.3 Examples of EU MS GEWE-targeted and GEWE-sensitive actions

Table 5 EU MS GEWE-targeted and GEWE-sensitive actions - Bangladesh

<i>Intervention title (short title)</i>	<i>ID No.</i>	<i>Start year</i>
Denmark		
Multi sectoral programme on violence against Women (Support to Ministry of Women and Children Affairs)	N/A	2016
Strengthening Activism towards Human Rights Culture in Bangladesh (Support to Ain O Salish Kendra)	N/A	2017
Opening Pathways to Justice for the Poor (Support to Bangladesh Legal Aid and Services Trust)	N/A	2017
Bangladesh Global Deal project through ILO "Promoting Social Dialogue and Harmonious Industrial relations in Bangladesh Readymade garment Industry	N/A	2016
Sweden		
Strengthening Activism towards Human Rights Culture in Bangladesh (support to Ain o Salish Kendra)	51060033	2017
Bangladesh Global Deal Project through ILO: "Promoting Social Dialogue and Harmonious Industrial Relations in Bangladesh Readymade Garment Industry"	52170019	2015
Support for Civil Society Organisation through Manusher Jonno Foundation: "Strengthen civil institutions to address combating gender-based violence and build community resilience to adopt climate change"	52170021	2016
Health Sector Programme Bangladesh 2017-2022	52170010	2016
Reproductive Health Services Training and Education Program 2017-2021	52170024	2017
Plan International Bangladesh: Elimination of child marriage in Kurigram.	51060061	2017
Building Capacity to Prevent Violence Against Women (Support to UN Women)	52170008	2014
Deepening the Initiatives for Promoting and Protecting Women's Human Rights in Bangladesh	52170035	2018

Source: Available EU MS GAP II Databases

4 Country case study: Brazil

4.1 Introduction

4.1.1 Context

With a Gross Domestic Product of USD 3.147 trillion, and a population of 208 million, Brazil is the seventh largest economy in the world.¹¹⁶

Before the demise of President Dilma Roussef in 2016, Brazil had made strides in terms of strengthening its institutional and policy framework related to gender equality and women's human rights, either by creating gender-responsive national machineries or by reinforcing institutions responsible for protecting the human rights of all women and men: a) the Secretariat for human rights; b) the National Secretariat of Women's Policies (*Secretaria de Políticas para as Mulheres*), and c) the Special Secretary for the promotion of Racial Equality (*Secretaria Nacional de Políticas de Promoção da Igualdade Racial - SNPIR*). The SEPPIR was created in 2003. Its main goal was to adopt and integrate measures for the enforcement of the rights of the black population and the indigenous population.

The National Secretariat of Women's Policies had Ministerial status and the Minister's role (a woman) was to ensure implementation of the National Plan for gender policy (2013-2015).¹¹⁷ This National Plan was adopted to promote equal access to work and civil rights, education, health and combatting violence against women, in conformity with the 2003 National Law Belem do Pará. The Belem do Pará Law is also in line with 'the Belém do Pará Convention'. This Convention is a regional instrument to combat violence against women within the inter-American human rights system. Brazil's Belém do Pará Legislation is in line with international agreements, including the CEDAW Convention and the Beijing Platform for Action.

Following the demise of Dilma Roussef, three National Secretariats responsible for human rights and equality policymaking in Brazil (namely the Secretariat of Women, of Racial Equality and of Human Rights) were dissolved. Issues that were formerly dealt with by these national gender/human rights agencies became the responsibility of the Ministry of Justice and Citizenship. After the demise of Dilma Rousseff 'gender and sexual education for children' were also removed from official documents. This important backlash was compounded by increased resistance and rejection and sexual gender equality policies.¹¹⁸

In 2019, a **new National Gender Machinery was created: the Ministry of Women, Family and Human Rights** ('Ministério da Mulher, da Família e dos Direitos Humanos - MMFDH').¹¹⁹ This national machinery merged four gender and HHRR-relevant public institutions a) the Secretariat for human rights; b) the Secretariat for Women's Policies; c) the Secretariat for racial equality policies; and d) the National Secretariat for Youth ('Secretaria Nacional da Juventude - SNP').

Presently, the main goal of the new MMFDH is to promote policies for inclusion of so-called minority groups – women, blacks, indigenous and persons with disabilities, children and youth. A striking fact about the creation of a Ministry of Women, Family and Human Rights is that it appears to have granted less policy and political relevance to the specific status and conditions of women and men who are not part of privileged social groups (read black, indigenous and LGBTI groups). This merging of key state agencies into one single Ministry has distinguished the post-Bolsonaro period and has been perceived as a drawback in terms of existence of necessary human rights agencies and gender equality machineries, including those in charge of protection of the rights of LGBTI, indigenous and black women and men.¹²⁰ This backlash also appears to be corroborated by the lack of any data at the Brazilian's website of foreign policy related to human rights.¹²¹

4.1.2 Overview of the EU cooperation

Due to its middle-income status, Brazil has been considered a **graduated country from EU bilateral cooperation (but still a DAC country)**. Very few other donors are present in Brazil. Responding to the Brazilian foreign policy position to appear as a donor and not as a recipient country in the international arena, there are no formal donor coordination mechanisms in Brasilia. At Government level, the Brazilian Cooperation Agency – a service of the Ministry of Foreign Affairs – is responsible for coordinating

¹¹⁶ OECD 2017, "Active with Brazil" Brochure; <http://www.oecd.org/latin-america/Active-with-Brazil.pdf>

¹¹⁷ Plano Nacional de Políticas para as Mulheres (2013-2015). See https://assets-compromissoeatitude-jpg.sfo2.digitaloceanspaces.com/2012/08/SPM_PNPM_2013.pdf

¹¹⁸ From intervention 2016 c-375051.

¹¹⁹ <https://www.mdh.gov.br/informacao-ao-cidadao/institucional>

¹²⁰ See, for example, evidence in action document of intervention CRIS ref. 375051.

¹²¹ <http://www.itamaraty.gov.br/pt-BR/direitos-humanos-e-temas-sociais>

technical cooperation activities and the Ministries of Finance and of Planning and Budget for financial cooperation.¹²²

The European Union and Brazil established diplomatic relations in 1960 building on close historical, cultural, economic and political ties. The Strategic Partnership, established in 2007 is the basis for current relations and in fact became a framework for EU–Brazil relations, which placed strong emphasis on cooperation on global issues through effective multilateralism.¹²³

As stated in the **Country Strategy Paper 2007-2013**, a priority of EU-Brazil cooperation has been to stimulate exchanges, contacts and transfer of know-how. A key objective of these exchanges has been “to provide valuable input for improving social inclusion and achieving greater equality” in the country.¹²⁴

Brazil “graduated” from the EU-DCI financing instruments, which means that the country is not eligible for bilateral cooperation under the EU financial exercise 2014-2020.¹²⁵ For this reason, the main development cooperation instruments used with the country for the mentioned period are those included in the Thematic Budget Lines¹²⁶ and in the Regional Programmes. In the case of Brazil this means:

Brazil and the EU attribute great importance to strengthening the relations between both regions and are engaged in concluding the negotiating process of an ambitious, balanced and comprehensive bi-regional Association Agreement. This Agreement will allow further deepening of the economic relations as well as the trade and investment flows between both regions – an issue of major importance for both sides and of relevance to the strengthening of the regional integration processes. To this intent, Brazil and the EU agree to:

- Continue to work towards the conclusion of a balanced and comprehensive EU Mercosur agreement;
- Support the political dialogue as well as other initiatives to strengthen development and economic cooperation between the two regions. Brazil and the EU agree that it is important to strengthen and improve the business environment and help overcome unnecessary obstacles to trade;
- Exchange views and explore ways of cooperation in customs matters;
- Explore together how to maximise co-operation and exchange of experiences in regional integration questions;
- Foster collaboration between the Parliament of Mercosur and the European Parliament.¹²⁷

Despite the fact that Mercosur Trade agreements have not been too gender-sensitive, the EU has attempted to mainstream gender issues through more recent programmes with regional scope. One case in point is the WIN-WIN Project aiming at empowering women entrepreneurs and promote responsible business conduct.¹²⁸ In addition to this, two **Joint Action Plans (2008-2011; 2011-2014)** and the 2016-2020 Country Gender Profile (GAP II Brazil) confirm the strategic importance of gender equality and women’s empowerment in EU-Brazil relations.

In particular, the **2016-2020 Gender Country Profile** outlines the following key priorities for EU-Brazil relations:

- Ensuring Girls' and Women's Physical and Psychological Integrity
- Promoting Economic and Social Rights and Empowerment of Girls and Women
- Strengthening Girls' and Women's Voice and Participation
- Institutional culture shift

These priorities are in line with EU’s Action Plan on GEWE (GAP II) and are also relevant to the country’s contextual challenges related to achieving greater equality, stronger enforcement of GBV legislation, in particular the one protecting most marginalised groups of women and men, girls and boys.¹²⁹

¹²² Brazil 2017 GAP II Report - Section on ‘Institutional cultural shift’.

¹²³ EU-Brazil Summit Joint Statement, Lisbon, 4 July 2007. http://www.consilium.europa.eu/ueDocs/cms_Data/docs/pressData/en/er/95167.pdf

¹²⁴ European Commission, 14.05.2007 (E/2007/889), Brazil Country Strategy Paper 2007-2013.

¹²⁵ EAMR 2018.

¹²⁶ In particular, under the DCI CSO&LA thematic programme: six grant contracts amounting to a total of EUR 7.5 million and from a call for proposals launched in 2017 were signed in 2018; one grant contract was signed in 2018 for a EU contribution of EUR 245,720, resulting from a direct award (Guarani-Kaiowá case).

¹²⁷ Cf. Joint Action Plan 2008-2011; <https://www.mercosur.int/todos-los-datos-sobre-el-historico-acuerdo-mercosur-ue/>

¹²⁸ See WIN WIN- Equality Means Good Business. Implemented by the International Labour Organisation (ILO) and UN Women, funded by the EU, https://www.ilo.org/actemp/news/WCMS_645577/lang--en/index.htm

¹²⁹ GAP II priorities are listed on pp. 26-28. The GAP II-Gender Country Profile focuses on two target groups: women and the LGBTI community. The rationale behind this strategic choice is their vulnerability status. These are

It is worth noting that EU's development cooperation with Brazil is also informed by a strong concern with **promoting human rights and supporting efforts by public authorities and CSOs** to combat intersectional gender-based violence (namely against poor, indigenous, black women/girls and LGBTBI persons).¹³⁰ In recent years, GEWE efforts include promoting women's economic empowerment through access to labour markets and stronger participation in **trade activities at regional level**.¹³¹

Progress can also be noted at the level of EU's strategic engagement with the issue of inequalities, which has been broadened to include strengthening the rights of **black and indigenous women and LGBTBI persons, women human rights defenders, as well as persons with disabilities**.¹³² Importantly, EU's locating the human rights of different groups of women in high-level policy debates between EU and Brazil is coherent with recommendations made by the EU Council on providing specific attention to "women and girls who face multiple and intersecting forms of discrimination"¹³³ The EUD's engagement with intersectional inequalities affecting women and girls, and in particular marginalised groups (such as black, migrant, indigenous, LGBTBI) was confirmed by a majority of the CSOs interviewed during the field mission.¹³⁴ They also confirmed the EUD's systematic concern with promoting a human rights-based approach to the issue of gender inequalities.¹³⁵

Table 6 below summarises the main EU-funded interventions in the area of GEWE during the evaluation period. The overview covers country and regional level interventions.¹³⁶

Table 6 *GEWE-targeted contracts in Brazil*

<i>Intervention title (short title¹³⁷)</i>	<i>Contract year</i>	<i>Cris ref.</i>	<i>Contracting party</i>	<i>Planned amount</i>
CSO-LA				
2013 CfP	2013	d-24630		
Mulheres Negras e Populares Traçando Caminhos, Construindo Direitos	2014	c-337437	Coordenadoria ecumenica de servico	EUR 998,000
Núcleo de Enfrentamento à Violência Doméstica	2014	c-338144	Município de parnaíba	EUR 350,000
2º contrato: A Força da Mulher - Fortalecendo Política e Economicamente as Mulheres	2014	c-339947	Centro de Estudos Articulação e Referência Sobre Assentamentos Humanos Associação	EUR 203,941
2º Contrato: Geração de Trabalho e Renda para mulheres e jovens: Uma Abordagem Urbano-Rural no Nordeste Brasileiro	2014	c-338611	Tearfund Lbg	EUR 240,509
Mulheres Doulas: Articulando vidas para redução da morbidade e mortalidade materna	2014	c-337682	Centro Nordestino de Medicina Popular	EUR 492,611

minorities that constantly face gender-related prejudice and are particularly exposed to violence and marginalisation (p.3).

¹³⁰ As evidenced in one Action titled "Supporting Human Rights dialogues and their follow-up", CRIS number: EIDHR/2016/038-673 for EUR 1 million and EIDHR/2017/038-677 for EUR 1 million financed under the European Instrument for Democracy and Human Rights.

¹³¹ See for example the WIN-WIN Project, which is funded by the EU and implemented by UN Women and ILO. Op cited.

¹³² As shown by the outcomes of the 8th High Level Dialogue on Human Rights between the European Union and Brazil 9th October 2019 in Brussels). https://eeas.europa.eu/headquarters/headquarters-homepage/68664/eu-and-brazil-held-their-8th-high-level-dialogue-human-rights_en

¹³³ Cf. Council conclusions on the implementation of the EU Gender Action Plan II in 2017; see also conclusions of the "2018 GAP II report on equality between women and men in the EU".

¹³⁴ Source: interviews.

¹³⁵ Source: interviews.

¹³⁶ MS Belgium, Netherlands, Austria.

¹³⁷ A short title is used in the case study to refer to this intervention.

<i>Intervention title (short title¹³⁷)</i>	<i>Contract year</i>	<i>Cris ref.</i>	<i>Contracting party</i>	<i>Planned amount</i>
2015 CfP	2015	d-38045		
Mulheres redesenhando a vida: Organizações da Sociedade Civil fortalecidas para promover a superação da pobreza por meio do acesso a políticas públicas e tecnologias sociais no semiárido brasileiro.	2016	c-379685	Centro feminista 8 de marco associacao	EUR 986,706
Plataforma educação marco zero - A questão do gênero e da Educação Emancipatória para uma nova política pública da Educação no Ceará.	2016	c-379687	We world organizzazione non lucrativa di utilita' sociale	EUR 998,000
EIDHR				
2013 CBSS (Country Based Support Schemes)	2013	d-24556		
Apoio à relatoria e publicação dos resultados do II Seminário Internacional de Empoderamento de Meninas (Brazil CBSS Support)	2014	c-353312	Almeida vilela	EUR 2,499
Juventude comunica os direitos da criança, do adolescente e da mulher	2014	c-326798	Centro est do trab e de assessoriaao trabalhador	EUR 149,999
Campanha "O valente não é violento - Consultoria para desenvolver um currículo sobre Gênero para formação de professoras/es de Ensino Médio, acompanhado de planos de aula"	2014	c-350210	Ferreira do Nascimento	EUR 8,700
Fornecimento de 40 computadores para apoiar as Delegacias das Mulheres na Paraíba (Brazil CBSS Support)	2014	c-347084	W Help Informatica Ltda	EUR 48,120
Não desvie o olhar: todos juntos contra a prostituição de crianças e adolescentes	2014	c-326988	End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes	EUR 141,332
2013 other CfP	2013			
Combater a discriminação e aliviando a situação de pobreza das pessoas LGBTI no Brasil	2014	c-348101	Micro rainbow international cic	EUR 518,909
Direitos das Mulheres atingidas por barragens	2014	c-326857	Christian aid	EUR 150,000
2015 CBSS (Country Based Support Schemes)	2015	d-38058		
Aliança Nacional de Adolescentes por Direitos Sexuais LGBTI	2016	c-375051	Associacao barraca da amizade	EUR 400,635
DCI-GPGC				
Fortalecimento das cadeias de valor da sociobiodiversidade nos territórios da diversidade	2016	c- 380059	ISA Instituto Socio Ambiental	EUR 7 million

Source: Author's inventory of GEWE-targeted interventions based on CRIS data.

Several GEWE-targeted regional programmes are being implemented in Latin America (see Table 7 below). A major one, the Win-Win programme, implemented by UN Women Brazil, aims at contributing to "women's economic empowerment and leadership for sustainable, inclusive and equitable growth while building networks and linkages for triangular cooperation among Latin America and the Caribbean

and the EU".¹³⁸ Brazil, as well as other hub countries, is also engaged in programmes such as Eurosocial+.

Table 7 GEWE-targeted and GEWE-sensitive regional programmes in Brazil

<i>Intervention title (short title¹³⁹)</i>	<i>Contract year</i>	<i>Cris ref.</i>	<i>Contracting party</i>	<i>Planned amount</i>
Partnership Instrument				
Win-Win: Gender Equality Means Good Business	2017	c-394283	UN Women and ILO	EUR 9 million
CSO-LA				
Red Latinoamericana por la defensa de los derechos de los niños, niñas y adolescentes (REDLAMYC)	2016	c-375617	Derechos infancia mexico ac	EUR 3.6 million
Fortalecimento da Rede: Articulação de Mulheres Brasileiras – AMB	2018	c-399176	Sos corpo - instituto feminista para a democracia associacao	EUR 1.3 million
GPGC				
¿IGUALES?: Support in the preparation, implementation and monitoring of the Gender Action Plan II in Argentina, Brazil, Chile, Uruguay and Venezuela	2016	c-380704	lbf international consulting	EUR 145,320
Reproductive Health Rights for Indigenous and Marginalised Women in Central America	2014	c-335915	Health limited	EUR 2.2 million
Spotlight Initiative - Latin America	2018	c-403204	United nations development programme	EUR 45.8 million
DCI Regional				
EUROsociAL +	2016	c-37821		EUR 32 million

Source: Author's inventory of GEWE regional interventions based on CRIS data.

The instrument IfS funded some interventions focussing on GEWE just before the period under review. They are summarised in Table 10 below.

4.1.3 Focus of the case study

Although the case study covers the whole EU support to GEWE, the analysis of outcomes puts a specific focus on the areas of: i) VAWG, and ii) women's socio-economic empowerment. Along the analysis, a stronger focus will be put on interventions that contribute in illustrating advancements in these areas.

¹³⁸<https://caribbean.unwomen.org/en/news-and-events/stories/2018/9/win-win-gender-equality-means-good-business-launched-in-jamaica>; <https://www.ethos.org.br/cedoc/onu-lanca-iniciativa-para-igualdade-de-genero-nas-empresas-da-america-latina/#.XabU05VPqLg>

¹³⁹ A short title is used in the case study to refer to this intervention.

4.2 Main findings - Summary: Brazil

1. Senior gender championship becomes more visible following the adoption of the Gender Action Plan in 2016. However, it has been ad hoc, as there is no formal senior gender championship system in place.
2. GEWE technical expertise shows levels of informality, with modest efforts to develop knowledge and ownership of the topic among staff other than GFPs. Further efforts are needed to enhance GEWE capacities of staff, especially to mainstream gender/intersectionality issues in challenging areas.
3. Reliable gender-sensitive data is available and has increased after adoption of the Country Gender Profile. However, it would need to be updated and embedded in a EUD joint analysis. There is an incremental use of sex-disaggregated and gender-sensitive indicators, and evidence of the EUD's efforts to include gender equality issues in external assessments of existing Programmes. However, the EUD has been less effective in embedding this data in subsequent programme design and M&E systems. There is also lack of fine-tuning between reporting systems and methods.
4. There has been sustained attention to promote GEWE as part of a human rights agenda in development cooperation and high-level political/policy dialogues. GEWE mainstreaming in various forms of dialogues emerges as a significant support modality. There is nevertheless no evidence of improved programming/design as a result of increased gender mainstreaming in policy dialogue.
5. Even though there is no clear division of labour at the national level, the EUD has been promoting synergies at national, regional and global level and with a wide range of stakeholders. GEWE coordination has not been based on formal mechanisms but rather ad hoc and through concrete GEWE actions.
6. The EU's added value is most evident in its GEWE coordination role and funding capacity, as well as in its role as a centralising actor of European efforts to promote rights-based gender equality and women's empowerment in the country. However, efforts to coordinate activities related to GEWE between European actors is still of an unstructured nature.
7. There has been strong engagement with national gender mechanism and gender relevant institutions. As there is no bilateral cooperation with Brazil since 2013, engagement has been in the framework of political and policy dialogues with several governmental agencies responsible for enforcement of gender equality and women's rights than through support to one nationally led coordination mechanism.
8. The EU's use of a mix of financing instruments is coherent with the country's evolution towards becoming a strategic partner. A review of the mix of instruments and the rationale for their use illustrates a strategic approach to resource allocation which is also coherent with alignment to GAP II thematic priorities identified for the country and with the EU's Gender Action Plan GAP II.
9. Despite the complexity of the Brazilian context, the EU has effectively contributed to the strengthening of normative and policy frameworks on VAWG. There is evidence of increased awareness of GBV linked to the adoption of GAP II priorities. There is also evidence that EU's support has contributed to enhancing the capacities of women as rights holders and government officials as duty bearers, in addition to building bridges for exchange of experiences on VAWG between Brazilian-EU policymakers.
10. The EU has contributed to the economic empowerment of women and men from a wide range of social groups (including indigenous, black women, youth, rural/urban and LTBTGI persons). Empowerment has been intersectional and has included both the economic and political dimension. This approach is consistent with the EUD's stated commitments in the 2016 gender Country Profile.
11. Efforts have also been deployed to empower women as economic agents (ex. through the "flagship" programme Win-Win) while support to improvements in decent work at the macro level (policies and legal frameworks) appears to be modest and patchy. As regards the reduction of gender gaps in labour force participation, there is little evidence of the direct effects of EU support on this issue.

4.3 Main findings - Design and implementation approach

4.3.1 Gender mainstreaming (EQ3)

4.3.1.1 Gender analysis

Reliable gender-sensitive data (quantitative and qualitative) is available and has increased after adoption of the Country Gender Profile. However, gender data would need to be updated and embedded in a EUD joint analysis.

Gender-data cited in the *Gender Action Plan for 2016* furnishes gender data produced by Brazilian research centres, public statistical agencies and CSOs. In a similar way, the chosen thematic focus demonstrates the alignment of the EUD's efforts at country level with thematic priorities in EU Gender Action Plan (GAP II). Data on LGBTI groups and gender data on key areas/sectors of intervention is also included. Robust gender data is also provided in the Description of the EU-funded Win-Win Programme.¹⁴⁰ More recently, gender data has been produced in the framework of the EU-Funded project "*Gender Equality Perspectives in the Justice System-Public Prosecution Service*."¹⁴¹ Gender data (quantitative and qualitative) was also found in more recent documents related to the EU-funded CSO Roadmap.¹⁴²

The relevance of the EU-Brazil gender action plan to the key issues affecting achievement of gender equality and women's empowerment in the country was confirmed by EUD interlocutors during the field mission. There is awareness at EUD level of the need to produce updated gender analysis to facilitate better GEWE mainstreaming in programming, especially in the light of the dramatic transformations which occurred in the country after 2016 (following the demise of President Dilma Rousseff). During interviews it was highlighted that there is a need to review and update thematic priorities, to include those which may also be of relevance in the current context. It has also been stressed there is a need to produce a new Country Gender Analysis with updated gender data finetuned to GAP III priorities and more in line with gender targets in SDG.¹⁴³

There appears to be an incremental use of sex-disaggregated and gender-sensitive indicators, and consistency with EU's commitments to the systematic inclusion of sex-disaggregated data.

Evidence from desk review indicates that the use of gender-sensitive indicators has grown especially as compared to the pre-2013 period when gender relevant data and indicators were more rarely requested by EUD staff and/or less often used by beneficiaries in their own M&E systems and in subsequent reporting on results achieved. In line with GAP II, the EUD has included GEWE reporting requirements, including the systematic inclusion of sex-disaggregated data and gender-responsive results in projects' reports. Beneficiaries' reporting needs to include at least sex-disaggregated indicators or provide explanations when these indicators were missing.¹⁴⁴

There is also evidence of the EUD's efforts to include gender equality issues in external assessments of existing Programmes. For example, the 2019 external assessment of the "Roadmap of EU Engagement with Civil Society" for the period 2014-2017 lists relevant gender-responsive and intersectional results to which EU funding contributed during that period. In a similar way, a 2019 external evaluation of the CSO Roadmap 2018-2020 includes an assessment of progress in implementation of GAP II priorities related to VAWG and women's rights.¹⁴⁵ In addition to this, a 2020 external assessment of EU's CSO Roadmaps across the world highlights efforts by the EUD to include GEWE issues in the monitoring and results-based framework of the CSO Roadmap for the country.¹⁴⁶

¹⁴⁰ Op cited.

¹⁴¹ The project was implemented by a public justice authority (Presidency of the National Council of Prosecution Services, *MP/CNMP*, in Portuguese). http://www.sectordialogues.org/documentos/noticias/adjuntos/4d354f_DHUM0127_FinalReport_ENG.pdf

¹⁴² Cf. "EU Roadmap with EU Engagement with Civil Society in Brazil," Programming Template- January 2017 (for the period 2018-2020) and Programming Template- November 2019 (for the period 2020-2025).

¹⁴³ It was highlighted that EUD will wait for GAP III to be published before engaging in a new Country Gender Analysis.

¹⁴⁴ Several of the project reports reviewed provide sex-disaggregated indicators, either in final reports or in log frames. Additionally, supporting evidence was found regarding EUD recommendations to beneficiaries to produce such data when missing. Cases were also found where beneficiaries made efforts to produce intersectional sex-disaggregated data (cf. Table in Box 11).

¹⁴⁵ Cf. "Roadmap of EU Engagement with Civil Society in Brazil- Assessment for the period 2014-2017." Vetor Consultoria, March 2019; pp. 18-22. See also *Final Report on activities of the European Union related to implementation of the CSO Roadmap and SDGs (Relatório anual sobre as atividades da União Europeia em relação à implementação do Roteiro da UE para o Compromisso com a Sociedade Civil, Plano de Ação de Gênero II da UE-2016-2020 e os 17 Objetivos de Desenvolvimento Sustentável - Agenda 2030*".

¹⁴⁶ Cf. "The EU Roadmaps for engagement with Civil Society 2018-2020. Key lessons learnt from the process so far and regional perspectives," *the Roadmap Facility, January 2020*.

Despite the fact that it has contributed to the development of gender data through support to implementing partners, and through external assessments of its funded Programmes, the **EUD has been less effective in embedding this data in subsequent programme design and M&E systems. There is also lack of fine-tuning between reporting systems and methods.** In fact, there is a gap between EUD's requirements on implementing partners to develop sex-disaggregated indicators and reporting by EUD staff to HQ on those indicators. This discrepancy was also noted by several GFPs during their annual meeting (Brussels 28-31.10.2019) and further highlighted by interviewed EUD staff during filed mission. Some of the reasons for this gap put forward by EUD interlocutors were lack of a joint M&E system, GAP II Reporting Template perceived as not very user-friendly and not tailored to reporting on specific Sections within the EUD, particularly those of the FPI, whose focus is not development cooperation but policy dialogues and partnerships in international cooperation.¹⁴⁷

4.3.1.2 Mainstreaming in spending actions

Comparison of pre and post 2013 programming documents shows that the **EU has gradually increased its level of GEWE mainstreaming in programming** in both spending and non-spending actions.¹⁴⁸ Even though more systematic institutional attention to GEWE mainstreaming appears after 2014, the concern with promoting women's rights and efforts to combat women's exposure to poverty and violence has been a distinguishing feature of EU's cooperation in Brazil.

There appears to be a **focus on transformative areas as well as a strong concern with a rights-based approach in spending actions.** Evidence from the micro level demonstrates interest in contributing to transforming the Brazilian educational system and policies in gender-responsive ways. In some actions, it is through promotion of the institutionalisation of gender equality and women's rights in educational public policies (see also good practice below).¹⁴⁹ An important dimension of the transformative approach is to promote women as agents of change, including increasing their potential for influencing policies which have a direct impact on their lives and rights.

As regards the **use of the rights-based approach**, the EUD's work pre- and post-2013 shows concern with the promotion of women's rights as human rights. This is illustrated by several actions funded through the EIDHR instrument and through sectoral support.¹⁵⁰ In more recent years, there is evidence of a commitment with strengthening the Brazilian human rights agenda by including the rights of women and men enduring intersectional forms of discrimination (namely indigenous women, black women and LGBTI persons) and women and men human rights defenders. These groups are also part of policy dialogues, including human rights dialogues and sectoral dialogues.¹⁵¹

There is a lack of systematic assessment of funding marked as GEWE. Pre-2015 EAMR Reporting shows no assessment of G-Marker in funded interventions. This demonstrates that reporting on G-scoring at the EUD is a recent practice (starting in 2015, based on EAMR Reporting). Only one occurrence showing the level of investment was found (EAMR 2015, p.16). In all other recent EAMRs (2018, 2017, 2016) relevant G-scoring section reads "Data not found".

According to the team's analysis of CRIS data covering the period 2010-2018, around 59% of the interventions funded by the EU in Brazil were gender-sensitive (i.e. targeted or non-targeted by marked G2 or G1 by the EUO/EUSR) – see Figure 4. Regarding gender-targeted interventions, the EU has contracted around EUR 5.7 million between 2010 and 2018, almost half of what was contracted for the top recipient in the Latin American region, Colombia.

¹⁴⁷ The need to consider FPI specificity in the design of the forthcoming GAP III (including reporting Templates) was highlighted by FPI interlocutors.

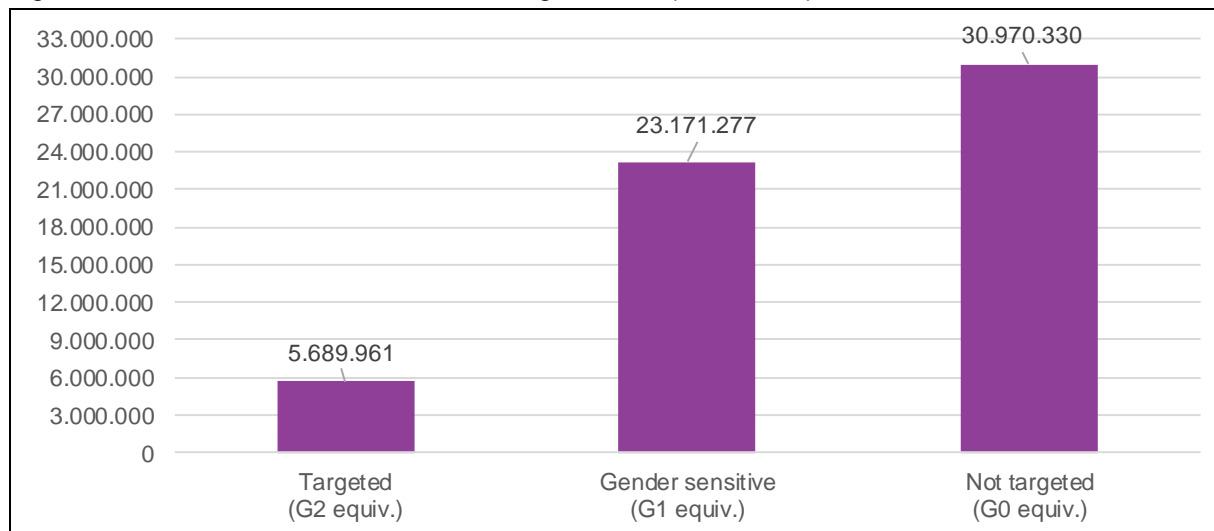
¹⁴⁸ Namely, Joint Action Plans (2008-2011 and 2011-2014) and Country Strategy 2016.

¹⁴⁹ Cf. Intervention CSO-LA c-379687 'PLATAFORMA EDUCAÇÃO MARCO ZERO - A questão do gênero e da Educação Emancipatória para uma nova política pública da Educação no Ceará'.

¹⁵⁰ Namely, the Action titled 'Preparation or follow-up to the formal human rights dialogues with partner countries' (CRIS number: EIDHR/2018/041-033; EIDHR/2019/041-339; and EIDHR/2020/041-345). One of the areas for priority support is 'Supporting the implementation of gender mainstreaming and of the rights-based approach to development, including the development of (CSOs) methodology', and in line with GAP II Gender Action Plan.

¹⁵¹ Cf. EIDHR March 2020 Call for CSO Proposals: Ref. EuropeAid/167626/DD/ACT.

Figure 4 Gender-sensitive EU funding amounts (2014-2018) - Brazil



Source: Authors calculations based on CRIS data

The degree of compliance varies among interventions, and the G Marker is not always properly justified/allocated. For example, **some Actions** incorporate gender issues meaningfully and have a G-Marker that is consistent with the level of mainstreaming.¹⁵² In other cases, **there are discrepancies between G-Marker Reporting, G-marker scoring, and the actual content of the Action Description.** For instance, GAP II 2017 Report for Brazil states that G-marker 0 was justified for 2017. However, one Action Description (funded by the EIDHR, and running during 2016 and 2017) contradicts this score. In this Intervention, G-Marker selected was 2 ('main objective') but the description itself is gender-blind (i.e. no gender analysis, no reference to gender issues and or specific groups of women and or men beneficiaries, no sex-disaggregated or gender relevant data, and language used is not gender-sensitive).¹⁵³

4.3.1.3 Mainstreaming in non-spending actions

There has been sustained attention to promote GEWE as part of a human rights agenda in development cooperation and high-level political dialogues. Throughout the years, human rights issues have been an important element of the EU's engagement with Brazil, both at the bilateral and multilateral level and in connection with livelihoods rights (land rights, access to services, access to education) and fundamental human rights (access to justice, freedom of expression and freedom from any form of violence). Furthermore, the EU's engagement with VAW and gender discrimination in policy dialogues has been part of these dialogues as from 2014,¹⁵⁴ including a wide range of stakeholders (UN Agencies, State officials, CSOs). This engagement was reinforced after the adoption of GAP II priorities, including meetings with the Women's Secretariat (Ministry level)¹⁵⁵ and policy dialogues with officials of the justice sector.¹⁵⁶ More recently, the human rights of different groups of women and men (LGBTI persons, indigenous and black people, children and people with disabilities) have been part of political dialogues at the level of EU-Brazil multilateral agenda.¹⁵⁷ Systematic engagement by the EUD with women's rights and gender issues in dialogues related to human rights has been identified as an added value by a majority of the interviewed CSOs, EU MS and UN agencies.

GEWE mainstreaming in various forms of dialogues emerges as a significant support modality. Due to the geopolitical significance of Brazil (a regional and global actor, and who is also a donor to other countries), policy and political dialogues are indeed a key area where GEWE issues are mainstreamed - for instance, political dialogue, dialogue related to budget support, policy dialogues with

¹⁵² Cf. Action Document for Capacity development of National Human Rights Institutions funded under the European Instrument for Democracy and Human Rights (CRIS number: EIDHR/2019/41-338).

¹⁵³ EIDHR Annex 15-CRIS number: EIDHR/2016/038-673 for EUR 1 million and EIDHR/2017/038-677 for EUR 1 000 000/.

¹⁵⁴ Cf EAMR 2014, p. 11.

¹⁵⁵ Cf. GAP II 2016 Reporting on institutional cultural shift; Ref. Ares(2016)7016643 - 16/12/2016.

¹⁵⁶ See publication titled "Diálogos: Intercâmbio Brasil - União Europeia sobre o Programa de Combate à Violência Doméstica contra a Mulher" downloadable from <http://www.sectordialogues.org/projetos/intercambio-brasil-uniao-europeia-sobre-programa-de-combate-a-violencia-domestica>. See also <https://www.sectordialogues.org/news/study-presents-gender-equality-perspectives-in-the-brazilian-justice-system-and-in-european-countries>

¹⁵⁷ See, for example, <https://eeas.europa.eu/headquarters/headquarters-homepage/68664/eu-and-brazil-held-their-8th-high-level-dialogue-human-rights>

CSOs, policy dialogues on Human Rights. At the national and regional level senior management and diplomats were reported as taking active part in policy dialogues. Findings also show that policy and political dialogues have gained strength since the drafting of the Gender Action Plan-Brazil 2016 (at EU MS and stakeholders' level) and that the integration of GAP II priorities by the EUD have contributed to this.¹⁵⁸ Political dialogues have also included key Brazilian public actors (ex. the Ministry of Justice, the Public Attorney's Office, women and men Prosecutors, and the National Gender Machinery, among others). Worth noting are EUD's efforts to integrate GEWE issues into sector dialogues, especially in the justice sector.¹⁵⁹

Notwithstanding the EUD's integration of women's rights and gender equality issues in policy dialogues, **there is no evidence of improved programming/design as a result of increased gender mainstreaming in policy dialogue.** However, there is indirect evidence that integration of gender perspectives in human rights dialogues may have contributed to enhancing gender-responsiveness in the design of some of the CfP of funding lines (for ex. EIHR and the EU CSOs Roadmap).¹⁶⁰

4.3.2 Instruments and modalities (EQ6)

4.3.2.1 Choice of financing instruments

The EU's use of a mix of financing instruments is coherent with the country's evolution towards becoming a strategic partner to the EU. A review of the mix of instruments and the justification for their use (rationale) illustrates a strategic approach to resource allocation which is also coherent with alignment to GAP II thematic priorities identified for the country and with the EU's Gender Action Plan GAP II.

There have been efforts to promote synergies between interventions financed under different instruments. EUD's interventions at the national level rely mostly on thematic budget lines. There is evidence of EUD's efforts to create synergies. For instance, in 2015 a CfP pooling funds from 2015 and 2016 had gender as a component of the CfP CSO-LA and EIDHR.¹⁶¹ Synergies with PI funding to promote GEWE mainstreaming into policy dialogues and media work on GBV were also found.¹⁶²

However, no evidence was found of established guidelines or a clear strategy for developing specific synergies in view of enhancing GEWE outcomes. This leads to assume that efforts are more of an *ad hoc* nature.

4.3.2.2 Choice of modalities and funding channels

There appears to be a rationale behind the choice of modalities and channels, and it has been defined by changes in the nature of EU-Brazil relations. The choice of modality and funding channels appears to have been strategic and effective. Brazil has made adequate use of thematic/horizontal budget lines and regional cooperation instruments. This is consistent with the fact that the country has 'graduated' from DCI bilateral funding and has evolved towards becoming a donor and an EU partner at the multilateral level. The choice is also explained by limitations related to "*administrative and operational difficulties due to procedural changes.*"¹⁶³ Choice of funding channels also responds to changes in the nature of EU-Brazil relations as well as to significant challenges in the political context dating from 2016-2017. These challenges relate to new government officials, tightening of civic spaces for CSO and women's organisations lobbying and advocacy on human rights, amongst others. Despite

¹⁵⁸ Cf GAP II 2016 Reporting on institutional cultural shift; op. cited. This fact was also confirmed by some interlocutors (MS and CSOs).

¹⁵⁹ Sector Dialogues are a cooperation instrument aimed at reinforcing the strategic partnership between the EU and Brazil, based on the principles of reciprocity, complementarity and mutual interest. The EU-Brazil Sector Dialogues Support Facility was launched in 2007 to improve bilateral relations and deepen structured sector dialogues in areas of mutual interest within the wider goal of building-up a strategic partnership between the EU and Brazil. The Facility is jointly coordinated by the Management Secretariat of the Brazilian Ministry of Economy (ME), the Delegation of the European Union to Brazil (DELBRA) and the Brazilian Ministry of Foreign Affairs (MRE). <https://www.sectordialogues.org/presentation.php>

¹⁶⁰ For instance, in the March 2020 EIHR CfP gender and women's rights appear in several ways: a) protection of women and men human rights defenders (WMHR); b specific reference to the protection and promotion of the rights of children, women's rights and combatting all forms of discrimination; c) integration of EU gender equality thematic priorities, as stated in GAP II Gender Action Plan; d) linkages with priorities identified in the EU-CSO Roadmap 2018-2020, which include gender priorities; e) linkages with UN-SDGs Goals 5 (gender equality); SDG 16 (peaceful and inclusive societies); SDG10 (reducing inequalities); f) Gender-responsive baseline as a requirement during Inception phase; g) requirement to integrate gender equality and human rights as cross-cutting issues in the Design of proposals (minorities, indigenous, youth, persons with disabilities and affect by HIV). .

¹⁶¹ Cf. GAP REPORT 2017 -Institutional culture shift – EUD.

¹⁶² See for example, the FRIDA Programme and activities GEWE promoted in the framework of the Sector Dialogues mentioned in section 4.3.3.1.

¹⁶³ Brazil Country Strategy 2016.

these challenges, and in line with its efforts to pursue promotion of gender equality and human rights in the country, the EUD has opted for strategic choice of implementing partners which includes State bodies (such as Ministry of Justice staff including women justice promoters and prosecutor, judges), CSOs including women's networks, as evidenced by the implementing partners of the CSO Roadmap and the CSO-LA portfolio of IPs, and UN agencies (for ex. through the WIN-WIN Programme).

As regards efficiency in use of resources, efforts towards avoiding duplication of funding were deployed in support to civil emergency networks and their capacity to act in the context of migratory flows from Venezuela. Resources were used at the time required and strategically, given their scarcity.¹⁶⁴ The added value of EUD's strategic use of two funding lines (CSO-LA and EIDHR) lines were corroborated by CSOs interviewed.

4.3.2.3 Monitoring, evaluation and learning

Project documentation analysis shows **a lack of systematic follow up of data collected from evaluation exercises and low levels of embedding results in EUD knowledge management systems.** For example, ROM or GAP II reports do not appear to have taken stock of changes to which the actions actually contributed (outcome or impact-level assessments). This evidence leads to the hypothesis that even though evaluations are current practice within EUD units at the design level, and that funds are indeed allocated to them, there may be lack of follow up of the findings of evaluation and subsequent low levels of embedding results in EUD knowledge management systems. EUD interlocutors confirmed this fact, explaining that lack of a joint EUD M&E system and spaces for sharing the outcomes/knowledge resulting from evaluations does not facilitate systematisation and embedding of results in subsequent programme design, even though some knowledge and/or data is used in policy dialogues.¹⁶⁵

Furthermore, it appears that **GAP II Reporting Templates are perceived as not very-user friendly** by EUD staff in charge of reporting (applies to GAP II 2017 and 2018). This was further corroborated by interlocutors.¹⁶⁶

Efforts at systematic integration of lessons learnt into new interventions are patchy. This is corroborated by the few examples found during both desk and field phases. One intervention on women's economic empowerment demonstrates that synergies were created with a previous intervention.¹⁶⁷ A second experience in the framework of EU-funded regional programme Eurosocial+ shows how learning lessons from previous phases were embedded in the current third phase and actually contributed to improving the gender scope of EUROSOCIAL+. In fact, as a response to a limitation identified in the final evaluation of the Eurosocial II Programme, a specific cross-cutting Area on Gender Equity Policies was created in Eurosocial+. Currently, Eurosocial+ has four lines of intervention related to promoting gender equality in public policies through TA to governments of the region (physical autonomy, economic autonomy, political autonomy and gender mainstreaming in public policies). These lines are consistent with Beijing recommendations, SDGs gender-related objectives and EU's strategic commitment to gender equality and women's empowerment.¹⁶⁸ During field interview, Eurosocial+ Coordinator of the Gender Equality Area explained that in its current phase Eurosocial+ will work to achieve results within the Area of Gender Equality and will provide support to mainstreaming gender issues in the other two areas of intervention, namely Social Policy and Governance.¹⁶⁹

4.3.3 Coordination and EU added value (EQ4)

4.3.3.1 Complementarity

The EUD has deployed efforts towards effective coordination and consultation on GEWE between European actors at local, country, regional and global level. It is important to note however, that this coordination has not been based on formal mechanisms BUT RATHER ad hoc nature and through concrete GEWE actions.

At the output level, the EU has been engaged in integration of GEWE in policy dialogues in different sectors, at different levels and with a wide range of stakeholders. Emphasis appears to be on issues related to VAW and women's rights (including LGBTI rights) with less focus on decent work, trade and economic issues. It is worth noting that coordination efforts during 2016 and earlier led to the drafting and adoption of the 2016-2020 Gender Action Plan Brazil (GAP II-Brazil). This Gender Action Plan was

¹⁶⁴ Source: interviews.

¹⁶⁵ Source: interviews.

¹⁶⁶ Source: interviews.

¹⁶⁷ From Intervention c-379685, ROM Consolidated Report.

¹⁶⁸ Cf. ROM 2019 for EUROSOCIAL+, and "Reporte anual de avance del Programa EUROsocial y resultados obtenidos en 2019."

¹⁶⁹ Based in Paris, at France-Expertise, one of the implementing partners.

elaborated by the EU in collaboration with the Member States based on consultations and presentations delivered to the Member States, Civil Society Organisation (CSOs), and Brazilian authorities. The GAP II-Brazil can be considered an added value to the country in that it contributed to producing data on an often-invisible social group: women and the LGBTI community.

It also emerges from the desk review that even though there is **no clear division of labour at the national level, the EUD has been promoting synergies at national and regional level and with a wide range of stakeholders**: Brazilian and European NGOs, EU-MS, national Gender Machinery, universities, the Justice system, church, the public and private sector, trade unions, chambers of commerce, less formal movements associations, government agencies, local authorities regional stakeholders and international agencies (UN Agencies -UNAIDS, UNFPA, UN Women, UNICEF, UNDP and UNODC, ILO, UN-WOMEN).¹⁷⁰

EU-MS interlocutors highlighted the fact that the EU has strong GEWE convening power, which has reinforced complementarity and synergies between actors in the past and which could be of added value during the current critical conjuncture. Interviews confirmed this finding, highlighting that the coordination facilitated by the EUD's initiative to align GAP II priorities to the Brazilian context in consultation with CSOs and EU MS (in the framework of two existing sector dialogues: human rights and cooperation) had been useful for stronger collaboration.¹⁷¹ Even though the consultation process was not further systematised into a joint M&E mechanism, it provided a joint space for strategic thinking on the GEWE situation in the Brazilian context.¹⁷² One EU-MS mentioned coordination around the EU project on femicide and FRIDA (the National Form of Life Risk and Protection on VAWG) as a useful experience which had facilitated exchange of experiences and best practices between Brazilian and European justice actors, including fact finding missions of Brazilian justice experts and relevant government officials to European countries, including Austria.¹⁷³

In contrast, one EU-MS regretted the lack of a more systematic GEWE coordination and of institutional memory (as EU-MS).¹⁷⁴

There was general consensus among EU-MS interlocutors that challenging as it may be, the new critical context could be an opportunity for renewing efforts towards complementarity and synergies around GEWE, for example, around VAWG, women's rights and women's voices, Science& technology, Mobility.

4.3.3.2 Value added

The EU's added value is most evident in its GEWE coordination role and funding capacity, as well as in its role as a centralising actor of European efforts to promote rights-based equality and women's empowerment in the country.

However, despite coordination efforts and the organisation of regular thematic meetings involving senior managers from the EUD and the EU Member States Embassies on several topics¹⁷⁵, GAP II reporting evidences that EU efforts to coordinate activities related to GEWE between European actors is still of an unstructured nature. **The unstructured nature of GEWE coordination was confirmed during field mission.** Interestingly, EU MS' views on the added value of a more structured EU GEWE coordination were diverging.¹⁷⁶

At EU-MS level, three out of the four interviewed EU-MS confirmed that the EU's coordinating role on GEWE and women's rights has been highly beneficial to them. One MS stressed the added value of the bi-monthly Human Rights meetings (*ruedas de conversación*) organised by the EUD, where experts give talks and they get a chance to know who is doing what (gender is included). Two MS also

¹⁷⁰ GAP II 2016 Reporting Raw Data; EAMR 2017.

¹⁷¹ Source: interviews.

¹⁷² The added value of the GAP II consultation process was confirmed by 3 EU MS and CSOs.

¹⁷³ Other EU countries were Lithuania, Italy, Portugal and Finland. See "Relatório Final 1, Intercâmbio Brasil -União Europeia sobre o Programa de Combate à Violência Doméstica contra a Mulher"

¹⁷⁴ This EU-MS interlocutor has been in office since 2018 and explained that there was no written record of joint EU-MS & EUD work done in the past.

¹⁷⁵ Regular thematic meetings involving the Heads of Sector from the Delegation and the Member States Embassies are organised on cooperation, human rights, culture, science & technology and environment areas.

¹⁷⁶ One EU MS stated that the informal structure is not *per se* a weakness, for it facilitates more fluid and spontaneous activities than pre-defined actions. Another EU MS suggested that some level of formalisation around gender issues would be welcome, if this could lead to mainstreaming GEWE to all areas of EU cooperation. A third EU MS expressed that this would not be necessary as cooperation is already fluid and not all EU MS have the capacity to be proactively involved in activities in case a formal coordination existed, including a clear division of labour. Interviews with Austria, Belgium, France, Netherlands.

emphasised the value of outreach activities organised by the EUD¹⁷⁷ to highlight gender equality and human rights issues and the added value of GEWE networking to them.¹⁷⁸ Another MS stressed the strategic usefulness of joint coordination around Calls for proposals on human rights, especially those related to marginalised groups (black women, rural, LGTBI). One last MS emphasised the EU added value in building bridges for MS to start partnerships with CSOs and recommended to strengthen efforts towards joint articulation on GEWE activities in view of the current critical challenges.

4.3.4 Partnerships (EQ5)

4.3.4.1 Support to nationally-led coordination mechanisms

There has been strong EUD engagement with national gender mechanism and gender relevant institutions. As there is no bilateral cooperation with Brazil since 2013, engagement has been in the framework of political and policy dialogues with several governmental agencies responsible for enforcement of gender equality and women's rights than through support to one nationally-led coordination mechanism. However, the Secretariat for Women's Policies (SWP) was working closely with UN Women and up until 2016, and the EUD was working closely with the SWP, and the Secretariat for racial equality (SEPPIR).¹⁷⁹

Other pre-2013 efforts worth noting in the area of GEWE partnerships at country level date back from 2011, when a joint action with UN Women tackled the issue of domestic violence in Brazil.¹⁸⁰ Post-2013, EU engagement with GEWE with other stakeholders has included strengthening efforts initiated by national stakeholders to tackle key challenges affecting the gender and human rights agenda in the country (for example, intersectional forms of discrimination based on gender, race, sexual orientation and disability, socioeconomic status, SGBV against women migrants, women with HIV, homeless persons with disability, human rights defenders). This has been done through the EU-funded Programme "*Sector Dialogues*", in the framework of EUD-Brazil dialogues and exchange of experiences in these areas, which have included national equality-relevant entities such as the Conselho Nacional do Ministério Público (CNMP), Ministério dos Direitos Humanos, Ministério das Relações Exteriores, Ministério da Justiça.¹⁸¹ Undoubtedly, the EUD's practice of mainstreaming GEWE across different Ministries and state institutions goes beyond the rights-based gender dimension, thus embracing the intersectional, non-discriminatory dimension. In this sense, the rapport provided through sector dialogues has been consistent with the complex challenges affecting equality and justice for all in the country. In Brazil, inequalities are broader than just gender-based, and cut across race, ethnicity, class, age and other social markers in ways that further disempower women and girls, men and boys and other persons who are not members of economic, social and racial elites. On a broader policy level, support to nationally led mechanisms guaranteeing 'equality for all' is in line with EU's commitments to strengthen a Rule of Law that fully responds to the principle of non-discrimination at national level. In this sense, more recently, the Win-Win programme has facilitated new partnerships with public and private actors (including confederation of employers), and women entrepreneurs, around women's economic empowerment. In the Brazilian context, this has resulted in the establishment of strategic partnerships with State public authorities in the States of Bahia and Sao Paulo (see section 4.5.1.1 below).

However, significant changes in political context after 2016 have complicated the EUD's GEWE mainstreaming efforts with Gender Machinery at the Federal level, as policy focus and political will has shifted towards a more conservative approach towards women and family rather gender equality between women and men. Despite these constraints, the EUD has continued support to gender equality relevant mechanisms. In 2019, and through the EU-Funded programme Eurososocial+, support via TA was provided to the Government of Brazil (GoB) in the following areas:¹⁸²

¹⁷⁷ EU MS Austria explained that she had been invited to participate as a speaker at an international seminar co-organised by the EUD and the Brazilian Public Ministry (Ministério Público) on preventing domestic violence against women and talked about Austrian mechanisms in place regarding this issue.

¹⁷⁸ Interlocutor from EU MS The Netherlands pointed out that the activities organised by the EUD such as events on GEWE and women's rights (talks, discussion panels, conferences, films) are an occasion to meet and expand their network, since a wide range of stakeholders take part in those events (CSO, women's organisations, academia, government).

¹⁷⁹ GAP II BRAZIL, 2016 Raw Data.

¹⁸⁰ EAMR 2011 Brasil.

¹⁸¹ <http://www.sectordialogues.org/encontre-projetos.php?ida=4&id=30>

¹⁸² Eurososocial+ ROM 2019: Países visitados e informes de misión ROM, p.2.

Table 8 Government of Brazil entities & GEWE mainstreaming focus

GoB Entity	GEWE Mainstreaming Topic
Citizenship's Ministry	Gender equity policies - integration and application of the gender approach in social development policies.
National Secretariat for the Rights of Children and Adolescents, Ministry of Women, Family and Human Rights.	Construction of a comprehensive protection protocol for refugee, stateless or other migratory children and adolescents.
National Secretariat for the Rights of persons with disabilities, Ministry of Women, Family and Human Rights.	Support in the development of a draft Law that seeks the employability and labour inclusion of persons with disabilities in Brazil.

Source: Author's analysis.

Interlocutors highlighted the EUD's added value for making different actors converge around common projects/initiatives linking the national to the regional and the EU level (for ex. as was the case with the EU funded project on femicide and the FRIDA project (the National Form of Life Risk and Protection) project)¹⁸³; the Win-Win programme and Eurosocial+.¹⁸⁴

4.3.4.2 CSO's involvement (incl. women's organisations)

CSO's have been actively supported by the EU and have carried out relevant actions regarding gender equality in Brazil, particularly in the sphere of human rights and grassroots work. Dialogue between the EUD and CSO's, including women's organisations, appears to have been strong and productive. CSO's have not only been recipients of EU funding, but they have had an active role in providing recommendations¹⁸⁵, taking part of consultations, meetings and political dialogue, and their views have been reflected on reports issued by the EUD.

In contrast, there is no evidence of involvement by CSOs and women's networks in gender responsive EUD M&E activities. Their involvement has been sporadic and at a more general level, for ex. taking part in consultations before designing a specific thematic CfP (such as CSO-LA and EIHR), thematic dialogues with EU-MS (for ex. on social movements in Belgium), technical meetings with EUD-staff for monitoring of a specific EU-funded project.¹⁸⁶

4.3.4.3 Partnership at global level

In 2016, the EU and UN Women began a strategic partnership on women's economic empowerment at the country, regional and global level (EU-Latin America and the Caribbean). The resulting programme was "Win-Win: Gender Equality means Good Business." Launched in 2018, the programme has been implemented jointly by UN Women and the ILO in six countries (Argentina, Brazil, Chile, Costa Rica, Jamaica and Uruguay), has a regional coordination and programming component and is expected to conclude in December 2020.¹⁸⁷ The "Win-Win" Programme is in line with the 2030 Agenda for Sustainable Development (Goal 5). Its main objective is to contribute to women's economic empowerment, gender equality and women's leadership by recognising the active role women play in economic growth (through trade and entrepreneurship) and by engaging the commitment of private sector enterprises and employers' organisations to support women's participation in decision making and women's economic leadership. The Programme links up with the global agenda through the UN Global Compact-sponsored Women's Empowerment Principles (WEPs), endorsed by thousands of companies worldwide to guide and promote gender equality in the global economic agenda.¹⁸⁸ In

¹⁸³ Which included fact finding missions of the Brazilian team-members to EU-MS. Interview with EU MS Austria. CSOs and EU MS also highlighted the strategic value of creating joint learning spaces on women's issues and human rights, citing one 2019 event where former Austrian Ambassador had been a speaker at an international seminar jointly organised by the EU and the Brazilian Public Ministry on preventing domestic violence against women.

¹⁸⁴ The added value of Eurosocial+ in terms of exchange of knowledge and experience on GEWE with EU local authorities was stressed by one local authority from the State of Sao Paulo.

¹⁸⁵ For instance, in 2018 the EUD organised the EU-Brazil Civil Society Seminar previous to the EU-Brazil Human Rights Dialogue with the participation of 30 organisations. Recommendations for five topics were presented by the CSO's: Indigenous, Refugees and migrants, Human rights defenders, Racism and Gender, LGBTI, discrimination.

¹⁸⁶ Source: interviews.

¹⁸⁷ Cf. PI/2017/394-283. The Project's total budget of EUR 10,080,00, includes a contribution of EUR 9,000,000 from the EU through its Service for Foreign Policy Instruments (FPI), with EUR 580,000 and EUR 500,000 contributed respectively by UN Women and the ILO.

¹⁸⁸ The WEPs were launched by the UN in 2010. See <https://weps-gapanalysis.org/about-the-weps/>; see also "Joint Declaration on Trade and Women's Economic Empowerment on the Occasion of the WTO Ministerial Conference

addition to the close coordination between UN Women and ILO as implementing agencies, and the EU as a partner, the Programme seeks synergy with other institutions and initiatives related to women's economic empowerment, such as the EU-funded "We Empower" G7 and Asia Programmes; UNDP (Gender Equality Seal for Public and Private Organisations); the IDB Gender Parity Initiative and the Global Compact promoting the Gender Gap Analysis Tool/GGAT.¹⁸⁹

4.4 Main findings - Effects of the EU support

4.4.1 Effects on physical and psychological integrity (EQ7)

4.4.1.1 VAWG policy and legal frameworks

Increased awareness of gender-based violence is linked to the adoption of GAP II priorities and aligned to national and regional legal frameworks to combat VAWG.

One of the priorities of the EU-Brazil relations is GAP II's goal to eradicate all forms of violence against women and girls, and of gender-based violence. Work done by the EUD appears to be consistent with this specific GAP II goal. On that basis and sizing-up the fact that 2017 was the European Year of Ending Violence Against Women, efforts were made to steer resources, whether in the area of cooperation (including development cooperation support measures) and visibility towards raising awareness on Gender Equality and Women Rights and fighting all forms of violence against women and girls in particular.

Box 6 Gender responsive legal frameworks - Brazil

Brazil has a strong legislation framework protecting women from violence, but the biggest challenge remains at the level of enforcement and implementation.

The "Maria da Penha Law on Domestic and Family Violence" (2006) is the most important legal instrument for combatting domestic violence against women. Besides typifying the forms of violence commonly practiced against women, the law also establishes the creation of specialised services offered by public security institutions, the justice system, healthcare and social work professionals.¹⁹⁰ Despite a decrease in the rate of femicides against women following the promulgation of the Lei Maria da Penha, since 2008 records have returned to levels preceding the law, and domestic violence remains an issue affecting 31% of women.

Moreover, cases of violence against black women are predominant, and racial violence further disempowers black women. While the number of homicides against white women are decreasing – from 1.747 in 2003 to 1.576 in 2013 –, homicides against black women increased 54,2% during the same period – rising from 1.864 to 2.875 victims.¹⁹¹

Source: Author's analysis based on cited sources.

Despite the complexity of the Brazilian context, the EU has effectively contributed to an enabling environment for the strengthening and implementation of normative and policy frameworks. The External Assessment of the EU CSO Roadmap for the period 2015 lists the following improvements in VAWG policy/normative frameworks to which the EUD has contributed: a) support to CSO and women's Networks lobbying and advocacy around VAW which led to the passing of the Federal Law on Femicides in 2016;¹⁹² and improvement in the functioning of the Judiciary system to better tackle GBV against children and adolescent living in conditions of vulnerability in Fortaleza. This was done through strengthening the capacities of Judges/Magistrates within System of Guarantee of Rights.¹⁹³ More evidence of the EU support to GEWE through the CSO Roadmap is furnished by the 2019 external assessment of the CSO Roadmap, where it is stated that the EU has contributed to a) legal support to victims of VAWG, (protective measures, conflict resolution, legal support and referral); b) support to the creation and or consolidation of formal data systems on VAWG for use of public authorities, policy makers, academia and the general public; c) support to public service providers in the area of domestic

in Buenos Aires in December 2017" at <http://www.intracen.org/uploadedFiles/abmfiles/BuenosAiresDeclarationonWomenand%20Trade.pdf>

¹⁸⁹ See Mid-Term Evaluation of "Win-Win: gender Equality means Good Business," Evaluation Report. Preliminary Draft prepared for UN WOMEN/ International Labour Organisation, 20 December 2019, by Le Groupe-Conseil Baastel Itée.

¹⁹⁰ Observatório de Gênero (2015). Available at: <http://www.observatoriodegenero.gov.br/menu/areas-tematicas/violencia>

¹⁹¹ Mapa da Violência 2015 (FLACSO, 2015). Available at: http://www.mapadaviolencia.org.br/pdf2015/MapaViolencia_2015_mulheres.pdf

¹⁹² Cf. Roadmap of EU engagement with CSOs in Brazil; op. cited p. 17.

¹⁹³ Cf. Roadmap of EU engagement with CSOs in Brazil; op. cited p. 17.

violence for increased efficiency and effectiveness in accompaniment and referral; d) Approval by the Legislative Assembly of the State of Ceará Bill No. 411/19 establishing the Diana Pitaguary Week. Thanks to this law, debates on the themes of VAW, femicide and sexual harassment will be held for one week in indigenous schools of the Ceará State; d) capacity-building on youth rights targeting CSO, youth and public policy makers has included racial equality.¹⁹⁴

Box 7 *Project: “The issue of gender and Emancipatory Education for a new public policy on Education in Ceará” (Brazil)*

Project: “A questão do gênero e da Educação Emancipatória para uma nova política pública da Educação no Ceará”

Implementing partner: Marco Zero Education Platform (a platform of 7 organisations) via NGO Platform-WE WORLD

Timeframe: May 2017 - still ongoing

Objective: New Municipal Law to make educational system more gender equal

Achievement:

New Municipal Law: “Política de “Educação Contextualizada para a Convivência com o Semiárido” (Nov. 21, 2019).¹⁹⁵

Gender-relevance of the Law:

Art.2. it is comprised of a set of guidelines, principles and norms for emancipatory educational and pedagogical practices which includes the promotion of equity/gender equality and a culture of peace, through restorative practices, aiming at the emancipation of the subjects involved in the teaching and learning process

Art. 3. The municipal policy will be aligned to the formal principles of the Brazilian education system, namely *equality of opportunities and access to education*.

Art. 4. Respect for differences in gender, age, race/ethnicity, regional culture, religious orientation and sexual orientation.

How the process occurred:

Though CSO and grassroots mobilisation, including:

Awareness-raising and advocacy campaign + radio debates to make educational local system more sensitive to gender equality between women and men.

Work with schoolgirls and boys and local communities on gender equality.

Advocacy work was done in 14 municipalities.

Outcomes:

A new law on emancipatory education for children was passed in the city of Novo Oriente. This new policy includes gender equality. There is support from the State Department of Education of Ceará (gender component was introduced in the State Education Plan).

Replicability:

Potential interest by 14 other Municipalities in Law. Ongoing advocacy work by CSO Platform to make local authorities adopt the law in these Municipalities.

Unplanned outcome:

The project design did not foresee work on masculinities, but beneficiaries demanded actions to confront “toxic masculinities and machismo.” Groups of women from the Settlement of the MST (Landless Peasant Movement) were trained and empowered. Their empowerment has led to changes in the relationship with husbands and the community, in addition to generating new reading of the Bible with a gender lens (this is transformative since religion shapes mindsets, policies and breeds devaluing gender stereotypes in the region).

Source: Author’s analysis based on documentation and interviews.

4.4.1.2 Capacities of rights-holders and duty-bearers

The EU’s rights-based approach and support have contributed to enhancing the capacities of women as rights holders and government official as duty bearers. Concretely, it has empowered women Majors for better policy making (including implementation) at the local level (Municipalities). The project titled “*Municípios seguros e livres de violência contra as mulheres*”/“*Municipalities free of VAW*”

¹⁹⁴ Relatório anula 2019, p.17.

¹⁹⁵ CRIS Ref. 379687. Cf. Policy document “Projeto de Lei” Prefeitura Municipal d Novo Oriente, Gabinete do Prefeito. 21 november 2019.

implemented by the National Confederation of Municipalities (CNM) was mentioned by Municipal interlocutors as a **pioneering experience in the country**, in terms of increasing the influence of women Mayors (Prefeitas) in public policymaking and implementation around VAW.

Box 8 Project: Municipalities free of VAW (“Municípios seguros e livres de violência contra as mulheres”) - Brazil

Project: “Municípios seguros e livres de violência contra as mulheres”

Public authorities mentioned the following results achieved thanks to EUD support:

The project contributed to **women’s leadership**, as it opened a space for increased participation and representation of women Majors’ participation within the CNM (National Confederation of Brazilian Municipalities).

Women Majors gained **influence on policy discussions** around VAW (increased agency) and worked together with men Majors on identifying policy options and strategies to improve local governments’ response to VAW.

The project enhanced **policy dialogues on VAW** between local authorities and CSOs.

Women Mayors also participated in regional exchanges which enhanced their capacities (ex. the EU-funded Project UniverCidades – Plataforma para o Desenvolvimento e Governança Municipal/ Muniencia)^{196 197}

The project’s sustainability and local ownership was ensured by the Brazilian Confederation of Municipalities (CNM) who continued working after the project ended:

- in 2017, the CNM developed a Methodology for replication within the country and also applicable to other Municipalities in Latin America who were facing similar challenges with combatting VAW. The main purpose of the Methodology was to offer public officials a series of strategies for an effective planning of local policies to prevent and combat gender violence according to their own realities and needs.
- CNM’s setting up of the Municipal women’s Movement (MMM), an initiative aiming at boosting women’s capacity for political leadership in local management, as well as consolidating and strengthening a Municipal agenda that includes a gender perspective and is aligned with the Sustainable Development Goals – SDG.¹⁹⁸

Source: Author’s analysis based on documentation and interviews.

Even though some initiatives point to a combined effort to prevention and protection¹⁹⁹, the EU appears to have focused more on the protection side of the VAWG continuum than on the prevention side.

This has been done, for example, through support to implementing partners working with raising awareness towards shifting patriarchal mindsets or engaging with resistance to implementation and enforcement by duty bearers within the judiciary and other public institutions responsible for the prevention of VAWG. The rationale behind this has been the high prevalence of VAW and the intersectional nature of violence (racial and LGTBI) affecting Brazilian private and public spaces, which has led the EUD to support actions aiming at mapping inequalities and power relations affecting LGBTQI+ women and people and their ways of experiencing cities.²⁰⁰

As shown by recent data, Brazil is a country with very high prevalence of VAWG, and femicides have been on a steady rise (with an increase rate of 20.7% between 2007 and 2017).²⁰¹ Black women and LGTBI persons are particularly exposed to sexual and gender-based violence, and there is very little data on the specific forms of SGBV affecting indigenous women and girls and older women and persons with disability (especially those living in poverty).

¹⁹⁶ Cf. “Resultados” at <https://www.cnm.org.br/cms/biblioteca/CNMResultadosProjetoMulheresSegurasPOR2016.pdf>

¹⁹⁷ <https://muniencia.cnm.org.br/principal/univercidades>

¹⁹⁸ Cf. “Guia de Reaplicação - Fortalecendo Cidades de Pequeno e Meio Porte, p. 6”. https://www.cnm.org.br/biblioteca/registros/todos/todos/todos/date_desc/todos/8/1 and Contract IFS-RRM/328-885 - Project Title: Municípios Seguros e Livres de Violência contra as Mulheres (Municipalities Safe and Free from Violence against Women).

¹⁹⁹ See “Resultados” op cited.

²⁰⁰ Relatório Anual 2019 Brasil. *Sobre as atividades da União Europeia em relação à implementação do Roteiro da UE para o Compromisso com a Sociedade Civil, Plano de Ação de Gênero II da UE-2016-2020 e os 17 Objetivos de Desenvolvimento Sustentável - Agenda 2030*; p. 27.

²⁰¹ See IPEA 2019, “Atlas da violência in Brazil, http://www.ipea.gov.br/porta/images/stories/PDFs/relatorio_institucional/190605_atlas_da_violencia_2019.pdf

The scenario of violence against **members of the LGBTI community is alarming**. According to the 2016 report on homophobic violence in Brazil, there is no official data available on the amount of the LGBTI population enduring this specific form of GBV. The reason is there are still no questions regarding gender identity or sexual orientation in the Demographic Census or in annual surveys, such as the National Household Sampling Survey. A report from Grupo Gay (*Gay Group*) in Bahia accounts for a total of 165 homicides against homosexuals only in the first semester of 2012. The northeast concentrates a quarter of the cases. According to reliable empirical evidence, in Brazil, homosexual and bisexual women are also highly vulnerable to homophobic violence, being assaulted physically, verbally, psychologically and sexually – including corrective raping.²⁰² Regarding violence against members of the LGBTI community, in recent years there has been a significant increase of crimes motivated by homophobia. Based on data collected by the organisation Grupo Gay from Bahia, 1023 crimes against LGBTI people were reported between 1994 and 2002, number that increased to 1306 between 2003 and 2010 and reached 1561 between 2011 and 2015. Only in 2015, 318 cases involving the murder of LGBTI people were reported in Brazil. Grupo Gay estimates that 30 members of the LGBTI community were murdered in January 2016 alone. Although in quantitative terms gays are the main victims (approximately 52% of the cases), transsexuals are the most vulnerable groups. Aggressions motivated by homophobia also appear associated with violence practiced against heterosexual individuals mistaken for gays and non-LGBTI, highlighting in all of these cases the recurrent omission from the part of the police. In numbers proportional to the total population the state of Mato Grosso do Sul recorded the higher rate of homicides of LGBTI people, followed by the state of Amazonas, where, in the last few years, the number of crimes motivated by homophobia had the highest upsurge when compared to other states of the federation. The profile of the victims remains primarily young: 58% of the victims are younger than 29 years old and 21% are younger than 18 years of age – most of which are young transsexuals and sex workers.²⁰³

Source: Author's analysis based on cited sources.

4.4.1.3 Agents of change

Initiatives to fight institutionalised impunity have mostly aimed at empowering CSO's, women's organisations and LGBTI associations to increase their advocacy and influence on political leaders. During the desk phase, no evidence was found on initiatives aiming at gaining support from political and religious leaders (key influencers policy-making shifts in Brazil) traditional leaders (which in Brazilian's context would be indigenous leaders) or opinion leaders. **During the field mission, some evidence was found of the EUD contributing to tackle discriminatory norms through projects, but these achievements were unplanned outcomes and not necessarily results planned during design.** The first example is CSO work with indigenous leaders for changes in perceptions of VAW and promoting change in attitudes condoning VAW by male leaders and communities. This work was done through a project on value chains and biodiversity implemented by ISA, the Socio Environmental Institute. This CSO has engaged on VAW dialogues with indigenous leaders through a methodology called "Protocols for Co-habitation" (Protocolos de Convivencia). These protocols have been negotiated and agreed upon by leaders and aim at creating awareness that VAW is not a natural social practice and should not be condoned. These protocols also offer an entry door to treating gender issues within indigenous communities.²⁰⁴ Implementing partner ISA identified this experience as innovative, considering that working on gender issues with indigenous women and men remains a challenge in international cooperation²⁰⁵.

A second **outcome relevant to changing discriminatory norms, practices and discourses was achieved through the EU-funded Project: "A questão do gênero e da Educação Emancipatória para uma nova política pública da Educação no Ceará"**.²⁰⁶ The project design did not foresee work on masculinities, but women beneficiaries demanded actions to confront "toxic masculinities and machismo" in their communities. As a result groups of women from the Settlement of the MST (Landless Peasant Movement) were trained and empowered. Their empowerment has led to changes in the relationship with husbands and the community at large, in addition to generating new readings of the Bible with a gender lens. This is in fact a transformative activity since religion shapes mindsets, policies and breeds devaluing gender stereotypes in the region and the whole country.

²⁰² Observatório de Gênero (2015). Available at: <http://www.observatoriodegenero.gov.br/menu/areas-tematicas/violencia>; EU 2016, Gender Action Plan Brazil.

²⁰³ Grupo Gay da Bahia (2016). Available at: <https://grupogaydabahia.com.br/2016/01/28/assassinato-de-lgbt-no-brasil-relatorio-2015/>

²⁰⁴ Cf. Project Cris-380059. Source: interviews.

²⁰⁵ Source: interviews.

²⁰⁶ Cf. CRIS ref. 379687. This unintended result was confirmed during interviews.

The EUD has more directly supported work by LTGBI organisations to change mentalities and received ideas and stereotypes against LGTBI groups. One CSO interlocutor stated that the EUD's support has effectively enhanced their capacity to mobilise against specific forms of SGBV endured by LGTB persons due to their gender and sexual orientation (homophobia, transphobia, etc). The EUD's funding was key to organise awareness raising workshops, advocacy work and capacity-building to empower LGTBI members to claim their rights. Thanks to the activities funded by the EUD's project, they could expose the impact of machismo and homophobia in the Brazilian business world and also among local authorities responsible for guaranteeing protection and prevention of GBV against LGTBI individuals.²⁰⁷

The EUD has also engaged with media and has supported a series of campaigns and media work to raise awareness on the need to eradicate VAWG, including evidence of ICT (Facebook, Twitter, #tags).²⁰⁸ This support has been provided through CSO-LA programmes. However, correlation with preventing VAWG was not found.

4.4.1.4 Sustainability

Sustainability is a relevant issue highlighted by the EUD in several reporting documents; and implementing partners further confirmed that it is a requirement for EUD funding.²⁰⁹ On the one hand, internal monitoring processes have been implemented to improve planning, evaluation of proposals and project management by EUD staff, and guidance to many beneficiaries of EU funded projects has been provided. On the other hand, the EUD recognises that sustainability continues to be a key issue for the projects as many CSOs receiving funding under thematic budget lines are not able to continue without external funding and some of the institutional arrangements only exist during the life of the project, creating continuity issues.²¹⁰ **However, gender-responsive sustainability is seldom addressed in EUD reporting and, only seldom reported in project documentation.** EIDHR-funded project 'Apoio à relatoria e publicação dos resultados do II Seminário Internacional de Empoderamento de Meninas', for instance, depicts a certain continuity between several mainstreaming actions. Additionally, the project supporting Women Majors as agents of policy change who continued to advocate their male peers beyond duration of programme (see results achieved in project "Municipalities free from VAWG above mentioned) is evidence that gender-responsive sustainability was ensured even though it was not considered as part of project design. Further evidence from ROM Reporting demonstrates that EUD has included gender-responsive sustainability in some documents as one of the elements of a comprehensive approach which also includes financial, environmental, visibility.²¹¹

4.4.2 Effects on economic and social women's empowerment (EQ8)

4.4.2.1 Decent work

The EU has deployed efforts to promote women's economic empowerment at the micro level while support to improvements in decent work at the macro level (policies and legal frameworks) appears to be modest and patchy.

EUD support to women's economic empowerment has been done through job creation for marginalised social groups such as black poor youth, rural poor women of different ages, support to women's capacity to generate income through solidarity economy, and support to small-scale LGBTI entrepreneurship.²¹² As regards decent work, some evidence was found dating from 2012 and earlier, when EUD supported the federal agenda of decent work through funding to the MAP Project implemented by the ILO. In 2018, with the support of the EU-funded regional programmes Eurosocial+ and SOCIEUX, a project was prepared with the Brazilian Minister of Labour, through the Secretariat of Labour Inspection in Brazil, aiming at supporting the government in the implementation of more effective policies for the promotion of decent work in regional value chains. The support included specialised TA and study tours to relevant EU member states' entities.²¹³ More recently, through the Win-Win Programme, the EU has contributed

²⁰⁷ Source: interviews.

²⁰⁸ For example, gender debates within the "Embarque por Direitos" Campaign; Webinars developed by women from various groups (black, trans); social media digital campaign to promote women leaders influence in public policies "Do not Shut Our Voices." Relatório Anula 2019, op.cited. pp. 27-8.

²⁰⁹ Source: interviews.

²¹⁰ The challenges endured by CSO to ensure financial sustainability beyond EUD funding were also raised during interviews.

²¹¹ See for instance, ROM Report for Project CSO-LA CRIS -379685, p.8; see also CSO-LA CfP 2015 EuropeAid/150217/DD/ACT/BR

²¹² CSO interlocutor from "Microrainbow Brazil", an NGO working with LGBTI rights and entrepreneurship referred to the results their target groups have been able to achieve in terms of income-generation and recognition in the business world. A crowdfunding has been set up and online support to LGBTI entrepreneurship has facilitated business activities, including online training and mentoring.

²¹³ EAMR 2018, p. 19.

to the production of cutting-edge regional data on overrepresentation of female workforce in the informal economy.²¹⁴

Brazil is an experienced country in the region in engaging with the private sector and fostering gender equality practices within companies. Documentation of the Win-Win programme states explicitly that Brazil's experience and model to engage companies and foster implementation of practices has contributed to setting up other "Win-Win" countries' models and has improved the capacities of companies to engage in gender equality policies and practices that include reducing the gender salary gap, increasing the number of women in higher levels and promoting an increase in women participation in the labour market²¹⁵.

Box 10 *Project: Win-Win: "Gender Equality means good business" - Brazil*

Regional EU funded Programme: Win-Win: "Gender Equality means good business"

Partnership with: EU/ ILO BR, Regional ILO, UN Women BR)

Key objective: promotion and strengthening of female entrepreneurship and better policies to promote women-led businesses (national and regional scope, Brazil, Argentina, Chile, Costa Rica, Jamaica, Uruguay)

Key Achievements at country and regional level (process-based)

- In Brazil, the Win-Win Programme has started to establish partnerships with Public authorities at State level (Sao Paulo and Bahia States).
- At the regional level: mainstreaming women's empowerment is happening at the levels of Chambers of Commerce and the Industry Federations (including Trade Unions).
- Linkages with global agenda have been established through promotion of Women's Empowerment Principles (WEPs). Several businesses/ companies in the region have signed into them.
- Capacity-building to change business mindsets: database from ILO Toolkit "Evaluación de puestos de trabajo sin sesgos de género"
- Filling in data gaps through production of updated statistics on the status of women in business (regional, including Jamaica).

Challenges:

- Political changes in recent years have complicated EUD GEWE mainstreaming efforts at the Federal level (Brazil). Strategy to target State level has begun.
- In Brazil, involvement of businesses is mostly by European businesses, as they appear to have more gender-sensitive Human Resources policies than domestic companies).

Source: Author's analysis based on documentation and interviews.

As regards the reduction of gender gaps in labour force participation, there is little evidence of the direct effects of EU support on this issue. It is nevertheless worth mentioning that the Win-Win programme was developing (by December 2018) a gender pay gap self-assessment tool to be piloted in Costa Rica and then replicated in all "Win-Win" countries including Brazil. Also, under the Win-Win umbrella, UN Women Brazil has reported to be adapting "The Power of Procurement: how to source from women owned business" into training materials with the objective of facilitating the use of the guidelines to promote procurement from women-led and women-owned companies. Additionally, UN Women Brazil has been supporting the 6th Edition of the SNPM "Gender and Race Pro-equity" programme, that aims to promote equality of opportunities and treatment between men and women in public and private organisations in view of eliminating all forms of discrimination.²¹⁶

²¹⁴ Cf. Win-Win-Gender Equality means Good Business.

²¹⁵ Previous Brazilian experience with Unconscious Bias training, Gender Gap Analysis tool, GE awareness, HeForShe Toolbox, Study of how women and men are portrayed in advertising in Brazil helped other countries to think about dialogues and workshops. These dialogues and workshops contributed to improving the capacities of companies to engage in gender equality policies and practices that include reducing the gender salary gap, increasing the number of women in higher levels and promoting an increase in women participation in the labour market.

²¹⁶ Cf. Programa PRO-EQUIDADE DE GENERO E RACA. Rompendo fronteiras no mundo do trabalho, Brasília: SPM – Secretaria Especial de Políticas para as Mulheres, 2016. The Programme was an initiative of the Brazilian Federal Government and has been implemented in coordination with the ILO since 2005. GoB partners were, up until the demise of Pdt. Dilma Rousseff, the Gender National Machinery "Secretaria de Políticas Públicas para Mulheres (SPPM)," and the Secretaria de Políticas de Promocao da Igualdade Racial (SEPPIR). The latter joined

During the period under review, the EUD appears to have engaged with gender-transformative changes in policy and legislative frameworks through the EU-funded regional programme Eurosocial+. This programme has been supporting the National Secretariat for the Rights of Persons with Disabilities of the Ministry of Human Rights of Brazil in the drafting of a law that guarantees the employability and labour inclusion of **people with disabilities**, through the development of specialised advice and exchange visits to learn about good international practices. In November 2017, representatives from the mentioned Secretariat visited relevant teams in UK, Sweden and Brussels and, in December, a seminar was organised by the Ministry of Human Rights of Brazil where best international practices were shared among participants (including representatives from Spain, UK, Panama, Angola, Dominican Republic and Argentina). No evidence was found as to the outcomes of such visits.²¹⁷

Box 11 Challenges and inequalities in the labour market in Brazil

Key challenges in the Brazilian labour market are inclusiveness and quality of work. Recent OECD data shows that **earnings in Brazil are lower than in any OECD country**: the average gross hourly earnings adjusted for inequality are ten times inferior to the OECD average. Furthermore, women and disadvantaged women and men (read poor, indigenous, black, LGTBI) earn considerably less. **The proportion of youth who are neither in employment, nor in education or Training (NEET) is also very high**: 20% compared to 14% on average across the OECD²¹⁸.

Keeping specific characteristics and conditions of other economies in the region, Brazil shares similarities with these countries in terms of women's participation in the labour market and the conditions under which they participate. **Women's participation in the labour market is lower, female unemployment is higher and women's participation in low productivity sectors is higher than men.** As the Table below shows, the gender pay gap in six countries is significant and the presence of women in managerial and technical positions remains a challenge.

Notwithstanding documented progress in terms of gender equality and women's empowerment in Brazil and at regional, **gender and intersectional inequalities persist in access to the job market and in the wages offered by companies to women.** For example, the comparative higher access of women to formal education is not reflected in compatible wages. In 2008, **the wages of women corresponded to only 84% of the income of men, the gap is even greater among women and men with more access to formal education.** Among those with more than 12 years of education, in 2016, women still earned 58% of the income of men. While South American economies have specific characteristics and conditions, they share similarities in terms of women's participation in the labour market and the conditions under which they participate. **Women's participation in the labour market is lower, female unemployment is higher and women's participation in low productivity sectors is higher than men.** The gender pay gap in the six countries is significant and the presence of women in managerial and technical positions remains a challenge.

Countries	GDP Growth	Labour Market Participation		Unemployment		Low Productivity Sectors		Gender Pay Gap	Managerial, professional and technical positions
	2015	2014		2014		2014		2014	2000-2013
		Female	Male	Female	Male	Female	Male		
Argentina	2.6	52.0	74.1	8.4	6.5	80.0	55.3	26.9	49.0
Brazil	-3.8	59.3	78.7	7.5	4.7	77.7	52.5	25.6	50.8
Chile	2.3	46.0	72.0	6.9	6.0	76.9	53.9	30.2	44.6
Costa Rica	3.7	47.6	76.8	9.7	6.3	76.4	53.9	18.9	43.1
Jamaica	1.0	56.1	70.9	17.3	9.7	-	-	-	59.3
Uruguay	1.0	56.9	74.4	8.5	5.5	76.1	50.8	26.4	52.5

The **unemployment rate of women is about twice that of men**, a difference that increases when compared to white men (4.5%) with afro descendant women (10.5%). Young women are also among the population with greatest difficulties in accessing the labour market (1 out of 5 is unemployed). In 2014, the gender wage gap decreased to 70% of male income - down from 63% ten years before. However, **black women have not yet reached 40% of white men's income. Indigenous women earn 58% less than non-indigenous women.** One third of Brazilian families are headed by women,

in 2009 to incorporate into the programme the dimension of racial discrimination affecting Brazilian black and indigenous women. http://www.onumulheres.org.br/wp-content/uploads/2016/04/proequidade_para-site.pdf

²¹⁷ EAMR 2018.

²¹⁸ Active with Brazil™ Brochure: <http://www.oecd.org/latin-america/Active-with-Brazil.pdf>

of which half are single-parent families. **Women also dedicate more than twice as much of their time to household care responsibilities than men** (25.3 hours per week by women vs 10.9 hours in the case of men). The Social, Racial and Gender Profile of the 500 largest companies and its affirmative actions - a survey conducted by Ethos Institute in Brazil - found that women make up only 11% of Administrative

It is worth noting that in Brazil **gender inequality is compounded with racial inequality**. As data from the national statistics institutions show intersectional inequalities persist in labour markets when one considers that still the main occupation among black women is household workers (17,7% as compared to non-black women (10%).²¹⁹

Discrimination of LGTBI persons is another challenge affecting the Brazilian agenda for equality and human rights. According to a recent study by the Centre for Talent Innovation, **61% of homosexual Brazilian workers said to have hidden their sexual orientation in the workplace**. Regarding transsexual and transgender individuals, there is still a barrier to access to professional qualification as a consequence of social prejudice and bullying. These limitations foster transgender and transsexuals to join the market of prostitution.²²⁰ Research from the Associação Nacional de Travestis e Transexuais (ANTRA) **indicates only 10% of transsexuals and transgender are integrated into the formal job market enjoying full labour rights**.²²¹

Source: Author's analysis based on cited sources.

Importantly, through the WIN-WIN programme, the EU has engaged with discriminatory norms affecting women in the business world and has also contributed to raising awareness on VAWG amongst companies who have signed the UN Women's Economic Empowerment Principles -WEPs. However, some important challenges remain, for example, how to engage with men from the corporate sector on work around existing discriminatory gender norms and masculinities.²²²

4.4.2.2 Access to economic resources

Evidence shows that the EU has contributed to the economic empowerment of women and men from a wide range of social groups (including indigenous, black women, youth, rural/urban and LTBTGI persons). Empowerment has been intersectional and has included both the economic and political dimension. This approach is consistent with the EUD's stated commitments in 2016 Gender Action Plan.

Efforts by the EUD also appear to have targeted poor women's economic empowerment at the micro level (grassroots) and in link with eradicating feminisation of poverty and fighting inequalities. The EUD has also supported mobilising around macro-level policy changes related to women's access to land, a key productive asset for women's economic empowerment. For example, the EU-funded project "*Black and working-class women, making roads, building rights*," targets poor and marginalised black women, working class women, and women descendants of slaves (Quilombolas).

One implementing partner stressed the key role played by EU support as it contributed to amplifying poor black women's voices and galvanising their capacity to claim their rights and produce changes in normative frameworks guaranteeing those rights. Thanks to EU funding, and in alliance with broader CSO and women's movements, including indigenous and rural women farmers, black women were able to advocate and campaign for enforcement of their right to land and territories. The process built upon a previous policy change which had been achieved in 2003, with a verdict by Federal Supreme Tribunal (STF) on the constitutionality of the rights through the decree 4887/2003 related to land titles for Quilombola women and men. More importantly, the EUD funding contributed to the creation of new women's organisations, such as the Coordenação Nacional de Articulação das Comunidades Negras Rurais Quilombolas,²²³ the black women's women of the Northeast, and the Network of Black Women in the Amazon.²²⁴

²¹⁹ IPEA, Mulheres e trabalho: breve análise 2004-2014. Available at: http://www.mtps.gov.br/images/Documentos/Noticias/Mulher_e_trabalho_marco_2016.pdf

²²⁰ Correio Braziliense (2016). Available at: http://www.correiobraziliense.com.br/app/noticia/cidades/2016/05/19/interna_cidadesdf,532619/comunidade-lgbt-busca-cada-vez-mais-montar-a-propria-empresa.shtml

²²¹ Correio Braziliense (2016). Ibid.

²²² Engagement with discriminatory norms affecting women in the business world has been done through work with Brazilian NGO PROMUNDO, working with ILO Brazil. See "Midterm Evaluation of Win-Win," op. cited p. 40.

²²³ <http://conaq.org.br/nossa-historia/>

²²⁴ Cf CRIS ref: 337437. Implementing CSO: Coordenadoria Ecumenica de Serviço. See FULANA's website at <https://redefulanas.com/sobre/>

The success of Brazil's poverty and inequality reduction policies during the period of President Lula da Silva has been widely acclaimed. Brazil today ranks as the fifth-largest population and seventh-largest economy in the world. Data from the Demographic Census suggest that, in 1970, only 18,5% of women were economically active. For the period 2004-2014, however, the rate of economically active women fluctuated, reaching the peak of 59% in 2005, later dropping to 56% in 2011, experiencing a slight recovery in 2014, when it reached 57%. Between 1980 and 2010, the percentage of employed women in the population increased from 26% to 44%. Formal jobs among women increased from 26.2% to 36%. The programme 'Individual Micro-entrepreneur' (MEI) enabled self-employed workers to be recognised as formal entrepreneurs, reaching 5,000,000 people by 2015. As a result, the number of women entrepreneurs increased 800% between 2009 and 2014.

In the international policy arena, Brazil and the EU have endorsed key women's rights frameworks, notably the Beijing Declaration and Platform for Action, the global call to action of the UN Secretary-General's High-Level Panel for Women's Economic Empowerment, and the 2030 Agenda for Sustainable Development, and the outcomes of G7 summits, including the G7 roadmap for a gender-responsive economic environment.

Source: OECD (2019): *Social Inclusion & Gender Analysis Brazil*; and OECD (2017): *Active with Brazil*

The EU has also supported women's economic empowerment indirectly, through larger programmes in key focal areas. For example, through a larger EU-project aiming at strengthening value chains and biodiversity in territories largely inhabited by indigenous and black persons, implementing CSO partner worked on empowering indigenous (Yanomani) women entrepreneurs in local value chains.²²⁵ The experience empowered women entrepreneurs, increasing their meaningful participation in local value chains through the sustainable use of native seeds (Babaçu). The project contributed to the recognition (by indigenous leaders and local authorities) of indigenous women as capable economic agents in local value chains.²²⁶ The 2017 external assessment of the CSO Roadmap for the period 2014-2017 provides further evidence of improvements in this area through projects funded within the CSO line. One case in point is the project "*Civil society organisations of the Northeast focusing on mechanisms of participation and social control for the implementation of public policies*". This project has been implemented in the states of Paraíba and Ceará collaborated with the qualification of representatives and leaders of 69 organisations and social movements for the elaboration of strategies political advocacy plans, through a specific methodology (Advocacy Cycle: 10 steps for Citizenship) aiming at ensuring the implementation of public policies for small producers, youth and women.²²⁷

Even though there is no evidence with regard to a formal strategy for women's economic empowerment at a more meso level (for ex. enhancing networks of women producers, traders, women as decision-makers in trade and financial policymaking, both at the national and local level), **it is worth noting that there have been attempts to do this through specific "flagship" programmes.** For example, though the EU-funded *Win-Win programme*, which is implemented by UN-Women and ILO. This programme is both national and regional in scope. In this framework, the EUD, in partnership with the International Coffee Women's Alliance, provided support to women coffee producers from Brazil, Costa Rica and Jamaica to access more business opportunities in countries of the LAC region and the EU. The same programme supported the actions of the Franco-Brazilian Chamber of Commerce in the region in the area of women's empowerment. Win-Win is also producing positive effects on increasing cooperation to expand women-led business and women entrepreneurs' export opportunities for women by, for instance, moving forward with an agreement with Redlbero that will allow women entrepreneurs to expand opportunities to export. More recently, the Win-Win programme has mobilised a wider range of stakeholders (including public and private actors, and women entrepreneurs) around the added value (both social and economic) of empowering women as entrepreneurs and as economic decision-makers (see good practice below). In the Brazilian context, this has resulted in the establishment of strategic partnerships with State public authorities in Bahia and Sao Paulo. In Bahia, the State Gender Machinery (the "Secretaria Estadual de Políticas para as Mulheres da Bahia") has started a partnership via UN Women, in the framework of the Win-Win programme. The Secretariat has been working on women's economic empowerment, especially women entrepreneurs from marginalised groups (black women seafood collectors, poor urban women households-heads, women survivors of SGBV starting-up a small business). It is expected that partnership through the Win-Win will strengthen government's capacity to implement policies aiming at women's economic agency and also at improving gender-responsiveness among local enterprises so that they become more supportive to women start-ups.²²⁸ Interview with two

²²⁵ Cf CRIS ref. 380059. Implementing partner ISA- Instituto Socioambiental.

²²⁶ CRIS ref. 380059 and interviews.

²²⁷ Cf. Roadmap of EU Engagement with Civil Society in Brazil. Assessment for the period 2014-2017, Vetor Consultoria, March 2019.

²²⁸ Source: interviews.

public officials from the Sao Paulo State Secretariat also show that through their recently established partnership with UN Women in the framework of the Win-Win Programme, the EU is contributing to mainstreaming women's empowerment in Chambers of Commerce and the Industry Federations. This was highlighted as a key strategic support by public authorities interviewed.²²⁹

This process of dialogue between the public and the private sector facilitated through the EU-funded Win-Win programme is also happening at regional level and is beginning to show some results. Concretely, it has contributed to the creation of cutting-edge data on the status of women entrepreneurship in the region.²³⁰ Linkages with the global level have been made through engagement with Global Initiative on Women's Empowerment Initiative (WEPIs) which has been endorsed by Chambers of Commerce, Industry and State bodies in Brazil and regionally.²³¹ It is worth reiterating that the EU's support to women as economic actors (trade and commerce) in Brazil is to be understood within a continuum which in Brazil began earlier than the period under review and was led by UN agencies (UN Women and ILO) through the "Gender, Race and Pro-Equity" Programme, implemented in partnership with GoB.²³² Furthermore, **support provided by the EUD shows awareness of the intersectional nature of economic empowerment. This is evidenced by its support to LGBTI entrepreneurship.** Additionally, this illustrates EU's awareness that notions such as 'female entrepreneurship' can exclude persons who do not conform to binary gender identities or heteronormative sexual options. Through support to LGTBI entrepreneurship, the EUD has actually implemented a transformative gender approach whose outcomes deserve better documentation and embedding into EU knowledge-management systems. On a broader policy level, this finding also reveals that the EU Action Plan GAP II could learn from the contextualised ways in which EUDs approach the gender dimension in non-binary ways (put differently, in a more transformative way).

Box 13 EU Support to LGBTI entrepreneurship in Brazil

Evidence gathered during desk review and field mission demonstrated the empowering effects of the support provided to LGTBI Groups:²³³

Achievements at the Output level:

- Entrepreneurship model based on needs and priorities of marginalised LGTB persons (target groups).
- Awareness raising activities targeting employers, companies and institutions (including training to public authorities, UN agencies and EUD).
- Intersectional analysis and indicators, as before they were gender binary (sex disaggregation as female/male; they included Trans indicators and also race/ethnicity).

Achievements at the Outcome level:

- Organisational shift: reinforcement of gender equality approach within the CSO-LGTBI implementing, to reinforce their sexual equality approach.
- Economic empowerment and emancipation of LGTBI persons through enhanced skills for business administration/resilience leading to economic agency and social recognition of their role as entrepreneurs.
- Progress in deconstructing the binarity of female/male in GEWE in the social mindset; more visibility/social/business acceptance of LGTB entrepreneurs.
- Women (esp. black women) better equipped to challenge machismo and racism in male-dominated sectors (ex. the civil construction market).
- Cross-alliance building with heteronormative feminist/women's networks.
- EU-funding was a bridge to build a partnership with the CEDIM/RJ (State Council on Women's Rights). This had never happened before.

Source: Author's analysis based on documentation and interviews.

²²⁹ Source: interviews.

²³⁰ Source: interviews.

²³¹ Cf. <https://weps-gapanalysis.org/about-the-weps/>

²³² Cf. Programa Pro-Equidade de Genero e Raca, op. Cited.

²³³ Cf. Project "Combater a discriminação e aliviando a situação de pobreza das pessoas LGBTI no Brasil (2014)." Cris-348101. Sources for this good practice: field interview with 2 Micro Rainbow local Staff (Manager and Project Coordinator); EUD-funded publication titled: "Empreendedorismo LGTB: Histórias de empoderamento socioeconômico no Rio de Janeiro entre 2015-2017;" downloadable from: <https://mrifoundation.global/wp-content/uploads/2017/08/MRI-Empreen-Dedorismo-LGBT.pdf>

4.4.2.3 Enabling technology

Evidence from desk review confirms that ICT has not been a strong angle of support in GEWE EUD funding and that a modest increase has been achieved in more recent years.

The few interventions found show that the EUD has considered enabling technologies in the sector of income-generation projects for women in the social and solidarity economy and LGBTI entrepreneurship.²³⁴ Evidence collected during field missions delivers a much clearer picture of ICT aspects of GEWE which have been supported by the EUD. For example, the EUD has supported interventions aiming at boosting income-generation of marginalised social groups (poor rural women, black women and LGTBI youth), where a component of improved access to technologies has at times been included (for example online crowdfunding for LGBTI entrepreneurship).²³⁵ The EUD has also provided support to indigenous women and women fishers to use ICT as a tool for their economic empowerment.²³⁶

4.4.2.4 Sustainability

EU's approach to sustainability is strongly linked to a concern for diversity and multiple discriminations (intersectionality). The EUD's approach to diversity and intersectionality does not only mirror the heterogeneity of Brazilian population and the multiple discriminations affecting the realisation of *de facto* equality, but also ensures increased ownership of EU funding by a wider range of beneficiaries on the ground. Significantly, EU's tackling the intersectional dimension of gender discrimination has broader policy relevance. In fact, it is in line with EU Council Conclusions to 2017 GAP Reporting and also with SDG2030 agenda of leaving no one behind. Additionally, support to these events appear to have facilitated spaces for enhanced collaboration with Brazilian public authorities and other governments from the region, including Guatemala Jamaica, Brazilian CSOs and multilateral organisations (UNICEF, UN Women).²³⁷ Field interviews with CSO interlocutors working on the economic empowerment of LGTBI groups, including women's organisations, stressed that sustainability of EU funding has been ensured by ownership of the actions, commitment of the target groups and their own capacity to generate income through crowdfunding and promoting LGTBI entrepreneurship.²³⁸

4.5 Main findings - Institutional culture shift at EUD/embassy level

4.5.1 Leadership and accountability (EQ2)

4.5.1.1 Leadership

Senior gender championship becomes more visible following the adoption of the Gender Action Plan in 2016, however, there is no formal gender championship system in place, and senior gender championship has been of an *ad hoc* nature.

Desk study documentation suggests that leadership and championship at the EUD has remained at an informal level. Moreover, the degree of engagement is often dependant on the personal commitment of individual EUD staff or higher levels of EUD diplomatic representation. Evidence leads to assume that mainstreaming of GEWE issues has been done in an *ad hoc* fashion, but that the formal appointment of a senior gender champion is still a pending issue at the EUD. Interviews from the field mission confirmed the desk findings above mentioned. Indeed, **there is so far no formal gender champion system as such but several *ad hoc* efforts to mainstream GEWE.** Evidence provided by EUD staff and two MS confirmed that GAP II gave a sense of direction and purpose. However, GEWE efforts have not been systematic due to limitations in resources and time availability. As regards institutional improvements, **there is a gender balance in decision-making positions.**

²³⁴ See CRIS-379685, and CRIS-348101 and CRIS-328885 for an example of ICT support to LGBTI entrepreneurship.

²³⁵ Source: interviews.

²³⁶ Source: interviews.

²³⁷ Action 'Apoio à relatoria e publicação dos resultados do II Seminário Internacional de Empoderamento de Meninas' (c-353312) also included addressing the issue of the human rights of women affected by HIV in Jamaica. This is evidence of the regional scope of EUD interventions in Brazil and the added value of the sub-regional hub as a strategic space for replication of good practices.

²³⁸ Source: interviews.

Table 9 Gender balance in EUD Brazil staffing

Seniority level	Gender distribution
Staffing	Parity 50%-50% among EUD international staff, and more women than men among EUD local staff.
High level management	HoD (man); Deputy HoD (woman).
Heads of Sections	4 women (FPI, Political, Finance, Contracts & Audit, Admin.); 5 Men HoS: Trade, CNECT, Multi-DG (1 person only), S&T, Cooperation).

Source: Author's elaboration based on interviews.

As regards availability of gender expertise, there is one GFP formally appointed. Her functions are established in her job description, but no additional working hours are allocated for the function and no additional resources are granted. There is also one GFP at the FPI, dealing with key issues such as promotion of women's entrepreneurship and women's economic empowerment/leadership, even though this appointment has not been formalised.

4.5.1.2 Technical expertise

Technical expertise at the EUD shows levels of informality, with modest efforts to develop GEWE technical expertise and ownership of the topic among staff other than GFPs. Further efforts are needed to enhance GEWE-related technical capacities of EUD staff, especially to mainstream gender and intersectionality issues in challenging areas.

At EUD level, gender experts have been contracted within the framework of GAPII. This has led to some kind of on-the-job training. In the framework of the EU GAPII requirements, the FPI has funded two Gender Facilities and new joint (IcSP/PI) Gender, Age and Diversity Facility is ongoing. All FPI Facilities have included gender mainstreaming training, GEWE ad hoc technical assistance and thematic Guidance Notes. Even though they have been managed from Brussels, Gender Facilities have included Regional Teams Americas and Asia-Pacific, based in Brasilia and Bangkok respectively.

Field interviewees confirmed that there has been some sporadic training to build GEWE capacity within the EUD staff, but there is a general perception among staff that more GEWE training is necessary in more specialised themes (ex. trade, Digitalisation) and challenging thematic areas (industry, artificial intelligence, defence and security, mobility, circular economy, digitalisation, innovation and Science & Technology). Staff also highlighted the need to create spaces for team building on how to develop a gender-sensitive institutional culture in daily practice (including language and terminology). In a similar way, EUD staff stressed the need for a more gender-responsive M&E system; more spaces for systematic knowledge-sharing to enhance internal GEWE expertise across EUD sector.

4.6 Annex

4.6.1 List of persons consulted

Organisation	Position
A Coordenadoria Ecumênica de Serviço	Project and training manager
A Coordenadoria Ecumênica de Serviço	Project Assistant
Belgium Embassy in Brazil	1st Secretary
Coletivo 8 de março	Coordinator of the technical team
Confederação Nacional de Municípios - CNM	Project Technical Coordinator
Embassy of France in Brazil	Technical cooperation attaché/ gender focal point
EUD Brazil	Cooperation Section
EUD Brazil	Gender Focal Point
EUD Brazil	Head of Sector PI
EUD Brazil	Head of Sector Trade
EUD Brazil	HoD, Ambassador
EUD Brazil	HoS - Other Policies Sector
EUD Brazil	International Cooperation Assistant
EUD Brazil	Political Attachée
EUD Brazil	Project Manager - Cooperation Section
EUD to Brazil	In charge of Eurosocietal activities
EUROSOCIAL	Eurosocietal+ Gender Equality Area Coordinator

FIIAPP	Director EUROsociAL+ programme
ILO - Oficina Regional para América Latina y el Caribe	Regional Coordinator of the Win-Win Program
ILO Brazil	Technical Officer in Fundamental Principles and Rights, Supervisor of the Fundamental Principles and Rights Unit
Instituto Socioambiental	Coordinator of the Socio-environmental Rights Program and Policy
Micro rainbow Brazil	Project Coordinator
Micro rainbow Brazil	Project Manager
Programa Tem Saída - Secretaria de Desenvolvimento Econômico	Technical Advisor
Secretaria Estadual de Políticas para as Mulheres da Bahia	Secretary of State for Women's Policies
SOS Corpo	Coordinator - Education
The Netherlands Embassy in Brazil	Policy Officer For Politics; Public Diplomacy And Culture
UN Women Brazil	Regional Manager of the Win-Win Program
We World	Country Director

4.6.2 List of targeted contracts (out of temporal scope)

Table 10 GEWE-targeted contracts in Brazil (out of temporal scope)

<i>Intervention title (short title)</i>	<i>Contract year</i>	<i>Cris ref.</i>	<i>Contracting party</i>	<i>Planned amount</i>
IcSP&IfS				
Trabalhadoras informais ambulantes na cidade de São Paulo protagonistas no enfrentamento às violências e exercitando os seus direitos	2013	c-328847	Christian aid	EUR 290,000
Municípios seguros e livres de violência contra as mulheres	2013	c-328885	Confederacao nacional de municipios associacao privada	EUR 268,744
Mulheres tecendo redes pelo fim da violência	2013	c-328901	Sos corpo - instituto feminista para a democracia associacao	EUR 300,000
Cooperárvore e as mulheres de Jardim Teresópolis: promoção da paz e protagonismo feminino	2013	c-335306	Fondazione avsi	EUR 285,090

4.6.2.1 List of documents

4.6.2.1.1 EU Strategy Programming

- European Commission (2007): Brazil: Country Strategy Paper (2007-2013)
- European Council (2008): Brazil-European Union Strategic Partnership: Joint Action Plan 2009-2011
- European Council (2011): Brazil-European Union Strategic Partnership: Joint Action Plan 2012-2014
- European Union (2014): EU Country Roadmap for Engagement with Civil Society in Brazil 2014-2017

4.6.2.1.2 EU Reporting

- EU Delegation to Brazil (2011): External Assistance Management Report (EAMR)
- EU Delegation to Brazil (2012): External Assistance Management Report (EAMR)
- EU Delegation to Brazil (2013): External Assistance Management Report (EAMR)
- EU Delegation to Brazil (2014): External Assistance Management Report (EAMR)
- EU Delegation to Brazil (2015): External Assistance Management Report (EAMR)
- EU Delegation to Brazil (2016): External Assistance Management Report (EAMR)
- EU Delegation to Brazil (2017): External Assistance Management Report (EAMR)

- EU Delegation to Brazil (2018): External Assistance Management Report (EAMR)
- European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries - Brazil
- European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries – Brazil
- European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries – Brazil

4.6.2.1.3 *Project documentation*

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions in Table 6 and Table 7.

4.6.2.1.4 *Gender-specific studies*

- Correio Braziliense (2016): Empreendedorismo como opção de mercado de trabalho para transexuais
- EU (2016): Gender Action Plan Brazil
- European Delegation to Brazil (2016): Final Gender Analysis Brazil (draft).
- Observatório de Gênero (2015): Enfrentamento de todas as formas de violência contra as mulheres
- OECD (2019): Social Inclusion & Gender Analysis Brazil
- Secretaria de Políticas para as Mulheres – Presidência da República (2013): “Plano Nacional de Políticas para as Mulheres (2013-2015)”

4.6.2.1.5 *Other*

- European External Action Service (2019): The EU and Brazil held their 8th High Level Dialogue on Human Rights
- Facultad Latinoamericana de Ciencias Sociales (2015): Mapa da Violência
- Grupo Gay da Bahia (2016): Assassinato de LGBT no Brasil: Relatório 2015
- Institute for Applied Economic Research (IPEA) (2019): Atlas da violência in Brazil
- Instituto Ethos (2018): ONU lança iniciativa para igualdade de gênero nas empresas da América Latina
- Mercosur (2019): Acuerdo de Asociación Estratégica Mercosur-UE
- OECD (2017): “Active with Brazil”

5 Country case study: Chad

5.1 Introduction

5.1.1 Context

A landlocked Sahelian country in central Africa, Chad has a complex and volatile economic and security context. The country grapples with challenges associated with conflicts in bordering countries as well as the impacts of climate change, which is exacerbating desertification and the drying up of Lake Chad. President Idriss Deby Itno and his party, the Patriotic Salvation Movement, have dominated Chadian politics since ascending to power in December 1990. The 1996 Constitution was revised in 2005. A new Constitution came into effect on May 4, 2018 that created a 4th Republic and further consolidated power in the Presidency.

The Constitution of Chad recognises that “Chadians of both sexes have the same rights and the same duties” (article 13) and that the State “has the duty to see to the elimination of all the forms of discrimination with regard to women and to assure the protection of their rights in all the domains of private and public life” (article 14). However, Chad ranks very low in all existing global gender indexes²³⁹. The widespread insecurity in some parts of the country have severe consequences for women. Women face widespread discrimination and violence. Female genital mutilation, while illegal, is still widely practiced. Highly traditional and patriarchal, the Chadian society assigns very different role to girls and boys from very early on. The Civil Code states that the husband is the head of the household (art. 213) and that it is for the husband to decide where the family lives (art. 215). More generally, customary and religious law in some cases discriminate against women in the areas of marriage and family relations, specifically with regard to inheritance, property, polygamy, legal age of marriage and child custody.²⁴⁰

The national authorities have been promoting GEWE in the context of its national development strategies²⁴¹. A National Policy on Gender was developed in 2011, initially covering the period 2011-2020, but eventually updated in 2016 and adopted in 2017. A related Action Plan (« Plan d'Action quinquennal pour la mise en œuvre de la Politique Nationale Genre – PA-PNG ») was formally adopted in 2018 with the support from the EUD. Chad has signed and ratified the Convention on the Elimination of All Forms of Discrimination against Women, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, the Convention on the Rights of the Child.

The Ministry of Women²⁴² is tasked with coordinating the government’s response in terms of gender equality, incl. coordinating the implementation and monitoring of all gender-related policies as well as advocacy and awareness-raising activities. It is expected that the Ministry collaborates with other ministerial focal points on gender, civil society organisations and technical and financial partners. While the Ministry of Women is a key figure among national institutions for the promotion of GEWE, other institutions such as the General Secretary of the Government (SGG), the Ministry of Economy and Planification, and the Ministry of Justice have played an important role in this area. At the local level, regional delegations are tasked with the coordination, follow-up and monitoring of policies and action for the promotion of women.

5.1.2 Overview of the EU cooperation

The cooperation between the EU and Chad takes place in the context of the ACP-EU Partnership Agreement, signed in Cotonou in June 2000. Programming is based on Multi-annual indicative programme (MIP). Two strategic objectives were identified in the MIP 2008-2013: good central and local governance and transport infrastructure and rural economic development. The MIP 2014-2020 which concentrated on three focal sectors: food security, nutrition and rural development, sustainable management of natural resources, consolidation of the rule of law. Table 11 below summarizes these main areas of cooperation and the related planned NIP allocations.

²³⁹ Chad is 100th out of the 120 ranked in the 2019 OECD Social Institutions and Gender Index (SIGI), see <https://www.genderindex.org>, and 160th out of the 162 ranked in the 2018 UN Gender Inequality Index (GII), see: http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/TCD.pdf.

²⁴⁰ UN Human Rights Council (2018): Chad Mission report of the Working Group on Women discrimination.

²⁴¹ The Plan covered various cycles – e.g., 2008-2011, 2012-2015, 2017-2021 – and was previously called “Stratégie nationale de croissance pour la réduction de la pauvreté – SNCRP”. See also <http://documents.worldbank.org/curated/en/695771553060696757/pdf/135428-19-3-2019-15-18-22-PlanNationaleDeDeveloppementPND.pdf>.

²⁴² Now “Ministère de la Femme, de la Protection de la Petite Enfance et de la Solidarité Nationale”, previously “Ministère de la Femme, de l'Action Sociale et de la Solidarité Nationale” and “Ministère de la Santé Publique, l'Action Sociale et de la Solidarité Nationale (MSP-ASSN)”.

Table 11 Overview of 10th & 11th EDF initial NIP allocations - Chad

	10 th EDF (2008-2013)	11 th EDF (2014-2020)
Sector 1	Bonne gouvernance centrale et locale EUR 80 million	Sécurité alimentaire, nutrition et développement rural EUR 297 million
Sector 2	Infrastructures de transport et développement économique rural EUR 140 million	Gestion durable des ressources naturelles EUR 53 million
Sector 3	n/a	Consolidation de l'état de droit EUR 65 million
Support measures / Non-focal sectors	Santé, Appui à l'Ordonnateur National et Facilité de coopération technique EUR 18 million	Appui à la société civile et Technical Cooperation Facility EUR 27 million
Total	EUR 299 million	EUR 442 million

Source: 10th and 11th EDF CSPs/NIPs.

The evaluation team identified several EU-funded gender-targeted interventions in Chad. In particular, several grants targeting GEWE have been provided in the context of Call for Proposals (CfP) launched through EU thematic instruments such as the EIDHR – see Table 12 below.

Table 12 GEWE-targeted contracts in Chad (Thematic programme)

Domain	Intervention title (short title ²⁴³)	Contract year	CRIS ref.	Contracting party	Planned amount
EIDHR	Several grants were funded under various calls for proposals (CfP)				
	2014 AAP (Annual Action Plan)				
	Briser le <u>silence</u> face aux violences et discriminations faites aux jeunes filles	2015	c-367142	A.c.o.r.d lbg	EUR 297,946
	Centre d'Ecoute et d'Hébergement des Femmes : Ouverture et Conscientisation pour la Lutte Contre les <u>Discriminations</u>	2015	c-360676	Association union des femmes pour la paix	EUR 258,268
	Programme d'Assistance et d'accès au <u>Droit</u> pour les Enfants et les Femmes (PADEF)	2015	c-360723	Avocats sans frontières France association	EUR 300,000
	2016 CBSS (Country Based Support Schemes)				
	Protection de l'enfance et promotion des droits de l'enfant et réduction des <u>VBG</u> au Tchad	2017	c-384058	Coopi - cooperazione internazionale fondazione	EUR 475,000
	2017 CBSS (Country Based Support Schemes)				
	Halte aux <u>violences</u> faites aux jeunes filles et femmes et la participation de celles-ci dans la vie économique, sociale et publique	2017	c-384061	Association des jeunes pour le renouveau et le progres du salamat	EUR 358,387
	Promotion de la citoyenneté, de la cohabitation <u>pacifique</u> , des droits de l'homme et des droits des femmes, à N'Djamena et Moundou	2017	c-385972	Association Essor	EUR 466,000

²⁴³ A short title is used in the case study to refer to this intervention.

Domain	Intervention title (short title ²⁴³)	Contract year	CRIS ref.	Contracting party	Planned amount
FOOD					
	Femmes, adaptation au changement climatique, eau et résilience' dans la région sahéenne du Wadi Fira	2014	c-353273	CARE osterreich	EUR 1.5 million
	Support women producers of local fortified foods in Chad for children between 6 and 23 months	2016	c-380041	World Food Programme	EUR 1.5 million
HUM					
2017 CfP Promotion of Gender Equality					
	Le défi de la crise oublié au Tchad : les organisations de la société civile luttent contre les violences de genre	2018	c-400608	Fondazione Acra	EUR 5.2 million

Source: Authors' GEWE-targeted interventions inventory

Some interventions were also funded by the EDF (geographic) instrument. Table 13 contains a detailed list of GEWE targeted interventions financed through the EDF.

Table 13 GEWE-targeted contracts in Chad (EDF)

Intervention title (short title ²⁴⁴)	Contract year	CRIS ref.	Contracting party	Planned amount
Projet d'appui à la sécurité alimentaire et à la protection des moyens d'existence des hommes, femmes, filles et garçons vulnérables des régions du Barh El Gazal au Tchad (ECHO)	2015	c-364983	Fundacion Oxfam Intermon	EUR 2 million
Providing preventive targeted nutrition assistance to young children and women affected by the El-Nino phenomenon in the Sahelian belt of Chad while ensuring the capacity development of national institutions and partners	2016	c-374023	World food programme	EUR 8.9 million
Analyse genre	2016	c-374433	ARS progetti spa	EUR 48,580

There are also contracts explicitly targeting GEWE in the context of broader sector programmes – see Table 14 below.

Table 14 Components of sector programmes focusing on GEWE (EDF) - Chad

Intervention title (short title)	Contract year	Cris ref.	Contracting party	Planned amount
Appui à la politique sectorielle des transports (This intervention includes the following components/contracts)				
Projet FET : femmes- eau- terre -a biltine	2014	c-334320	CARE Osterreich	EUR 586,723
Appui à la politique sectorielle des transports (This intervention includes the following components/contracts)				
Projet d'appui à la sécurité des conditions de vie et des moyens d'existence des femmes des groupements ruraux le long de l'axe bitumé de la route Sarh kyabé, région moyen Chari, départements de barh koh et du Lac Iro	2014	c-353856	CARE France	EUR 297,000
Renforcement des moyens d'existence durables pour l'autopromotion des femmes riveraines de l'axe Sarh kyabé, départements de barh koh et du lac iro(cantons kokaga, banda, kotongoro marabé, bagoula, kyabé	2014	c-353855	Cellule de liaison et d'informations des associations feminines associaation	EUR 207,356
Projet d'appui à la justice au Tchad- Phase 2 (PRAJUST 2) (This intervention includes the following components/contracts)				
Appui à l'amélioration de la protection juridique des femmes et des filles contre toute forme de violence basée sur le genre dans le Guéra et la Tandjilé-Ouest	2018	c-401012	A.c.o.r.d (association de cooperation et de recherche pour le developpement) lbg	EUR 250,000

²⁴⁴ A short title is used in the case study to refer to this intervention.

<i>Intervention title (short title)</i>	<i>Contract year</i>	<i>Cris ref.</i>	<i>Contracting party</i>	<i>Planned amount</i>
Justice pour les femmes	2018	c-401067	Association union des femmes pour la paix	EUR 197,172
Appui à l'élaboration participative et inclusive du plan d'action de la politique nationale Genre	2018	c-399847	ICE eeig	EUR 99,940

Chad has also benefitted from EU-funded regional programmes as illustrated in the table below.

<i>Intervention title (short title)</i>	<i>Contract year</i>	<i>Cris ref.</i>	<i>Contracting party</i>	<i>Planned amount</i>
HUM 2017 CfP Promotion of Gender Equality				
Breaking Barriers. Act Now: For Women and Girls in Forgotten Crisis	2018	c-400607	International Planned Parenthood Federation (Africa Region)	EUR 6 million

5.1.3 Focus of the case study

Although the case study covers the whole EU support to GEWE, the analysis of outcomes puts a specific focus on the areas of violence against women, access to justice and voice and participation.

In addition, gender mainstreaming has also been examined in more detail in the fields of security reform, rural development, and food and nutrition security, since these are major sectors of EU's cooperation with the country.

5.2 Main findings – Summary: Chad

1. Despite weaknesses in the national statistical systems, there is a rich body of evidence on GEWE in Chad available for EU staff; the EU has partly contributed to this. However, EU staff referred to gender evidence only in ad hoc basis and the use of the EU-funded 2017 gender analysis has been limited so far.
2. Overall, only one third of the EU portfolio in Chad has been gender-sensitive (marked as G1 or G2 using the OECD DAC policy markers). While initial programming documents of the ongoing multi-annual financial framework have not applied a gender sensitive lens, there have been attempts to strengthen the gender dimension in the design of individual projects in recent years.
3. The EU and some EU MS active in the area of GEWE have developed a specific country-level Gender Action Plan for Chad; while it supported information sharing, it didn't translate into a clear common vision on the most critical transformative areas and levels of interventions to be addressed nor did it fully serve as a framework for joint strategic planning and monitoring of European efforts in this area.
4. The EU and EU MS have been active at various levels (e.g., support to normative aspects at national level, general advocacy activities, actions at the local level); however, the synergies between all these actions have been limited and there has been insufficient attention paid to pull factors which could foster these synergies.
5. Overall 'gender capacity' remains limited within the EUD, despite the presence a few committed staff. Capacity has been strategically enhanced through the mobilisation of ad hoc expertise during e.g., formulation of new programmes.
6. While, some middle or senior managers were committed to enhancing internal mechanisms related to GEWE, overall EU leadership on GEWE has fluctuated during the period under review, which is only partly explained by a not-conducive political environment in the country in the first years under review.
7. There is an overall lack of coordination between development partners in Chad in the area of GEWE; however, EU made clear efforts to enhance coordination between all stakeholders (incl. national authorities and CSOs) in the context of its recent support to the implementation of the Gender National Strategy.
8. The EU has used a diversity of financing instruments to support GEWE, with some examples of synergies between them. In terms of modalities, EU support to GEWE was mostly provided through a project approach. In terms of funding channels, there was a strong focus on CSOs, with recent attempts to increase funding channelled through grass-root organisations. The lack capacity within public institutions contributed to low ownership of EU support to GEWE by national authorities.
9. Despite a few positive cases and engagement in some advocacy activities by senior management, gender mainstreaming in non-spending actions has been limited; the integration of GEWE in policy dialogue was hampered by the overall weakness of bilateral dialogue.
10. There has been some progress in strengthening the national policy and legal framework related to VAWG, partly thanks to EU support, but challenges remain substantial. The EU has also been very active in responding to weaknesses in the judicial system and barriers to access justice; despite some positive initiatives in terms of awareness raising supported by the EU at the local level, Chadian women still face enormous challenges to claim their rights.
11. Although some progress has been made, women in Chad are still significantly underrepresented in all areas of political and public life; there have been some recent attempts by the EU to support initiatives which address this issue and several actions implemented at the local level aimed at changing social norms. However, the EU has not supported broad interventions aiming at combatting discriminatory social norms (nor has any other development partner so far).
12. There is no formal system in place to systematically monitor the effects of EU support to GEWE in Chad.

5.3 Main findings - Design and implementation approach

5.3.1 Gender mainstreaming (EQ3)

5.3.1.1 Gender analysis

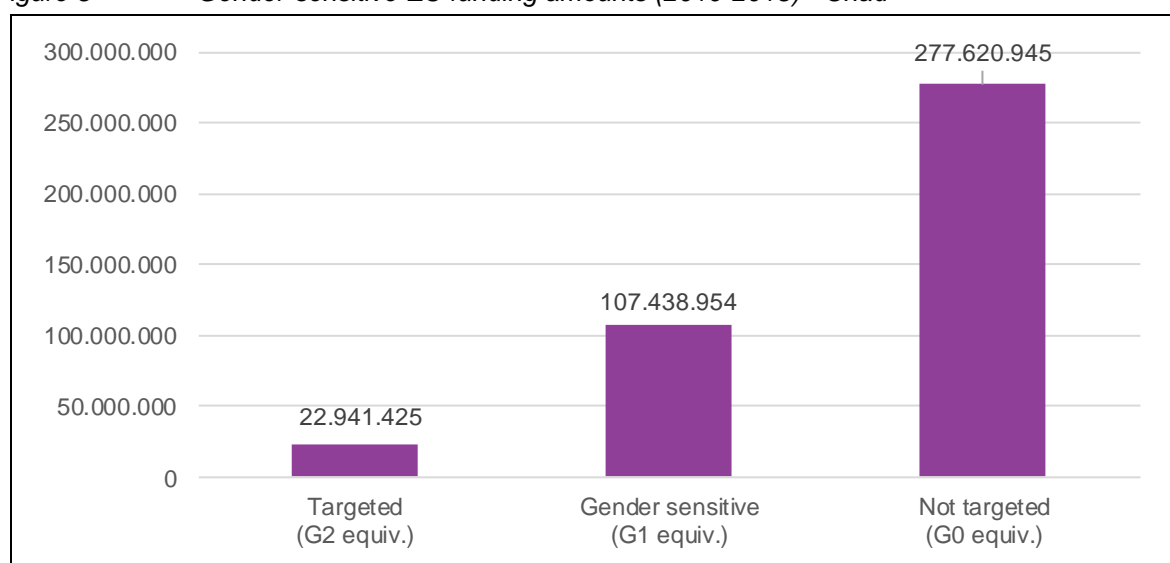
Despite weaknesses in the national statistical systems, there is a rich body of evidence on GEWE in Chad available for EU staff; the EU has partly contributed to this. While detailed analyses don't exist in all sectors, general gender-related issues facing Chad have been documented in multiple studies over the last decade and some of the most important needs and challenges in the area of GEWE are clearly identified in the national policy and strategy documents such as the National Gender Policy (PNG) developed in 2011, updated in 2016 and adopted in 2017. In the wake of the adoption of GAP II at EU level, the EU commissioned a large 'gender analysis' focussing on Chad in 2016. It followed a process which involved most EUD staff. Finalised in 2017, the study entailed an external dimension focussing on analysing GEWE in the main sectors of EU cooperation and an internal one focussing on the gender mainstreaming in EU support including its institutional environment. Light gender 'profiles' were produced by AFD/France before the EU gender analysis (e.g., 2015, 2016). In more recent years, sectoral gender analyses were produced by other development partners (e.g., FAO produced a Gender profile in the Agriculture and Rural Development sectors in 2018) and a detailed report on discrimination against women was carried out by the UN's Human Rights Council in 2018. The Swiss cooperation recently started to work with the Ministry of Women on UNSCR 1325, with the objective to design a national plan on Women, Peace and Security (WPS).

However, EU staff referred to gender evidence only on an ad hoc basis and the use of the EU-funded 2017 gender analysis has been limited so far. In EU programming documents (e.g., NIP 2014-2020), gender-related issues are absent from problem analyses and there are only very few references to GEWE. In the action documents finalized after 2017 and reviewed by the team, there is no reference to the quite comprehensive EU-funded 2017 gender analysis. In general, elements of project design focussing on GEWE make only general references to gender analyses. While several logframes include sex-disaggregated indicators, there is little evidence that they were actually monitored. The absence of sound national statistical systems may partly explain this shortcoming.

5.3.1.2 Mainstreaming in spending actions

Overall, only one third of the EU portfolio in Chad has been 'gender-sensitive'. According to the team's analysis of CRIS data covering the period 2014-2018, around 32% of the EU-funded interventions (all instruments) in Chad were gender-sensitive (i.e. targeted or marked G1 by the EU staff) – see Figure 5²⁴⁵ below.

Figure 5 Gender-sensitive EU funding amounts (2010-2018) - Chad



Source: Authors' calculation based on CRIS data.

The review of some action documents of interventions not marked as G2 and launched in recent years shows that there are still some inconsistencies in the way gender markers are applied. For instance, the EDF-financed FORMA-NUT programme focusses on the nutrition sector and contains a clear dimension

²⁴⁵ The amounts do not include funds related to regional interventions or projects launched in 2019.

related to GEWE. However, it was marked as gender-blind (G0). Moreover, the review of project documentation of interventions marked as G1 shows a tendency to reduce gender mainstreaming to paying attention to women and girls as specific target groups of EU support. This was the case in some interventions focussing on basic services and food security and nutrition.

While programming documents have not applied a gender sensitive lens, there have been attempts to strengthen the gender dimension in the design of individual projects in recent years.

The 2017 Gender analysis underlines that, although gender had somewhat been mainstreamed in a few interventions, the programming document MIP 2014-2020 suffers from a lack of gender analysis and perspective. GBV-related issues are regularly addressed as part of the PRAJUST 2 project, implemented with the Ministry of Justice. The 2017 and 2018 GAP II reporting of the EUD highlight an increasing awareness on the importance of gender mainstreaming in the EU cooperation. The 2018 EAMR recognises that: *“As part of the Delegation’s « gender » strategy, it is clearly foreseen that each new project will be screened as early as the identification phase and at the logical framework level, to ensure a gender perspective is present”*.

However, obstacles to gender mainstreaming appear to persist within the EUD. There is no evidence of gender mainstreaming in the General Budget Support programmes implemented during the period under review. The 2017 Gender analysis recommended reviewing the logical framework and the strength the gender dimension of major interventions such as PRAJUST 2 (justice), PAASIT (security sector) and SAN (nutrition). Yet, changes were only performed in the case of PRAJUST 2. It appears that EUD staff and the Chadian partners don’t see the need of these changes as a high priority. Similarly, while the budget support technical assistance had planned trainings on gender-responsive budgeting in 2019 (source: 2018 EAMR), it seems that the training has been postponed to 2020.

The EU and EU MS have identified clear GAP II priorities for their cooperation with Chad, but it didn’t translate into a clear common vision on the most critical levels of interventions and joint efforts on a few transformative areas. An EU Gender Action Plan for Chad was developed in 2016 and updated in 2018. However, linkages between EU and EU MS interventions/sectors of cooperation remain limited. The EU country level GAP was more used for reporting than for joint planning purposes. This is partly explained by the fact EU and EU MS programming was already well advanced when the GAP was launched.

5.3.1.3 Mainstreaming in non-spending actions

Despite a few positive cases, the gender mainstreaming in non-spending actions has been limited; the integration of GEWE in political dialogue was hampered by the overall weakness of the political dialogue in recent years.

GEWE received increased attention at political level in Chad in recent years. The EU has responded positively to this evolution by offering its support to national authorities to facilitate the implementation of its commitment in this area. There is evidence of exchange on GEWE issues at the highest level (i.e. between the Head of Delegation and top Chadian officials, including the First lady) in recent years.

The EUD is also actively engaged in dialogues with CSOs and more specifically women’s organisations (2017 GAP II reporting).

There have also been attempts to keep a lively dialogue on GEWE issues among European actors present in Chad as illustrated by the development of the EU country level GAP.

5.3.2 Instruments and modalities (EQ6)

5.3.2.1 Choice of financing instruments

The EU has used a diversity of instruments to support GEWE in Chad, with some examples of synergies between them. In the documents reviewed, there is no discussion on the comparative advantages of the various EU instruments used to support GEWE in Chad. While a few recent GEWE-targeted interventions were launched under the global DCI-GPGC thematic programme focussing on gender equality, GEWE-targeted interventions have been mainly financed by the thematic instrument EIDHR and the EDF (the geographic instrument for bilateral cooperation). The majority of EIDHR interventions have focussed on SGBV.

Grant mechanisms established in the context of major sector programmes funded through the EDF such as PRAJUST 2 in the justice sector have allowed to ensure some continuity with EIDHR in the support provided to CSOs active in the area of SGBV. Other instruments (CSO&LA, DCI-FOOD) used for GEWE-targeted support covered CSO interventions in areas such as rural development, food security and nutrition. However, in these areas, there is no evidence that the interventions have been designed so as to achieve synergies with other EU interventions such as the ones financed through the EDF.

5.3.2.2 Choice of modalities and funding channels

EU support to GEWE was mostly provided through a project approach. Although general budget support ('State Building Contract') was provided to Chad during the period under review, the budget support modality was not extensively used due to weaknesses in national procedures/ PFM system.

In terms of funding channels, there was a strong focus on CSOs, with recent attempts to increase funding channelled through grass-root organisations. Although not explicit in the documents reviewed, the heavy reliance on CSO to provide GEWE-targeted support is justified by: i) the type of funding instruments used (mostly EIDHR, thematic programme on food and nutrition security and, more recently, GPGC thematic programme on gender equality); ii) the weaknesses of public institutions which results on reliance on CSO to provide basic services in critical GEWE areas (e.g., redress to victims of SGBV). As illustrated by the support provided to the NGO A.C.O.R.D., there have been efforts to maintain a continuous support to a stable local network of NGOs.

It appears that grass-root organisations often lack the minimum managerial and operational capacities which would allow them to meet the requirements of EU funding at both grant application and implementation/reporting level. In recent years, there have been some efforts by the EU to finance activities carried out by grass-root organisations. For instance, the DCI-funded project '*Le défi de la crise oublié au Tchad: les organisations de la société civile luttent contre les violences de genre*' (c-400608) targets several hundreds of local members of the CELIAF network²⁴⁶ in six regions of the country²⁴⁷.

The lack of capacity within public institutions and the lack of sectorial approach means that **ownership of EU support to GEWE in Chad remains limited.**

5.3.2.3 Monitoring, evaluation and learning

Overall, the GEWE-related dimension of the results-frameworks underpinning the EU support in Chad has been weak. This reflects the overall weak gender mainstreaming in the EU portfolio. As highlighted in the 2017 Gender Analysis, the use of sex-disaggregated data is still limited in the logframes of several interventions. Even in some GEWE-targeted interventions (e.g., EIDHR project 'Briser le silence face aux violences et discriminations faites aux jeunes filles' / c-367142), some indicators used are not sex-disaggregated although they could easily be. However, overall, it should be noted that there have been efforts to strengthen the 'results-orientation' of the interventions by including clear outcome level indicators in their results-framework. A major obstacle to this remains the poor availability and quality of data produced in the area of GEWE at national level.

Several GEWE-targeted interventions have been monitored through the ROM mechanism during the period under review. However, in 2018, out of 10 ROM missions covering a gender sensitive (G1) and gender blind (G0) interventions, none have included recommendations on GEWE. This was partially explained by the format of the questions used for ROM assessments, which until recently didn't put a strong emphasis on GEWE issues.

There is no formal system in place to systematically monitor the effects of EU support to GEWE in Chad. The part on outcome indicators in the country level GAP II action plan developed by the EU and EU MS remains largely incomplete. Baseline values and targets have been established only for a few of the indicators and there is no evidence that these indicators were actually monitored. It is important to highlight that EU MSs active in GEWE in Chad appear to be little engaged in the development of this action plan and, overall, resources allocated by the EU and EU MS to such monitoring activities has been limited. In particular, the GFP at the EUD has little time available for such activities as she is in charge of the implementation of large EDF-funded projects and is already carrying out various GEWE-related internal tasks (coordination between DPs and with national stakeholders, support to gender mainstreaming, GAP II reporting, etc.).

5.3.3 Coordination and EU added value (EQ4)

5.3.3.1 Complementarity

The EU and some EU MS active in the area GEWE have developed a GAP for Chad; while it supported information sharing, it didn't serve as a framework for strategic planning or monitoring of European efforts in this area. No coordination mechanism has been established between donors on GEWE issues, but EU and EU MS exchanged on GEWE on a regular (albeit not frequent) basis in recent years.

A Gender Action Plan for Chad covering the period 2018-2020 was developed by the EU and the EU MS (esp. France and Germany). However, it was not fully used for monitoring nor for strategic planning

²⁴⁶ CELIAF : Cellule de Liaison et d'Information des Associations Féminines.

²⁴⁷ N'Djamena, Logone Occidental, Logone Oriental, Mandoul, Moyen Chari, Salamat.

and fostering synergies between the actions of the various European actors. While some contributions were made by GIZ, Germany didn't fully contribute to the last annual GAP II reporting exercise. France prepared contributions but couldn't upload it to the GAP II platform due to technical problems. As a result, the last GAP II reporting didn't include contributions from EU MS.

There have been some attempts to integrate GEWE issues in the joint programming activities which took place in 2019. But, it is too early for the team to judge the effects of these efforts.

5.3.3.2 Value added

As mentioned above, the EU has been actively trying to enhance coordination in the area of GEWE. It has also played a clear role in political and policy dialogue in issues directly or indirectly related to GEWE. Moreover, the EU cooperation builds on a long relationship with Chad and a multi-level support, including a close work with CSOs. It is the largest donor in Chad and is actively engaged in diplomatic activities in the country and the sub-region. According to the interviews carried out by the team, there is a need to clarify the distribution of roles between the EU and UN agencies active in the area of GEWE in Chad. Some stakeholders also highlighted clear expectations in terms of seeing the EU taking a stronger role in coordination on GEWE in the country.

However, overall, the EU has had limited influence over other development partners; EU MS and UN agencies seem to follow their own agenda.

5.3.4 Partnerships (EQ5)

5.3.4.1 Support to nationally-led coordination mechanisms

There is an overall lack of coordination between development partners in Chad in the area of GEWE; however, the EU made clear efforts to enhance coordination between all stakeholders in the context of its recent support to the implementation of the Gender National Strategy.

While consultations between stakeholders took place at somewhat regular intervals during the period under review, no formal coordination mechanism involving all active donors in the area of GEWE has been established so far. The low number of development partners providing significant support in the area of GEWE has limited some of the negative effects generated by a lack of coordination on GEWE at country level.

The UN agencies involved in the country have gathered through a so-called "Gender and Human Rights" working group – which the GFP of the EUD can attend as an observant since 2017.²⁴⁸ EU and EU MS met on a regular (but not frequent) basis in the last years.

Overall coordination between development partners in Chad is weak in many sectors. Development partners are constrained by high turnover and inadequacy in staffing to respond to the complexity of the context of development cooperation in Chad. Interviews also reveal various other explanatory factors, including fluctuating leadership on donor coordination on the government side. Although the Chadian government benefits from a Ministry of Women, family and national solidarity, the budget allocated to the later only amounts to 0.86% of the government's total budget²⁴⁹ thereby greatly limiting the depth of its activities. Some other institutional actors such as the Ministry of Planning and the General Secretariat of the Presidency have played a pro-active role on some aspects of the country's GEWE agenda.

The EU and EU MS have affirmed a strong position on GEWE and have supported the government of Chad in strengthening and operationalising its National Gender Policy (NGP) adopted in 2017.²⁵⁰ Interviews also reveal that EU staff have a good understanding of the political economy in this sector. They have strategically approached the need to involve certain institutional actors beyond the Ministry of Women's Affairs while still strengthening the position of this Ministry as the lead national institution in this area.

5.3.4.2 CSO's involvement (incl. women's organisations)

The EU has been closely working with CSOs, including women's organisations, in Chad. In particular, it supported CELIAF, a network of over 450 non-governmental organisations dedicated to promoting women's rights in Chad. It also funded activities of a women's organisation, Union des Femmes pour la Paix - UFEP (Women's Union for Peace) that works for peace, development and the promotion of women's rights in the Moundou region.²⁵¹ The EU also worked with several International NGOs which themselves collaborate with several women's organisations in the country.

²⁴⁸ The EU is the only non-UN observer that attends the meetings.

²⁴⁹ EU (2017) Gender Analysis.

²⁵⁰ EU (2018) Gender Action Plan II, EU (2018) EAMR and interviews.

²⁵¹ Based in the Logone Occidental and Oriental region of Chad, UFEP benefits from a legal clinic in which is set up a listening center that dispenses legal assistance to female victim of rights abuse.

Several interviewees highlighted the heterogeneity of CSOs in Chad, and the overall lack of coordination within this stakeholder group.

There is a consensus among interviewees on the key role played by small women's organisations, especially in rural areas, as well as their overall financial fragility. These organisations face important challenges in terms of managerial capacity, and this has seriously impeded their access to EU funding. For those civil society organisations who have managed to access EU funding, the duration of this funding has often been inadequate to respond to the needs they have in terms of capacity building support. Despite some efforts from committed staff, the EU has not managed to provide the needed "personalised" support these organisations require. This is partially explained by resource constraints within the EUD but also by the set-up adopted for CSO support programme implementation.

There have been difficulties in the implementation of the main civil society support project in Chad (PASOC), which aimed at strengthening CSOs in their role as agents of change and development. Due to restrictions in authorisation given to CSOs to operate in the country in recent years, there have also been some difficulties with a recent EU-funded project²⁵² which aimed at supporting initiatives implemented through local CSOs in the area of VAWG.

5.4 Main findings - Effects of the EU support

5.4.1 Effects on physical and psychological integrity (EQ7)

5.4.1.1 VAWG policy and legal frameworks

There has been some progress in strengthening the national policy and legal framework related to VAWG, partly thanks to EU support, but challenges remain substantial. The National Policy on Gender developed in 2011 and updated in 2016 (with the support of UNFPA) contains clear strategic orientations on SGBV. In 2018, the EU has supported the Government of Chad to develop a five-year Action Plan (2019-2023) to facilitate the implementation of this policy. The country has a national SGBV strategy since 2015. In 2018, the EU, sole donor active in this area, has supported the development of a national policy in the Justice sector, which contains various dimensions specifically related to SGBV. Despite improvements made to the country's Criminal Code in recent years²⁵³, it still contains elements which are inconsistent with the national policy framework on SGBV and the commitments made at international level. Numerous discriminatory provisions which are conducive to SGBV can also be found in the country's laws on marriage. Several interviewees highlighted the need to reform the country's Civil Code. Moreover, the fact that different legal traditions coexist in the country has seriously weakened the force of statutory law. Customary and religious law still prevail in many areas of the country and sometimes discriminate against women.

The EU has played an instrumental role in the adoption of an Action Plan for the implementation of the National Gender Policy (« Plan d'Action quinquennal pour la mise en œuvre de la Politique Nationale Genre – PA-PNG ») in 2018. 2019 has been marked by multiple activities which have contributed to creating a more conducive environment for the implementation of this Action Plan. However, challenges remain important, esp. due to the prevailing weak institutional environment. Some interviewees also highlighted the low degree of dissemination of this Action Plan at both national and local level, which may limit its ownership by various Chadian institutional actors, including local authorities.

The institutional environment has remained too weak to see any major change in terms of implementing and enforcing the policy and legal framework related to VAWG. The share of the national budget allocated to the Ministry of Women fluctuates around 1%. While the country adopted a National Strategy on SGBV, the ministries concerned were not allocated specific budget lines for efforts to combat such violence. There is a high turnover in the Chadian administration and most public entities lack both financial and human capacities to assume their basic functions and responsibilities.

5.4.1.2 Capacities of rights-holders and duty-bearers

Although no statistical evidence is available, evidence points to a persisting lack of adequate protection mechanisms in places such as schools and prisons. There is a lack of mechanisms for preventing, detecting or responding to violence against girls on and around school premises. Women and girls remain highly vulnerable to various forms of violence in prison environment. The limited presence of women in the judicial system and the security sector further hinders progress in these areas.

The EU has been very active in responding to weaknesses in the judicial system and barriers to access justice. The EU has supported the justice sector through two successive large programmes,

²⁵² Project "Le défi de la crise oublié au Tchad : les organisations de la société civile luttent contre les violences de genre" (CRIS c-400608).

²⁵³ Act No. 2017-01 of 8 May 2017.

PRAJUST (2009-2014) and PRAJUST 2 (2015-2020), and various projects implemented by CSOs. Despite an extremely challenging context, EU support has led to the adoption of sector policy in the justice sector in 2018 and the 2019 mid-term review of PRAJUST 2 highlights some encouraging improvements in the institutional environment. EU-funded CSO-led initiatives contributed to enhancing women's access to justice in a few regions (e.g., Logone, Guéra). In particular, the EU supported the establishment of a network of paralegals in some regions of the country, which, in addition to providing legal aid services, engaged with stakeholders at the local level to contribute to awareness raising on VAWG. These paralegals were recruited and trained locally, and some interviewees highlighted this approach as a cost-effective solution which also enhanced the sustainability of the action supported by the EU.

Despite some positive initiatives in terms of awareness raising supported by the EU at the local level, Chadian women still face enormous challenges to claim their rights. The Ministry of Women doesn't have enough capacity and financial resources to carry out meaningful interventions to empower women to make their claims. There have been very limited public resources mobilised to support victims of VAWG. Women illiteracy combined with persisting hindering social norms and limited legal aid systems severely affects their capacity to access justice. According to UNESCO, 86% of women aged 15 or more (compared to 69% of men) were illiterate in Chad in 2016. During the period under review, the EU has funded a few interventions which contributed to women's awareness of their rights related to VAWG in a few regions. However, although the experiences were encouraging, the actions implemented remained too limited in geographical scope and time to have had any substantial effect so far. More generally, development partners' support has remained very scattered in this area.

The EU has tried to respond to the emergence of new vulnerable groups due to conflicts in neighboring countries and associated increase in refugees and displaced persons. Prevalence of VAWG has been high at the border with the Central African Republic and in the Lake Chad region, with reports suggesting a rise in violent acts against women in these regions. The EU has launched a large CSO-led programme to address this situation in five South-East regions at the border with the Central African Republic. However, the start of the activities has been slow, and some actions had to be halted because of restrictions on CSO activity imposed by the Government.

5.4.1.3 Participation of men and traditional leaders

There are a few examples of EU supported initiatives which aimed at reaching out to men and traditional leaders in preventing VAWG and making them positive agents of its eradication, but, overall, these experiences remained *ad hoc*. For instance, the EIDHR project "Briser le silence face aux violences et discriminations faites aux jeunes filles" included activities such as chats and informal debate about FGM and early marriage at community level, which were expected to include men and traditional leaders. However, these experiences remained *ad hoc* and the documentation reviewed doesn't include evidence on the effectiveness of such actions.

5.4.2 Effects on women's voice and participation (EQ9)

5.4.2.1 Women's influence on decision-making

Although some progress has been made, women in Chad are still significantly underrepresented in all areas of political and public life; there have been some recent attempts by the EU to support initiatives which address this issue. The Constitution (e.g., article 108) does stipulate that Chadians of the two sexes may fulfil the highest public responsibilities. However, women remain underrepresented in the national governance bodies. Chad is far from reaching the objective of having 30% women in positions at decision-making levels prescribed by the Beijing Plan of Action. Despite positive political declarations on this topic during the period under review, evolutions have followed an 'hiccup' pattern in the last 10 years. Women consistently represented less than 25% of ministers in recent governments. More generally, women remain a minority in all the decisional bodies of the government.

In 2018, the president signed a new law aiming at establishing parity in the nominative and elective functions in Chad through quotas. Since then, the EU has been actively looking for ways to support the implementation of this law. The topic was raised in the annual dialogue between the EU and parliamentarians at the National Assembly. The EU is seeking opportunities such as study tours to encourage women participation in elective functions in the future and works closely with CSOs to create a favourable environment for this evolution to happen. However, it is too early to say whether these efforts will bear fruit.

In the context of the programmes PRAJUST 2 and PAASIT, the EU has also promoted the increase in the participation of women in public institutions in the justice and security sectors, although attempts in this area have faced important resistance so far.

5.4.2.2 Women's voice in the society

As mentioned above, the EU has been closely working with CSOs, including women's organisation, in Chad. Most of these projects also promote positive changes in girls' and women's self-esteem and confidence. As mentioned above, due to restrictions in authorisation given to CSOs to operate in the country in recent years, there have also been some difficulties with a recent EU-funded project which aimed at supporting initiatives implemented through local CSOs in the area of VAWG.²⁵⁴ While the evidence gathered points to some difficulties in the implementation of the main civil society support project in Chad (PASOC), which aimed at strengthening CSOs in their role as agents of change and development, there are still some examples of small projects who have had some positive effects at the local level. Interviewees highlight the high relevance of the activities carried out with EU and EU MS support in rural areas, including in terms of economic empowerment. They also highlight broader changes in norms and attitudes (e.g., community leader more open to GEWE issues), but link this more to a "change in generation" (younger local leaders are more sensitive to these issues) and increase in literacy rate among certain categories of the population.

There have been clear efforts by the EU to promote the role of women in peace and security. Chad doesn't have a national action plan in relation to the WPS agenda. However, as mentioned above, the EU has funded various activities in this area. It supported the activities of a women's organisation, Union des Femmes pour la Paix - UFEP (Women's Union for Peace), in the Moundou region. The EU has also promoted the increase in the participation of women in public institutions in the justice and security sectors, although attempts in this area have faced important resistance so far. As mentioned above, in 2019, the Swiss cooperation started to work with the Ministry of Women on UNSCR 1325, with the objective to design a national plan on Women, Peace and Security (WPS).

The team found no evidence of EU support to the use of ICTs as a catalyst for political and social empowerment of girls and women in Chad.

5.4.2.3 Discriminatory social norms

The EU has not supported broad interventions aiming at eradicating discriminatory social norms; however, several actions implemented at the local level aimed at changing social norms. As mentioned above, there are a few examples of EU supported initiatives which aimed at reaching out to men and traditional leaders in preventing VAWG and making them positive agents of its eradication. A few activities specifically targeted harmful practices such as child marriage.²⁵⁵ However, there is limited evidence on the effectiveness of these activities.

The design of new projects doesn't show any increased attention to the eradication of discriminatory social norms. In the food security and nutrition sector, recently launched projects only timidly recognise the fact that, despite their crucial roles in household food security and nutrition, women face discrimination and highly patriarchal norms which prevents actions from being truly effective in these sectors.

5.5 Main findings - Institutional culture shift at EUD/embassy level

5.5.1 Leadership and accountability (EQ2)

5.5.1.1 Leadership

Overall senior leadership on GEWE seems to have fluctuated during the period under review; but, a few middle or senior managers were constantly committed to enhancing internal mechanisms related to GEWE. No Gender Champion has been appointed by EU staff in Chad.²⁵⁶ The Head of the Political section who recently joined the EUD Chad used to be a Gender Champion (in another EUD). The Head of Cooperation section is actively on GEWE issues and is taking part in the EUD's Gender Task Force which has been established following the launch of GAP II. GEWE seems to have received more attention by EUD's top management when the Head of Delegation was a woman (until early 2018).

5.5.1.2 Technical expertise

Overall gender expertise remains limited in the EUD. According to the 2017 Gender Analysis, the EUD in Chad had a GFP that devoted only 10% of his/her time to questions related to human rights, including GEWE. This allocation of time was deemed insufficient to effectively promote a GEWE agenda

²⁵⁴ Project "Le défi de la crise oublié au Tchad : les organisations de la société civile luttent contre les violences de genre" (CRIS c-400608).

²⁵⁵ E.g., Project "Briser le silence face aux violences et discriminations faites aux jeunes filles" (CRIS c-367142).

²⁵⁶ The reason for this will be further investigated during the field phase.

within the structure. The current GFP, which is attached to the Good Governance team (Cooperation section), is in charge of the EU support to human rights, elections and justice. She covers GEWE beside her usual tasks. A Gender Task Force has been established in 2017 to support the GFP in its various tasks. The Task Force comprises the GFP, the Head of Cooperation and one person from the other sector teams of the Cooperation section (Rural development, Infrastructure).

Training on GEWE were organised in the context of the Gender Analysis which was conducted in 2016-2017. However, most staff trained is not working in the EUD any longer. A 2.5-day training on HRBA, which included a Gender component, was organised for all EUD in November 2019. There is no evidence of training having been conducted between early 2017 and late 2019.

There is also no evidence of a dedicated technical support mechanisms to enhance gender expertise at EUD level.

Overall, high turnover, insufficient time available for staff to work on GEWE issues and limited availability of training appears as the most important factors hindering gender expertise within the EUD.

5.6 Annex

5.6.1 List of persons consulted

<i>Organisation</i>	<i>Position</i>
AFD Chad	Gender Focal Person
AFJT (association des femmes juristes du Tchad)	President
APLFT - Association pour la Promotion des Libertés Fondamentales	National Coordinator
Associazione di Cooperazione Rurale in Africa e America Latina (ACRA)	Country Officer / Education Programme Coordinator
CARE Chad	Co-facilitator of the National Gender-Based Violence Sub-Cluster (GBVS) (CARE)
Cellule de Liaison et d'Information des Associations Féminines (CELIAF)	Deputy Secretary General
CONAF	Secretary General CNAF and coordinator of the 11th EDF SAN project
Coopération Suisse Chad	National programme officer
Coopération Suisse Chad	Program Officer - Peacebuilding for Central Africa
EUD Chad	Gender Focused Project Manager
EUD Chad	Head of Cooperation
EUD Chad	Thematic coordinator - Agriculture
EUD Chad	Thematic coordinator - Economic development
EUD Chad	Thematic Coordinator - Economic Development and Agriculture
GIZ Chad	Senior Technical Adviser to the CPCPP Project; PFM; M&E Manager
Ministère de la femme, de la protection de la petite enfance et de la solidarité nationale	Head of department in charge of monitoring and evaluation of gender policy
Ministère de la femme, de la protection de la petite enfance et de la solidarité nationale	Technical Director General for Gender Equity
Ministère de l'Economie et de la Planification du Développement, Section Suivi-Evaluation du Service FED	Gender Focal Person
PILC - Public Interest Law Center	President
Union des femmes pour la paix	President
United Nations Population Fund (UNFPA) Chad	Programme Officer - Gender and Human Rights

5.6.2 List of documents

5.6.2.1 EU Strategy Programming

- European Commission (2008): Chad: Country Strategy Paper and National Indicative Programme (2008-2013).
- European Commission (2014): Chad: National Indicative Programme (2014-2020).
- EU (2020) : Eléments de réflexion dans le cadre de la Programmation Conjointe UE – Tchad (2021-2027).

5.6.2.2 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions listed in Table 12, Table 13 and Table 14, as well as other bilateral programmes such as the programme SAN.

5.6.2.3 EU Reporting

- EU Delegation to Chad (2011-2019): External Assistance Management Reports (EAMR).
- European Commission (2017-2019): EU GAP II annual reports by EU actors in partner countries – Chad.

5.6.2.4 Gender specific studies

- AFD (2015): Profil Genre du Tchad.
- EU (2018): Plan d’Action Genre Tchad 2018-2020.
- EU (2019): Gender training, workshops presentation.
- FAO (2018): Profil National Genre des Secteurs de l’Agriculture et du Développement Rural au Tchad.
- Ministère de l’action Sociale, de la Famille et de la Solidarité Nationale du Tchad (2011) : Politique Nationale Genre.
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- Ministère de l’action Sociale, de la Famille et de la Solidarité Nationale du Tchad (2019) : Rapport National d’Evaluation des 25 ans de mise en œuvre de la déclaration et du programme d’action de Beijing.
- Ministère de la Femme, de la Protection de la Petite Enfance et de la Solidarité Nationale (2019) : Passeport pour l’égalité entre les hommes et les femmes en vue d’un développement durable.
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- OECD (2019): Social Inclusion & Gender Index report for Chad.
- OCHA (2017): La Stratégie du Sous-Cluster Violences Basées sur le Genre.
- OCHA (2019): Analyse de protection au Tchad
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- United Nations Human Rights Council (2018): Chad Mission report of the Working Group on Women discrimination.
- USAID (2010): Gender Assessment of the PEACE Programme.

5.6.2.5 Other studies/document

- EU (2016): Evaluation de la coopération de l’Union européenne avec la République du Tchad 2008-2014, Rapport final.

- Ministère de l'Economie et de la Planification du Développement (2019) : Examen National Volontaire sur la mise en œuvre des Objectives de Développement Durable.
- République Du Tchad (2017) : Plan National de Développement.
- UNDP (2019): Inequalities in Human Development in the 21st Century.
- UNESCO (2018): Projet de renforcement de l'éducation et de l'alphabétisation au Tchad (PREAT).
- UNHCR (2019): Chad Country RRP (2019-2020).

6 Country case study: Colombia

6.1 Introduction

6.1.1 Overview of the EU cooperation

The **2007-2013** programming period (EUR 163 million) covered the following focal sectors: peace and stability, Rule of Law, justice and human rights, productivity, competitiveness and trade. With regards to peacebuilding, key priorities were curbing violence and conflict escalation in the conflict zones, recreating the social fabric and re-establishing mutual trust between local populations and authorities. The Peace Laboratories programmes gained momentum during this period, generating a wide network of local economic development agencies. Overall, 640 projects within 220 municipalities were funded under these programmes.

As an Upper Middle-Income Country (UMIC), Colombia should have 'graduated' from EU bilateral cooperation under the DCI in 2014. However, the European Parliament, the EC and the EU Council decided to make an exception and Colombia continued to receive bilateral cooperation in a phasing-out mode from 2014 and until 2017. Between **2014-2017**, EU programming (EUR 67 million) aimed at consolidating the achievements of past cooperation, helping the Colombian State to strengthen its presence in the peripheral regions, and overcoming the legacy of the internal conflict. Fostering sustainable trade was also an objective for this period.

In 2017, following the review of the Multiannual Indicative Programme (MIP) 2014-2017 for Colombia, decision was made by the EU to extend the MIP 2014-2017 to **2018-2020**.²⁵⁷ The extension of MIP was related to strategic reasons and the need to better adjust "EU's response strategy in support of Colombia's efforts to consolidate peace in the regions and tackle remaining development challenges including sustainable and inclusive local economies"²⁵⁸. Importantly, the new Addendum marks a shift towards increased gender responsiveness, as it allowed integrating the EU GAP II Action Plan and rely on a clearer framework for the inclusion of a wide range of 'intersectionally discriminated' vulnerable groups (children, youth, persons with disabilities, people living with HIV, elderly people, indigenous and afro Colombian communities, internally displaced persons, migrants, LGBTI and other minorities).

A **European Trust Fund for Peace in Colombia** (EUTF) was set up at the end of 2016, after a process of high-level dialogues which started in 2013 involving national authorities as well as EU Member States (EU MS). The EU Trust Fund for Colombia is mostly implemented through direct management or indirect / delegated cooperation. The EU Delegation (EUD) ensures that projects under the EUTF are well aligned with the underlying objectives of the Trust Fund, which include supporting the implementation of the Peace Agreement, and in particular, integrated rural development and the reincorporation of ex FARC combatants. Two years after the creation of the Trust Fund, 19 EU MS have contributed financially to the EUTF. Among these, 20 contracts worth EUR 56 million were ongoing in 51 municipalities of 11 Colombian departments with the direct participation of 13 EU MS.

Table 15 Overview of initial MIP allocations - Colombia

	<i>NIP (2007-2013)</i>	<i>MIP (2014-2017)</i>
Sector 1	Peace and stability, including alternative development EUR 112 million	Local development and institution building EUR 53.6 million
Sector 2	Rule of law, justice and human rights EUR 32 million	Sustainable trade and investment EUR 10 million
Sector 3	Competitiveness and trade EUR 16 million	-
Support measures / Non-focal sectors	-	Support measures EUR 3.4 million
Total	EUR 160 million	EUR 67 million (further extended with a top up of EUR 60 million in 2017)

Source: CSPs/MIPs.

The evaluation team identified a number of EU-funded gender-targeted interventions in Colombia, many of which have an emphasis on Violence Against Women and Girls (VAWG) – see Table 16 below.

²⁵⁷ This extension was accompanied with additional resources (EUR 60 million), broken down as per the following focal sectors: 1) EUR 47 million to Local development and institutional building; 2) EUR 10 million to Sustainable trade and investment, and 3) EUR 3 million for support measures.

²⁵⁸ Addendum N° 1 to the MIP 2014-2017.

Table 16 GEWE-targeted contracts in Colombia

Domain	Intervention title	Contract year	Cris ref.	Contracting party	Planned amount
EUTF					
	Empoderamiento Político y Económico Territorial con Enfoque en las Mujeres Rurales ("Tejedoras de Vida" del Putumayo)	2018	T06.16	Deutscher, Caritas Verband E.V.; Secretariado Nacional de Pastoral Social	EUR 5.5 million
	Implementación de Acciones para la Estabilización Económica y Social del Municipio de Puerto Guzman-Putumayo como Contribución a la Construcción de Paz Estable y Duradera (PRODOC)	2018	T06.11	FAO	EUR 2 million
	MIA: Proyecto de desarrollo para la mujer en proceso de reincorporación	2019	T06.37	Accion Cultural Popular	EUR 522,000
IcSP - Several grants were funded under various calls for proposals (CfP)					
	2015 Annual Action Programme	2015	d-37925	See below	
	Fortaleciendo entornos protectores para los derechos y bienestar de las niñas, niños y adolescentes en alto riesgo en Catatumbo, Meta, Buenaventura y Nariño	2016	c-382566	Fundacion Oxfam Intermon	EUR 849,994
	Protección de los niños y niñas en alto riesgo de reclutamiento y reintegración de los niños y niñas desvinculados en los departamentos de Cauca, Nariño, Putumayo y Norte de Santander	2016	c-382601	Stiftelsen Flyktninghjelpen	EUR 850,000
	Other				
	Hacia la Reconciliación y la Construcción de Paz: Reintegración de Niños y Niñas de las FARC-EP	2017	c-385870	United Nations Children's Fund	EUR 2.6 million
CSO-LA - Several grants were funded under various calls for proposals (CfP)					
	2015 CfP	2015	d-38045	See below	
	Oportunidades para hombres y mujeres jóvenes en el área rural de Colombia: aportes para la construcción de paz- ICCO	2016	c-380478	Stichting Interkerkelijke Organisatie Voor Ontwikkelings-samenwerking, ICCO	EUR 900,000
	Participación efectiva de las mujeres en el seguimiento a la implementación del Acuerdo de Paz y la vigilancia de las condiciones de seguridad para las organizaciones y plataformas de mujeres comprometidas con una paz estable y duradera en Colombia.	2016	c-382737	Asociacion Movimiento Feminista Por La Paz Ruta Pacifica De Las Mujeres	EUR 550,646
	2017 CfP	2017	d-39987	See below	
	Fortalecidas las capacidades de las Organizaciones de Sociedad Civil para un desarrollo local sostenible con enfoque diferencial y de género.	2018	c-394060	Fundación Alianza por los Derechos, la Igualdad y la Solidaridad Internacional	EUR 1 million
EIDHR - Several grants were funded under various calls for proposals (CfP)					
	2013 Annual Action Programme	2013	d-24472	See below	
	Refuerzo del trabajo estratégico de defensa y exigibilidad de derechos humanos de la población LGBT en Colombia, como garantía para el desarrollo y consolidación de la democracia y el Estado de derecho 2014 - 2016.	2014	c-348107	Proyecto Colombia Diversa	EUR 709,625
	2015 Global Call	2015	d-38059	See below	

Domain	Intervention title	Contract year	Cris ref.	Contracting party	Planned amount
	Creciendo con derechos - Acciones por los derechos de los niños y las niñas	2016	c-376920	Corporación para el Desarrollo Regional	EUR 250,000
	2016 CBSS (Country Based Support Schemes)	2016	d-38669	See below	
	Promoción y protección de las mujeres en la defensa de los derechos humanos en el marco de la implementación del Acuerdo de Paz	2017	c-394265	Christian Aid Ireland	EUR 511,942
	2016 Global Call	2016	d-38670	See below	
	Protección de los derechos de los niños, niñas y adolescentes afectados por el reclutamiento y otros hechos victimizantes de la violencia armada en Colombia	2016	c-376910	Plan International Sverige Insamlingsstiftelse	EUR 1 million
	2017 Country Based Support Schemes (CBSS)	2017	d-38674	See below	
	Mujeres al teléfono: Estrategia integral de apoyo a defensoras de DDHH en Nariño	2017	394321	Movimiento por la paz, el desarme y la libertad	EUR 401,517
	Prostitución y Conflicto: estrategia de prevención y atención a población en prostitución y víctimas de violencias en las localidades de Mártires y Santa Fe, Bogotá-Colombia	2017	394323	Asociación Cristiana de Jóvenes (YMCA) de Colombia	EUR 250,000
DCI (HUM)					
	2015 Support Measure Human Development – Gender Equality				
	Support to GAP II implementation	2016	c-379403	Castano Gonzalez	EUR 20,000

Source: Author's inventory of GEWE-targeted interventions based on CRIS data.

In addition, several GEWE-targeted regional programmes are being implemented in Latin America:

- EUROSociAL + which is financed under the DCI regional envelope.
- Two CSO&LA-funded projects launched in 2016-2017:
 - REDLAMYC - Red Latinoamericana por la defensa de los derechos de los niños, niñas y adolescentes (CRIS c-375617)
 - Women CSOs networking to realize the SDGs Post-2015 (CRIS c-374340)

Regarding **EU MS**, France, Germany, Spain and Sweden, played a relevant role in Colombia by engaging in gender-related issues, with Spain and Sweden being the two more particularly active. It is worth noting that in accordance with the Final Accord the Government of Sweden (together with UN Women, the Special Representative of the Secretary General on Sexual Violence in Conflicts and the Women's International Democratic Federation) take part of the International Accompaniment Component²⁵⁹. As such, they have a specific responsibility to promote and support a gender-sensitive approach to the implementation of the stipulations of the Agreement from a perspective that seeks to advance women's rights.

Both Spain and Sweden contributed to the GAP Report 2017 for Colombia by taking part of the questionnaire.²⁶⁰ Sweden has supported Colombia through two main lines of work, namely violence against women and participation, with several crosscutting actions related with peace building. GAP II Objectives selected by the EUD are: (i) guaranteeing women's and girls' physical and psychological integrity (ii) promoting the economic and social rights and the empowerment of girls and women; iii)

²⁵⁹ Kroc Institute (2018): Special Report of the Kroc Institute and the International Accompaniment Component, UN Women, Women's International Democratic Federation, and Sweden, on the Monitoring of the Gender Perspective in the Implementation of the Colombian Final Peace Accord.

²⁶⁰ In the 2018 GAP II reporting, the EUD in Colombia states that "within the EU MS, Sweden and Spain are the more active pro-gender State." Findings from the field mission show that Spain in particular has made important contributions to the development of public policymaking on gender equality, both at national and departmental level. See EQ 2 and EQ5 for references to support to national gender policy and nationally led coordination mechanisms which contributed to the creation of the Gender Policy of the Chocó government in 2018. See also <https://www.aecid.org.co/index.php?idcategoria=5243>

strengthening the voice and participation of girls and women; iii) shifting the Commission's services and EEAS institutional culture to more effectively deliver on gender equality commitments.²⁶¹

6.1.2 Focus of the case study

Although the case study covers the whole EU support to GEWE in Colombia, the analysis of outcomes puts a specific focus on the areas of: i) Violence Against Women and Girls (VAWG), and ii) Women's voice and participation in the context of conflict and peacebuilding. It is worth noting that rural development is a key issue and a relevant sector in Colombia. For this reason, the concept rural women should be integrated as a key element in which GEWE and rural development converge. In this context, access of women to productive assets and resources such as land, technical assistance, financial services among others, has been a key area for EUD's work on GEWE and in particular on women's economic empowerment, and will be part of this case study's focus.

²⁶¹ Cf Perfil de Género Colombia (Gender Profile Colombia); DCI CRIS c-379403.

6.2 Main findings – Summary: Colombia

1. There is no formal gender championship system in place but there has been sustained senior gender championship in practice. There is also awareness of asymmetries in levels of expertise on GEWE among EUD staff, and that, despite recent efforts in this area, further capacity development on GEWE is needed within the EUD; not only for GFP but also for all staff.
2. There appears to be a pre and post-GAP II period in terms of systematic gender mainstreaming in EU spending actions. Robust gender analyses to inform programming and design is available, and a GEWE Monitoring & Reporting Procedure has been developed for enhanced mainstreaming within EUD and by implementing partners. However, these tools and procedures have not been systematically used in all sectors or thematic areas.
3. As with focus on transformative areas, EUD's emphasis has been on investing in women's social, economic and political empowerment through a differential approach rooted in a rights-based framework which recognises equality in diversity and includes the nexus gender and post-conflict development.
4. There have been incremental efforts made by the EUD to integrate gender issues in policy dialogue, and this has facilitated linkages at the macro-policy level. More recently, a trend for further integration of gender perspectives in policy dialogue around Budget Support appears to have taken shape, exposing challenging areas for gender mainstreaming.
5. EUD's choice of financing instruments has gradually become more consistent with the shifting nature of conflict in Colombia and its impact on gender relations and women's rights on the ground.
6. Coordination and consultation on GEWE dates from as early as 2012 and have become more systematic in recent years, following alignment of EUD GEWE objectives with GAP II Action Plan and with national agenda for post-conflict territorial development.
7. The EUD has had an important added value at both political and operational level in the context of European efforts to support the peace process and post-peace accords context.
8. The EUD has been actively engaged in various nationally led coordination mechanisms, playing a more leading role since 2019, as Chair of the International Cooperation's Working Group on Gender Equality. It has also worked closely with CSOs during the period under review, with CSOs actual involvement in design and implementation (incl. monitoring) becoming more systematic in the post-GAP II period. Efforts to build GEWE synergies with the actions of regional organisations and UN agencies active in Colombia have also been made.
9. EUD's engagement with VAWG has been done within the broader context of conflict (including armed conflict) and peacebuilding. Against this backdrop, support has contributed to an enabling environment for enforcement of existing legislation and for enhanced protection of victims of VAWG.
10. Along with several other international donors, the EUD has played a positive role in strengthening the capacities of rights-holders to make their claims in the area of VAWG and of duty-bearers to meet their obligations.
11. EUD GEWE support has contributed to strengthening women's agency in (post)conflict peacebuilding. In this sense, EUD's approach has included two important dimensions, namely protection of women (including WHRDs and women and girls at risk of conflict driven GBV) and access to decision-making in conflict and post-conflict settings. In addition to approaching women and girls as agents of change, EUD's engagement with the discriminatory norms informing VAWG appears to have increased in recent years, even though it has not been an integral part of project design.
12. The EU has provided sustained support to gender-responsive governance processes. Through both spending and non-spending actions, the EU has contributed to amplifying women's voices and galvanising their influence in policy and legislative reforms. EUD support has also contributed to challenging discriminatory social norms and gender stereotypes affecting women's influence in decision-making. However, it is still unclear whereas this has contributed to longer-term changes in discriminatory social norms. There is also little evidence suggesting that sustainability was considered in EU-funded projects since the design phase.

6.3 Main findings - Design and implementation approach

6.3.1 Gender mainstreaming (EQ3)

6.3.1.1 Gender analysis

Overall, robust gender analyses to inform programming and design is available, and it appears to have been facilitated by EU GAP II and the Country Gender Profile carried out in 2017. Moreover, several tools and a GEWE Monitoring & Reporting Procedure have been developed for enhanced mainstreaming within EUD and by implementing partners. However, these tools and procedures have not been systematically used in all sectors or thematic areas.

Documentation and inputs from interviews collected during field mission confirmed that the EU GAP II created momentum, facilitating the availability of technical expertise to meet some of EU GEWE mainstreaming requirements. Some interviewees went further, highlighting the fact that the GEWE process GAP II had generated had faded away thereafter.²⁶² Document review shows that the information produced by the Gender Country Analysis has been used in some of EUD programming and project design. This applies for instance to areas such as rural development and migration, where gender analysis has been carried out.²⁶³ Gender data on GAP II Thematic priorities has also been updated yearly by gender expert (TA) in collaboration with EUD-GFP. This data has been used for the EUD communication strategy, during meetings and dialogues and in GEWE related events.²⁶⁴

Incremental gender mainstreaming efforts by the EUD have also resulted in the production of tools for projects and programmes. Concretely, this has been facilitated by the creation of a Gender Mainstreaming Technical Procedure (GTP)²⁶⁵ with its different tools and instruments aligned to EU-GAP II thematic priorities and indicators. Developed thanks to gender TA which started in 2016, the GTP is an internal Procedure which includes GEWE Templates to help EUD Programme Managers (PMs) in their gender assessment of project proposals and implementing partners (IMPs) during design, formulation and implementation.

Box 14 Gender Mainstreaming Technical Procedure to “Support to GAP II Implementation” (Colombia)

Background: The Gender Mainstreaming Technical Procedure (GTP) followed the drafting of the Gender Country Profile in 2016. The GTP was designed in close collaboration with EUD-GFP and some EUD staff. The broad framework of this Technical Procedure is the process of institutional gender-responsive change started by the EUD in 2016 to respond to EU GAP II to requirements. The enabling factor was awareness by the EUD that in order to implement commitments, political will and technical capacities were needed.²⁶⁶ Consequently, the gender Technical procedure included a series of mainstreaming technical tools/templates addressed to EUD staff and implementing partners.

Relevance to GAP II priorities (including institutional culture change) and sector of relevance: The Gender Technical procedure (GTP) is relevant to the GAP II priorities selected by EUD Colombia, namely: (i) guaranteeing women’s and girls’ physical and psychological integrity (ii) promoting the economic and social rights and the empowerment of girls and women; iii) strengthening the voice and participation of girls and women; iii) shifting the Commission’s services and EEAS institutional culture to more effectively deliver on gender equality commitments.

The GTP is also relevant to the horizontal priority including institutional culture change (i.e. accountability to EU’s commitment to contribute to GEWE results through its funding and to substantiate those results).

²⁶² Source: interviews.

²⁶³ See for instance 1) Guidelines for integrating gender sensitive indicators in Projects responding to CfPs (“Cómo incluir género en la Guía para solicitantes de la UE en convocatorias); 2) an example of a gender assessment Template of the Project CRIS- DCI-ALA/2015/38166, “Contrato de Reforma Sectorial para el Desarrollo Local Sostenible en Colombia – Fase II.” This Template includes several gender relevant questions: 1) assessment of the general gender approach of the project’s logic of intervention; 2) the G-Maker classification, and 3) recommendations for further integration of gender [perspectives in the project.

²⁶⁴ Source: interviews. Cf. Document titled “Datos sobre la situación de las mujeres de acuerdo con las prioridades temáticas que orientan las acciones de la Unión Europea en Colombia.”

²⁶⁵ The GTP consists of a package of tools designed by the gender expert who co-drafted the Gender Country Profile in 2016. This Gender Technical procedure/Mechanism requires that all projects and programs (either at identification and/or formulation phase) undergo a gender analysis and receive recommendations leading to gender-sensitive logframes, results, indicators and budgets” (EAMR 2017). Cf. “Reporte de acciones en género que contribuyen al GAP II (2016-2020).

²⁶⁶ Source: interviews.

Importantly, the GTP was designed for the development cooperation sector and has been mostly used for rural development and migration.

Participatory level: The GTP was developed by external technical expert at the request of EUD. Some tools were validated by EUD relevant staff (ex. matriz de análisis y la ficha para elaboración de reportes).

Level of gender-responsiveness: It was designed to support EUD's efforts towards gender mainstreaming, and better respond to GAPII requirements as requested in EU GAP II Policy. It was also designed to facilitate GEWE Mainstreaming across programmes and projects.

Results so far achieved:

- Output level: EUD counts on a robust set of tools for GEWE mainstreaming and M&E which can be applied across sectors, programmes and projects. These are:
- Matrix to perform a cross-sectional analysis of the interventions, to align them with GAPII thematic priorities and classify them according to the Gender Marker.
- Instrument to make a technical concept, which allows gender focus to be included in actions during the approval process.
- Instrument that aligns actions with GAP II and facilitates implementing partners (IMPs) drafting of annual reports on progress in gender, according to the objectives, results and activities planned in their projects.
- Package of simple tools to strengthen the capacities of the team, which makes it easier for them to include gender focus in actions during implementation.
- Outcome level: In comparison with pre-GAP II years, it has:
- facilitated EUD's operational capacity to include gender in development cooperation programs and projects, and to have information on gender-responsive progress in EUD funded actions during implementation.
- Increased GEWE Mainstreaming capacity by some EUD staff and implementing partners (IPs).
- Created space for gender-responsive policy dialogue with IMPs partners.

Replicability: Could be replicated by other EUDs wishing to implement a gender-responsive results approach across development cooperation Programmes and Projects (regardless of the sector or thematic area of intervention). During field mission to Brazil, EUD expressed interest in further getting to know the EUD Colombia experience.

Balance between efficiency (effort) and effectiveness (result): Even though the Mechanism was designed to be efficient and effective, it is sometimes perceived as additional workload. This is due to a more general problem: there are no specific resources available (time availability) for implementing EU-GAP II to gender mainstreaming requirements.

Relevance to the context and ethical soundness: The Technical Gender Procedure is appropriate to the context and has promoted ownership of Actions by some implementing partners. During field interviews, some IMPs expressed that thanks to the gender reporting procedure requested by EUD, they have been able to enhance their organisational capacity for GEWE results-based monitoring and evaluation.

Source: Author's analysis based on interviews.

Several interviewed IMPs confirmed that they have been systematically required to adjust projects to gender-responsive indicators. They stated that even though it has been time consuming, the GTP has been useful to enhance their technical expertise while at the same time facilitating GEWE policy dialogue with the EUD.²⁶⁷ One NGO interlocutor asserted that EUD's gender mainstreaming requirements had contributed to his organisation including gender analysis in programming for the first time.²⁶⁸ In contrast, interviews with EUD staff indicate that the gender mainstreaming Template is not used so systematically by everyone within the EUD. Some of the reasons given were time-limitations, duration of Actions themselves (for ex. IcSP Actions are rapid-response based and have a shorter-time frame).²⁶⁹ Undoubtedly, the GTP has proven to be of strategic importance, as it has resulted in IMPs reporting on gender responsive results achieved (quantitatively and qualitatively).²⁷⁰ The Gender Technical Procedure was highlighted in the 2018 EU GAP report as an example of best practice. Gaps remain however regarding the extent to which all the results and learning lessons reported in the Action Report Matrix are incorporated into subsequent programming and design.

²⁶⁷ Source: interviews.

²⁶⁸ Fundación Alpina, during focus groups sessions.

²⁶⁹ Source: interviews.

²⁷⁰ Cf. Results reported for the Project titled "*Promoción y protección de las mujeres en la defensa de los derechos humanos en el marco de la implementación del Acuerdo de Paz*", CRIS-394265.

It is worth noting that post 2016 mainstreaming efforts by the EUD are in sharp contrast with earlier years, when availability of gender analysis appears to be patchy and without a clear strategy. For example, 2012 EAMR report refers to efforts by EU MS to coordinate reporting on gender-sensitive results in line with those from the 2012 EU Gender Action Plan, but no evidence was found of a formal mechanism for the systematisation of this joint reporting, including embedding of results in subsequent programming cycles. Further evidence demonstrates that main strategic/programming documents prior to 2016 contained either little gender sensitive data or data that was outdated.²⁷¹ Moreover, there is no evidence of systematic gender data collection (especially quantitative) to inform policy support and the design of specific interventions such as budget support.²⁷² Even the addendum to the MIP 2014-2017, which extended the MIP until 2020, makes little reference to gender issues.²⁷³ As discussed earlier, more reliable gender and intersectional data (both quantitative and qualitative) has become available in recent years. Significantly, this data is aligned to three GAP II thematic priorities. To this one should add that as recent as 2018, verification reports on budget support include gender data and sex-disaggregated indicators for the disbursement of a tranche.²⁷⁴ However, it is still too soon to really see how the available gender evidence is being used in EUD programming and project design.

6.3.1.2 Mainstreaming in spending actions

Overall, there appears to be a pre and post-GAP II period in terms of systematic gender mainstreaming in EU spending actions. At the programming level, the creation of the Gender Technical procedure (a formal gender-sensitive M&E mechanism)²⁷⁵ has proven to be an added value in several tangible ways. For example, it has a) facilitated increased strategic alignment to GAP II thematic priorities and indicators;²⁷⁶ b) contributed to increased availability of gender data collection (including gender-sensitive results collected by implementing partners); c) better capacity of EUD staff to assess and report on results achieved by each intervention and identification of areas where further progress is needed. In addition to this, the EUD has deployed efforts to mainstream gender issues in thematic programmes, as illustrated by the 2018 review of the Roadmap for Civil Society.²⁷⁷

As with focus on transformative areas, the EUD's emphasis has been on investing in women's social, economic and political empowerment through a differential approach; the approach appears to be rooted in a broader rights-based framework which recognises equality in diversity and includes the nexus gender and post-conflict development. This approach assumes territorial asymmetries, social, and economic inequalities and intersectional diversity at the beneficiary level (i.e. women and men, girls and boys from very different origins and backgrounds: rural, indigenous, afrocolombians, internally displaced, persons from LGBTI communities, among other groups living in conditions of vulnerability and exposure to violence and discrimination). This inclusive approach appears to be rooted in a broader rights-based framework, including the nexus gender and post-conflict development. This is further corroborated by the thematic focus and scope of several interventions. The focus was further enhanced in the overall strategic approach to rural development, as evidenced in the 2019 Annual Action Programme for support of the rural development sector policy where gender issues are meaningfully mainstreamed, especially in terms of data on the status of rural women and statistics showing the structural asymmetries affecting equal participation in rural development and the resulting differential impacts.²⁷⁸

More recently, a trend for further integration of gender perspectives in Budget Support appears to have taken shape, exposing challenging areas for gender mainstreaming. During the field phase, written evidence was found of recent developments regarding the EUD's efforts to mainstream GEWE in Budget Support (BS). In one sector (rural development), GEWE has been introduced through a specific gender indicator with conditionality attached to disbursement of flexible tranches.²⁷⁹ In another sector, integration of gender indicators into BS is under negotiation with relevant government officials (namely, BS for reintegration processes). Of note is EUD's strategic use of BS, which is best illustrated

²⁷¹ Cf. Country Strategy Paper 2007-2013; Multi-Annual Indicative programme MIP 2014-2017 and its addendum.

²⁷² See for instance AAP2011, where gender and intersectional issues (ethnicity and rural condition) are relegated to a very short comment in the "cross-cutting" issues, with no supporting gender or differential indicators or gender-responsive disbursement of tranches.

²⁷³ Gender Data is limited to Inclusion of EU GAP II Action Plan and a few declarations on gender equality but no sound GEWE framework is incorporated.

²⁷⁴ cf. Sector reform Contract DCI-ALA/2012/24518.

²⁷⁵ In particular the "Reporte de acciones en género que contribuyen al GAP II (2016-2020)".

²⁷⁶ EU Delegation to Colombia (2017): External Assistance Management Report (EAMR).

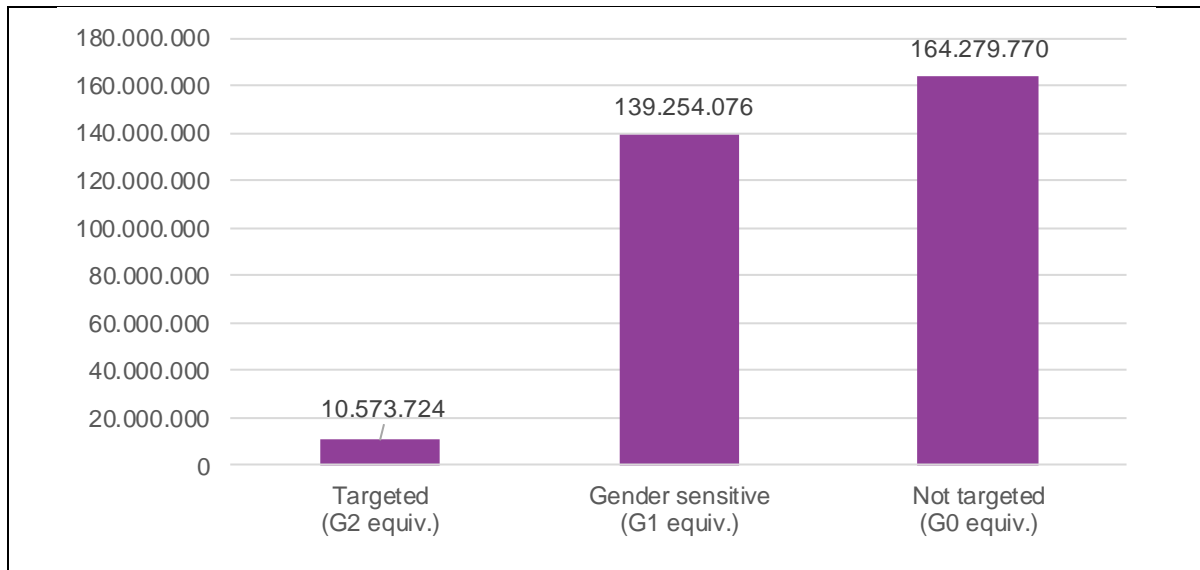
²⁷⁷ Cf. Colombia-Actualización Hoja de Ruta para el Compromiso de la UE con la Sociedad Civil 2018-2020- Documento Público.

²⁷⁸ CRIS No. LA/2018/41517, p.13.

²⁷⁹ The DRET Action Programme for Phase II states that the new Sector Reform Contract will: "enhance the gender equality approach with a specific indicator dedicated to measure the share of women benefitting from the public policy, CRIS No. LA/2018/41517, p. 2.

by the results achieved in the framework of the DRET Programme (Rural Development with Territorial Approach/ Desarrollo Rural con Enfoque Territorial).

Figure 6 Gender-sensitive EU funding amounts (2010-2018) - Colombia



Source: Authors calculations based on CRIS data

In the First phase of this programme (2016-2019), GEWE achievements were limited to compliance by the Government of Colombia (GoC) to include sex-disaggregated indicators in performance Reports, with no conditionality for tranche disbursement. In Phase II (2019-2022), a gender-specific indicator was included and it is linked to payments.²⁸⁰ As stated in the Action Description, the DRET Programme has been crucial in promoting the creation of a Directorate for Rural Women.²⁸¹ This fact was confirmed by EUD Deputy HoC who added that the DRET has also supported the review of internal procedures with a gender perspective, which has set the basis for reaching a specific indicator in Phase II. She also noted that some challenging areas remain, such as trade and environment, as these sectors tend to be gender blind.

Evidence gathered during field work confirmed that the EUD has contributed to GEWE mainstreaming in one of its key focal areas: rural development. Furthermore, this mainstreaming effort has been consistent with EUD's focus on the socio-economic empowerment of rural women, and it has yielded results in terms of scaling up the rural women's agenda from the local to the national level via NGO work. One example is the Project "Tramo a Tramo/ Step by Step" where gender issues specific to rural women were incorporated in advocacy work with the National Association of Peasant Reserve Zones (ANZORC; 7 regional nodes and around 68 peasant organisations are part of this platform). Gender-responsive issues incorporated were a) protection of life and integrity; b) access to land by women; c) the encouragement of proposals by peasant organisations (AFT) led in particular by women's organisations. One of the objectives of this project was to demonstrate the level of integration of the social and solidarity economy and the care economy in the Sustainable Development Plans of the Peasant Reserve Zones (ZRC/PRZ). Throughout the project life, the care economy, closely linked to the gender approach, facilitated awareness raising on gender roles from the daily life of rural communities. Additionally, a baseline was developed in consultation with ANZORC leadership and it included the 8 crosscutting approaches of the Project. Some of the cross-cutting issues used to build the Baseline were of specific relevance to GEWE mainstreaming: i) a gender approach; ii) care economy (an important obstacle to women's empowerment and socio-economic agency in the country, the region and globally); iii) ethnicity and intercultural territories.²⁸²

6.3.1.3 Mainstreaming in non-spending actions

There have been incremental efforts by EUD to integrate gender issues in policy dialogue, and this has facilitated linkages at the macro-level.

²⁸⁰ CRIS No. LA/2018/41517, p.2.

²⁸¹ Cf. CRIS No. LA/2018/41517, p.6.

²⁸² Namely, (I) Gender Approach; (II) Care economy; (III) Social and solidarity economy; (IV) Peasant family economy; (V) Environmental sustainability; (VI) Good governance and community justice; (VII) Generational approach and (VIII) Ethnic and intercultural territorial approach. Interview with implementing partner Forum Syd.

Prior to 2014, gender issues do not appear to have been part of the EUD agenda for policy dialogues.²⁸³ It has to be noted, however, that during 2014, the EUD maintained a fluent dialogue with the Office of the High Commissioner for Peace in relation with the preparatory work for the post-conflict era. In this policy dialogue, “territorial peace” emerges as a central concept, drawing on the experience with the Peace Laboratories and subsequent programmes. In this dialogue the “territorial focus” implies strong levels of effective citizens’ participation in local policy development and implementation. With the budget support programmes for rural development and for the dairy sector the EUD agreed with the related ministries a better structured approach to policy dialogue, and a new phase appears to have kicked in 2015. Post-2015, efforts to integrate gender issues in political and policy dialogues have included specific concerns related to women’s and girls’ human rights. This has been done at several levels (high and technical level) and with a variety of stakeholders (government, CSOs, the private sector, to name but a few).

In contrast with pre-GAP II years, where gender and intersectional issues (for ex. ethnicity and diversity) did not appear prominently in budget support,²⁸⁴ in recent years, the EUD has moved towards the integration of a gender transformative approach into budget support and policy dialogues. This is illustrated by the EUD’s high-level dialogues with the Ministry of Agriculture which were undertaken in the framework of budget support and resulted in a concrete gender-transformative outcome, namely the creation of a new National Gender Machinery, the Directorate of Rural Women.²⁸⁵ The EUD has also mainstreamed GEWE issues in high-level policy dialogue on rural women in the framework of the EU accompaniment to the peace agreements, in line with MIP focal sectors. This achievement is not only consistent with EU’s overall GEWE strategy of recent years but also evidence of national ownership and political will to move forward with a gender-responsive institutional environment in the post-conflict development agenda for Colombia. The EUD has also reinforced GEWE dialogue with CSOs and maintained GEWE synergies with UN Agencies (for ex. UN Women and FAO).²⁸⁶ Of note is the EUD’s coordinating role of the international cooperation working group on gender equality (the above-mentioned Mesa de Género - MGCI) of the multi-donor group since 2019. The “Gender Table” is an important space for policy dialogues regarding progress towards enhanced gender equality in the national development policy agenda. EU-MS and the GoC participate in some of these meetings. The fact that EUD was the coordinator until 2019 (Chair currently held by Norway) has also contributed to further increases in GEWE mainstreaming efforts.

6.3.2 Instruments and modalities (EQ6)

6.3.2.1 Choice of financing instruments

EUD’s choice of financing instruments has gradually become more consistent with the shifting nature of conflict in Colombia and its impact on gender relations and women’s rights on the ground. The choice and mix of instruments (EIDHR, FPI-IcSP, DCI, EUTF) appears to respond to a consistent rationale²⁸⁷ and the fact that Colombia has become an Upper-Middle-Income country (UMIC), which meant a decrease in funding from the DCI (geographic) bilateral instrument. Evidence was found on complementarity between EIDHR, FPI-IcSP and DCI programmes in the field of justice and human rights²⁸⁸. For instance, measures under the FPI-IcSP on demining, local justice, human rights and children and conflict have also supported the peace process. These actions complement bilateral programmes and have allowed the EUD to further reinforce its role in support to the post-conflict phase. There are some linkages with different regional programmes funded by the EU and implemented by international organisations on similar thematic areas (e.g., FAO in the agriculture sector). During the

²⁸³ According to the documents reviewed (mostly EAMRs), policy issues were human rights, peace and development, rural development, trade, environment and climate change, demining, citizens’ participation. Women do not appear to have been included in policy dialogues as differentiated from men (both were addressed as victims of conflict).

²⁸⁴ For example, in AAP2011 there is no gender analysis, and no gender-responsive approach to tranche disbursement (either fixed or variable). In AAP 2015, there is some reference to gender and diversity in connection with particular conditions regarding rights violations (displacement and victims of the conflict) and of vulnerability (poverty) but none of the three interventions on budget support mainstream gender issues meaningfully (i.e. robust gender analysis, indicators and results in description of action and logframes). One DCI-LA funded Action is even marked as G-Marker 1, but the description itself is rather gender-blind (“Local Capacities for Development and Peace” (FORPAZ) CRIS number: DCI-ALA/2015/038-306).

²⁸⁵ EU Delegation to Colombia (2017): External Assistance Management Report (EAMR).

²⁸⁶ One concrete example is the EUD-PRODOC Programme (CRIS-T06.11).

²⁸⁷ which is EU’s overall strategy in Colombia to contribute to peace and development processes, including in terms of rural development, “by ensuring environmental sustainability, gender equality and transparency” (EAMR 2017).

²⁸⁸ EU Delegation to Colombia (2017): External Assistance Management Report (EAMR).

field phase evidence was found on specific GEWE synergies promoted by the EUD through some of the actions funded under the EUTF.²⁸⁹

6.3.2.2 Choice of modalities and funding channels

A comprehensive view of the EUD's commitment with GEWE has been crucial to come up with a mainstreamed gender approach through different cooperation modalities. In particular, evidence shows increased synergies in recent years between interventions funded under specific funding mechanisms such as the EU Peace Trust Fund and other interventions funded under the bilateral instrument. Moreover, it appears that Budget Support has played a pivotal role in the EUD portfolio with these programmes having contributed to establishing a platform for a sound dialogue with the government (for ex. the Ministry of Agriculture and Rural development).

With respect to GEWE-targeted interventions, EU support was mostly provided through a project approach. In terms of **funding channels**; i.e., implementing partners, there was a strong focus on CSOs and UN agencies rather than national institutions, with some prevalence of international NGOs over more grass-root based organisations.

Though there have been increasing attempts to incorporate a gender perspective into Budget Support negotiations, there appears to be low ownership of EU support to GEWE by national authorities.

6.3.2.3 Monitoring, evaluation and learning

It appears that from 2017 onwards, implementation of some EU interventions (for example CSO-LA and EIDHR) began to benefit from more systematic gender-related monitoring, evaluation and learning mechanisms. The establishment of a Gender Technical Procedure for gender analysis and technical assessments of all projects, adding to the adoption of GAP minimum standards of performance played an important role in this. The EUD's goal has been to establish a permanent mechanism by which all projects and programs identified or formulated could be subject to gender analysis and recommendations leading to gender sensitive results, indicators and budgets; in line with the EU's long-term gender equality agenda. **This development has also helped to improve GEWE reporting of projects and programmes which had not integrated GEWE issues in their design.** A case in point is FORPAZ, for which during first years of implementation the EUD proposed to integrate gender in its logic of intervention (including indicators). EUD's proactive recommendations were effective for increasing the gender sensitivity of the project. This would not have been possible without a gender-responsive M&E procedure.²⁹⁰ Field interviews with EUD staff confirmed that availability of gender expertise at technical assistance level has been fundamental to effectively integrate a gender approach in some EU interventions. However, they also expressed that these procedures have not been used systematically. In their view, a more systematic approach is needed, including a knowledge base system that clusters all mainstreaming tools and material and which can be periodically updated and accessed. In some cases, lessons learnt were used to shape new phases of certain initiatives, as in the case of the CSO Roadmap phase (which extended Roadmap 2013-2017 until 2020). Even though no evidence was found of systematic embedding of lessons learnt into the design of new interventions, it is worth noting that two important internal learning processes were facilitated by the hiring of two TA, namely gender expertise to design the Gender M&E Procedure described in Section 6.3.1.1. and the Gender-responsive overview of the EU Trust Fund for Peace Portfolio. CSOs interviewed stressed that they had also learnt from the Gender M&E Procedure and it had even enhanced their capacity for monitoring and showing GEWE results.

6.3.3 Coordination and EU added value (EQ4)

6.3.3.1 Complementarity

Coordination and consultation on GEWE dates from as early as 2012 and have become more systematic in recent years, following alignment of EUD GEWE objectives with GAP II Action Plan and with national agenda for post-conflict territorial development.

Before the Peace Accords, joint efforts on GEWE by the EU and EU MS active in the country were somewhat limited by the structural nature of the conflict situation. Despite these structural constraints, the EU managed to coordinate work with EU MS around the 2012 Gender Action Plan Report with a view of putting together the EU's and EU MS' achievements in relation to the indicators concerned.²⁹¹

²⁸⁹ See for example, "PRODOC, Proyecto reincorporación," implemented by FAO in coordination with UN Women (Ref: T06.11) and "Tejedoras de Vida del Putumato" T06.16.

²⁹⁰ Cf. CRIS- 379832, Project titled: "Fortalecimiento y consolidación de capacidades locales y regionales para la planificación, el ordenamiento territorial y la construcción de la Paz".

²⁹¹ EU Delegation to Colombia (2012): External Assistance Management Report (EAMR).

The EU and EU MS were also able to jointly incorporate gender issues (mostly related to peacebuilding, human rights, including protection of vulnerable groups) during meetings of the donor community, where focus was largely on strengthening CSOs, including women's organisations.

EU-MS Spain is an exception worth noting, as this EU MS managed to create an CSO space comprised of Spanish and local CSOs where gender and development issues were addressed before GAP II was adopted. These spaces have also been used for policy dialogues between CSOs and government (CPEM, the Directorate for indigenous women at the Ministry of Agriculture, the National Planning Authority - DNP, Post conflict).²⁹² Since 2017, EU and EU MS coordination takes place in the frame of the multi donor working group Mesa de Género de la Cooperación Internacional -MGCI (in English: *the International Cooperation Working Group on Gender Equality*). In 2017, Spain, Sweden, Portugal, European Commission Humanitarian Aid (ECHO), U.K. and France were part of this EU coordination mechanism. In 2018, coordination took place around the Orange Campaign to eliminate VAWG and joint advocacy actions on human rights defenders or GBV. More recently, GEWE appears to have been facilitated by EUD's coordinating role of the IWGG but these mainstreaming efforts are still not systematic. Moreover, not all EU MS appear to show equal levels of commitment and or leadership. Evidence was found of a tendency by EU MS to consider GAP II as an EC framework (rather than an EU one) and assume a passive role with regard to its requirements. Conversely, there is evidence of some EU MS proactively promoting GEWE (for ex. Sweden, Spain, DK).²⁹³ This finding was confirmed by two EU MS interviewed during the field mission.²⁹⁴

With respect to GEWE division of labour (DoL), there is no evidence of a formal DoL among EU MS but ad hoc efforts can be traced back to 2013, when GEWE DoL was ensured through the EU delegation, as chair of the donor cooperation group. Focus was then on 6 points of the agenda of the peace negotiations, to which the EUD added children and conflict, gender and demining. In 2014, division of labour was discontinued and was resumed in 2015, where decision to set up a post conflict EUTF was made. EU-MS Spain emphasised the importance of renewing efforts towards GEWE joint work in the light of the gender equality challenges facing the country. They expressed that currently, approach to gender issues is more traditional (women's focus rather than equality between women and men); government's policy focus on women's political empowerment has diminished and the economic dimension has become more important. In a similar way, government's policy attention to rural women has diminished, priority appears to be on the private sector and boosting urban development, and this is reflected in low budget at the disposal of the Rural Women's Directorate, the national gender machinery within the Ministry of Agriculture whose very creation EUD contributed to.

As regards joint EU-MS M&E activities, interviewed EU MS and EUD staff confirmed that there is no systematic joint GEWE monitoring and evaluation. However, one recent experience of EU/MS joint collaboration was highlighted as good practice. This experience is an EU-Funded technical expertise (TA) to do a GEWE Mapping of the EUTF portfolio (in 2019). This TA was funded from the EU-MIP, as there are no specific funds for GEWE GAP II related activities. The GEWE Mapping of the EUTF Portfolio was mentioned as good practice in terms of providing GEWE coaching to EUD staff, developing GEWE tools recommendations and a GEWE framework for the EUTF Portfolio that did not exist before.²⁹⁵ These tools are considered useful for joint EU-MS monitoring of progress towards gender-responsive changes (outcomes) at the local level, and for a better mapping of GEWE results-based dialogues with public authorities, women's organisations, CSOs.²⁹⁶

6.3.3.2 Value added

The EU has had an important added value at both political and operational level in the context of European efforts to support the peace process and post-peace accords context. The EU's strong support to peacebuilding efforts in Colombia has resulted in greater attention to the Women, Peace and Security agenda. The EU has also provided concrete support to guarantee the implementation of the gender provisions contained in the peace agreement. This is illustrated by the establishment of the EU Trust Fund and the role played in policy and political dialogue at multiple levels. After the Peace accords, work with governmental agencies, including gender machineries and a wide range of development actors increased. Importantly, the post-conflict landscape enabled the EUD to more effectively reinforce the mobilising capacity of women's organisations, at local, national and regional level. The added value of EU support was confirmed by CSOs and Women's organisations. In

²⁹² See AECID Plan de Acción Sectorial de Género de la Cooperación Española en Colombia 2017-2019 at https://www.aecid.org.co/recursos_user//PAS%20Genero%202017-2019%20FINAL1.pdf

²⁹³ EU Delegation to Colombia (2018): External Assistance Management Report (EAMR).

²⁹⁴ EU-MS Spain and Sweden.

²⁹⁵ In fact, a GEWE M&E was not developed during the EUTF design process, even though the revised EUTF strategy was more gender-responsive than the original one. Cf. document titled "The European Union Trust Fund for Colombia. Strategy Document" (Undated).

²⁹⁶ Source: interviews.

their view, the EU has been a key player in accompanying CSOs and women's organisations (WOs) throughout conflict and the Peace process, providing technical and political support which has contributed to valorisation by GoJ of CSO and women's roles as policy interlocutors, and in particular, women as peace negotiators. In a similar way, they also expressed their wish to see the EU more actively pressuring government to implement the commitments made in the context of Peace Agreements and more visibly engaging with the private sector and trade-related Ministries on women's rights issues (economic, social and cultural).²⁹⁷ EU-MS Spain stressed the added value of the EU's work to mainstream gender issues within the international donor's group during the period under review. Key themes through which the EUD has engaged with GEWE issues during these years have been support to the peace process (for ex. Pilar 1 of the Peace Accords), support and protection of human rights defenders, and positioning rural women as key agents of territorial development within the National Development Plan and in policy dialogues within the international donors' group.²⁹⁸

6.3.4 Partnerships (EQ5)

6.3.4.1 Support to nationally-led coordination mechanisms

The EU has been actively engaged in various coordination mechanisms in the country, some of which were strengthened after the Peace Accords. One case in point is the "Grupo de Cooperantes" – GRUC (in English: *Donors' Group*), which is made up of 23 countries and international organisations, and has a rotating Chairpersonship. This group is responsible for improving coordination and exchange of information on international cooperation in specific sectors, as well as maintaining dialogue with the Government of Colombia in certain topics of particular interest. In the framework of the GRUC, six sector donor coordination groups have been created: 1) environment; 2) human rights; 3) peace and transitional justice; 4) Public finances; 5) Gender; 6) Integral rural reform. The EUD has an active role in each of these sectorial groups.

A gender coordination mechanism in which the EU has been playing a major role in recent years is the aforementioned Mesa de Género de la Cooperación Internacional -MGCI. The MGCI was set up in 2008²⁹⁹ and, since then, has contributed to significant GEWE advances in the country. It has, amongst others, amplified spaces for women's advocacy (at national and local level) on women's human rights, GBV and gender equality in peacebuilding, in accordance with UN-WPS Resolution 1325.³⁰⁰ The MGCI has a permanent Technical Secretariat by UN Women and the Presidency is assumed on a rotating basis. The EUD has been chairing the MGCI since 2019.³⁰¹ The decision to Chair the MGCI was made by the EUD in the context of its commitment with GAP II standards for Policy Dialogue and visibility. The EUD's presidency of the MGCI was recognised as a sign of leadership by EU-MS interlocutors. Unfortunately, the perception of GoC on EUD's role could not be collected as the government officials interviewed were new in their functions and both confirmed that there is no institutional memory of coordination and or collaboration between EUD and GoC for the years prior to the current government.³⁰²

6.3.4.2 CSO's involvement (incl. women's organisations)

While the EU has worked closely with CSOs during the period under review, CSOs actual involvement in design and implementation (incl. monitoring) of EU support to GEWE has become more systematic in the post-GAP II period.

CSOs' involvement can be traced back to the pre-Peace Accord years and has included consultation with a wide range of CSOs with close links to grassroots organisations.³⁰³ The Road Map for engagement with civil society is a good illustration of meaningful involvement by CSOs and women's organisations. The Roadmap was drafted jointly by the EUD and the national confederation of CSOs and in consultation with the platform of European CSOs working in Colombia.³⁰⁴ Meaningful involvement of CSOs and women's organisations (WOs) continued after 2015 during implementation of the Roadmap. The EUD organised exchanges between implementing partners, thus creating more opportunities for dialogues between CSOs and the delegation. Through these meetings, the EUD

²⁹⁷ NGO/Women's Networks Focus Group Discussions.

²⁹⁸ Source: interviews.

²⁹⁹ The Gender table is a space for articulation, coordination and advocacy on gender equality issues, including women's and girls' rights, in line with national priorities, ODA and SDGs <https://colombia.unwomen.org/es/noticias-y-eventos/articulos/2018/07/aniversario-mesa-genero>

³⁰⁰ <https://colombia.unwomen.org/es/noticias-y-eventos/articulos/2018/07/aniversario-mesa-genero>

³⁰¹ Previous Chairs have been: AECID (2008 - 2010), EU-MS Sweden (2010 - 2012), USAID (2013 - 2015), Canada (2016 - 2018). <http://www.mesadegenerocolombia.org/quienes-somos>

³⁰² Source: interviews.

³⁰³ For ex. afrocolombians, rural, indigenous communities, children enduring forced recruitment, internally displaced persons-IDPs, women and men human rights defenders, youth living in conditions of vulnerability, among others).

³⁰⁴ EU Delegation to Colombia (2015): External Assistance Management Report (EAMR).

encouraged sharing of best practices as regards knowledge management and project implementation. As a result, dialogue and coordination with civil society was strengthened. 2017 was also the moment to take stock of Roadmap achievements and update the strategy for the period 2018-2020. Consultations with the main national platforms of civil society were undertaken, who served as “channels of communication” between their base and the EUD. Women’s organisations took part in the exercise through their own platforms (Cumbre Nacional de Mujeres, Ruta Pacifica). The Roadmap update was used to position the issue of gender equality at the centre of the dialogue in line with our commitments in the gender action plan.³⁰⁵ Involvement of CSOs and WOs also created a learning space for the EUD as the information gathered fed into EU policy dialogue with the GoC. For instance, thanks to the Roadmap exchanges on “enabling environment”, the EUD became more knowledgeable about the fiscal regulation constraints affecting local CSOs. This provided inputs to raise the question with the Colombian Cooperation Agency.³⁰⁶

Prior to GAP II years, there appears to be little involvement of CSO in design and implementation of EU external action in the area of GEWE, with CSOs being mostly involved as ‘implementers’ of EU support, especially under thematic lines (CSO-LA, EIDHR and FPI-IcSP). This finding was confirmed by CSOs interlocutors, who indicated that the nature and scope of their involvement in joint M&E in more recent years has been through discussing and agreeing the GEWE Results-based Template which they are required to fill in as per project.³⁰⁷ Some CSOs stressed the positive results of this Gender sensitive Reporting Template at several levels: i) they have improved their own M&E capacities even though the exercise is time-consuming; b) it has facilitated results-based gender sensitive dialogue with EUD.³⁰⁸ It is worth noting that EUD’s engagement with women’s organisations and CSOs working on GEWE issues has also included policy dialogues at different levels and in key thematic areas (human rights, rural territorial development, human trafficking and displacement, reincorporation, VAWG, peace-building, Peace Agreements and the Women Peace and Security agenda, amongst others). Importantly, the EUD appears to have approached engagement with CSOs strategically; that is to say, as a means to place GEWE at the centre of policy dialogues, in coherence with commitments related to the EU GAP II Action Plan.³⁰⁹

6.3.4.3 Partnership at global level

The EUD has made efforts to establish synergies with the actions of regional organisations and UN agencies active in Colombia. In particular, there has been close coordination with the Organisation of American States (OAS), in the Mission to Support the Peace Process in Colombia of the Organisation of American States (MAPP-OAS) and UN agencies active in the focal sectors of EU cooperation such as FAO and UNICEF. The EUD has also made efforts to work closely with development banks (Inter-American Development Bank and World Bank).³¹⁰ Coordination with UN Women dates from 2015 and 2016, through the global programme on transitional justice implemented in 4 countries.³¹¹ Cooperation was strengthened in 2017, in a common effort to increase policy dialogue and better position gender equality in the national policy agenda. More recently, efforts towards creating a new partnership around the Spotlight Initiative were made with UN Women, but Colombia was finally not selected.³¹²

6.4 Main findings - Effects of the EU support

6.4.1 Effects on physical and psychological integrity (EQ7)

6.4.1.1 VAWG policy and legal frameworks

The EU’s engagement with VAWG has been done within the broader context of conflict (including armed conflict) and peacebuilding. Against this backdrop, EUD’s support has contributed to an enabling environment for enforcement of existing legislation and for enhanced protection of victims of VAWG. From as early as 2000, and through different instruments and programmes, EUD’s support has focused on strengthening the rule of law and promoting local initiatives for the consolidation of safe and democratic spaces, particularly in territories most affected by the conflict. At the EU programming level, there has been a systematic focus on Gender-based violence (GBV), which appears to have been significantly facilitated by EU GAP II Action Plan. In this context, EUD and EU-MS who were actively involved in the EU Working Group on GEWE decided to focus on the elimination of all

³⁰⁵ EU Delegation to Colombia (2017): External Assistance Management Report (EAMR).

³⁰⁶ EU Delegation to Colombia (2017): External Assistance Management Report (EAMR).

³⁰⁷ See “Formato de Reporte Proyecto,” op. Cited.

³⁰⁸ Evidence collected from 3 CSOs/WOs Focus Groups.

³⁰⁹ EU Delegation to Colombia (2017): External Assistance Management Report (EAMR).

³¹⁰ EU Delegation to Colombia (2015): External Assistance Management Report (EAMR).

³¹¹ Source: interviews.

³¹² Source: Interviews

forms of VAWG (GAP II Obj. 7) and address, in particular, the prevalence of sexual and gender-based violence in crisis and post-conflict situations, as well as peace building missions (GAP II Obj. 9). Comparison between the programming and the implementation level shows consistency, as several actions of the portfolio aim at combatting gender-based violence, including different forms of VAWG affecting Colombian society.³¹³

As illustrated in Box 15 below, there have been important evolutions in the country's legal and policy framework on VAWG in the past decade.

Box 15 *Evolutions in the Colombia's legal and policy framework on VAWG.*

Colombia has progressively moved forward to develop strong legislation on gender-based violence. Legal and normative frameworks include Law 1257 of 2008, which includes violence against LGBT persons; Law on domestic violence (Law 1542 of 2012), Law on feminicides (Law 1761); LAW 1752 (2015) which penalises discrimination against persons with disabilities; Law 1719 (2014) related to measures to guarantee access to justice for victims of sexual violence; Law 1482 (of 2011) which penalises acts of racism and discrimination, including sex-based discrimination. In addition to this, the normative framework includes many Resolutions regarding girls, boys and youth whose human rights are either threatened or violated. Importantly, the country's legislative matrix on GBV is also aligned to several international and regional frameworks such as Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and Belem do Pará. As the 2017 EU Country Gender Profile shows, advances also include availability of statistics on gender-based violence from an intersectional standpoint and increases in reporting of cases, although challenges persist in this area. An Assessment of the Experts from the Belem do Para Group³¹⁴ shows that, compared to the conflict years, Colombia's legal and normative frameworks related to VAWG are more in line with CEDAW's recommendations. However, challenges remain at the level of implementation and adequate budgets to finance the reforms. Gender-based violence remains pervasive, in particular VAWG in its various manifestations and throughout the life course.

Source: Follow-up Mechanism to the Belém do Pará Convention -MESECVI- (2017): Report from the women experts "Mecanismo de seguimiento Convención Belém do Pará"

The EUD has been critically aware of progress and challenges regarding enforcement of VAWG legislation and implementation of related policies in the country. As the 2017 EU Gender Country Profile states, despite advances in state's response, level of reporting by victims and CSO and media work on changing mentalities and attitudes, the prevalence of several forms of VAWG remains high, including conflict-related forms of SGBV. To tackle this challenge, post-GAP II EU efforts have sought to strengthen the institutional environment through projects in specific regions of the country. One example is the project titled "Territorial Development in the Department of Nariño in times of peace". Through this project, which is part of the EU Trust Fund for Peace Portfolio and implemented by EU-MS Spain, the EU has been supporting improvements in public policy undertaken by public authorities from 3 Municipalities. These Municipalities are members of the Nariño Gender Observatory (GO), the academic research centre in charge of developing and dissemination official data (including statistics) on the status of women, and LGTB groups in the Department of Nariño and in the Pasto Municipality.³¹⁵ Currently, the GO is working on the design of a roadmap for joint articulation and coordination of the 3 Municipalities. The objective is to consolidate data and statistics on different forms of violence, develop joint analysis of gender indicators and coordinate efforts for the prevention of GBV. It has to be noted that EUD's support in this specific Project is in line with Colombia National Gender Equity Policy, and the government's Comprehensive Plan to ensure a life free from violence.³¹⁶ EUD's support project is also in line with GoC's initiative for stronger inter-institutional collaboration in view of producing consolidated data for enhanced institutional response on trends in different forms of inequality and multiple forms of GBV.³¹⁷ Field interviews with CSOs and WOs confirmed the fact that EUD's engagement with VAWG and GBV has contributed to an enabling environment for the implementation of VAWG policy and legal framework. They also pointed out that important challenges remain, especially at the level of institutional responses and enforcement of existing VAWG legislation at national and local level. In the view of many interviewees, recent changes in political leadership appear to have made GEWE efforts more difficult. Some of the reasons put forward were a) new government with a gender agenda more focused on women and family; b) new government officials with no institutional memory

³¹³ For a comprehensive analysis (including indicators) see Colombia Gender Country Profile 2017.

³¹⁴ MESECVI (2017): Report from the women experts "Mecanismo de seguimiento Convención Belém do Pará". <https://www.oas.org/es/mesecvi/docs/FinalReport2017-Colombia.pdf>

³¹⁵ <https://observatoriogenero.udenar.edu.co/mision-y-vision/>

³¹⁶ <http://www.equidadmujer.gov.co/ejes/Paginas/politica-publica-de-equidad-de-genero.aspx>

³¹⁷ Cf. "Documento con Propuesta de creación y funcionamiento de Observatorios de Género/puntos focales en los municipios de Pasto, Ipiales y Tumaco" AECID et al. 2018, p.6.

of GEWE work done in the past. Other constraints mentioned by CSO interlocutors relate to the Justice sector, and in particular, to the mentality of justice providers (including judges). The justice sector was identified by CSOs as a sector with resistance towards proper treatment of cases of VAWG. Despite the fact that justice officers (such as family judges) have received gender training, on many occasions, sentences favour perpetrators rather than women victims of VAW.³¹⁸ While the EU support has contributed to positive changes in policy and legal frameworks in the last decade, the evidence points to a more important role in supporting actions tackling forms of GBV affecting the post-Peace Accords context. This, in view of achieving a more effective, efficient and accountable institutional and legal environment. In this context, evidence was found of two EU-funded interventions. One example is the Project supporting the advocacy and campaigning work of the Colombian women's movement (also known as "La Cumbre de Las Mujeres/the Women's Summit) which mainstreamed gender equality and women's rights during the peace process.³¹⁹ The women's Movement submitted a proposal for the Statutory Bill of 2017 related to the composition of the Jurisdiction for Peace (JEP).³²⁰ They proposed three gender-responsive changes: 1) gender parity in composition of the JEP; 2) a special team for investigation of cases of sexual violence; and 3) criteria based on women's rights in the Investigation and Prosecution Unit. Their proposals were accepted and as a result, the special investigation unit of the JEP has a gender group responsible for investigating cases of sexual violence on the basis of the proposal submitted by the Women's Summit (Art. 108 of the JEP Statutory Law; adopted and presented to Congress in November/17).³²¹

6.4.1.2 Capacities of rights-holders and duty-bearers

Along with several other international donors, the EU has played a positive role in strengthening the capacities of rights-holders to make their claims in the area of VAWG and of duty-bearers to meet their obligations. These efforts appear to have yielded positive results. Firstly, **the EU has also contributed to the construction and preservation of safe spaces to ensure protection of girls and women from all forms of violence exerted by public authorities.** The EIDHR-funded project "Growing up with rights-Actions promoting girls' and boys' human rights,"³²² for instance, has managed to establish safe spaces in at least three municipalities (Trujillo, Florida and Pradera). These safe spaces have served more than 284 vulnerable children (where 145 are girls).³²³ Another project illustrates EUD support to women as rights bearers. The EIDHR-funded Project "Promotion and protection of women in defence of human rights in the framework of the implementation of the Peace Agreement",³²⁴ has supported the members of the National Network of Women Defenders of HRD-RNMD, with specific focus on those WHRD living in remote areas and faced with high exposure to VAWG. The Project has sought to enhance the capacities of women human rights defenders (WHRDs) to claim their rights and hold government and its institutions to account. The project has included activities such as organisational capacity, leadership, legal and policy training and advocacy power to bring about changes in a rather conservative social milieu that condones VAWG and poor institutional response vis-à-vis VAWG. As regards improvements in the capacities of justice providers for better handling of VAWG related cases, progress can be noted especially in terms of improving the availability of services (public and CSO level) to victims of VAWG regardless of their age, ethnicity, race or origin. The Project supporting the three Municipalities mentioned earlier engaged with public authorities and has contributed to better service provision for VAWG victims and better monitoring by public authorities of implementation of legislation on GBV, including Law 1257 (2008), which includes violence against LGBT persons.³²⁵ CSOs and WOs interlocutors highlighted the importance of engaging with structural sociocultural factors (i.e. Machismo, stigmatisation of women and girls and LGTBI persons) which contribute to a culture of impunity and insufficient institutional response by duty-bearers.³²⁶ In this

³¹⁸ NGO from Focus group 2.

³¹⁹ Cf. Formato de Reporte Proyecto CRIS-382737 "Participación efectiva de las mujeres en el seguimiento a la implementación del Acuerdo de Paz y la vigilancia de las condiciones de seguridad para las organizaciones y plataformas de mujeres comprometidas con una paz estable y duradera en Colombia." EUD Internal document for Monitoring GEWE results in compliance with GAP II.

³²⁰ <https://www.jep.gov.co/JEP/Paginas/Jurisdiccion-Especial-para-la-Paz.aspx>

³²¹ Cf. Formato de reporte Proyecto CRIS-382737, p. 10.

³²² "Creciendo con derechos - Acciones por los derechos de los niños y las niñas," CRIS-376920.

³²³ Disaggregation of beneficiaries is intersectional: age, ethnicity, race, sex). Cf. CRIS-376920; ROM 2012, p.5.

³²⁴ *Promoción y protección de las mujeres en la defensa de los derechos humanos en el marco de la implementación del Acuerdo de Paz.*, EIDHR/2017/394265.

³²⁵ Cf. "Datos sobre la situación de las mujeres de acuerdo con las prioridades temáticas que orientan las acciones de la Unión Europea en Colombia."

³²⁶ Focus group with WOs: Ruta Pacífica de las Mujeres, Cumbre Nacional de Mujeres y Paz -Corporación de Investigación y Acción Social y Económica -CIASE, Cumbre Nacional de Mujeres y Paz, Colectivo de Pensamiento y Acción Mujeres, Paz y Seguridad -Instituto Latinoamericano de Servicios Legales Alternativos (ILSA), Cumbre Nacional de Mujeres y Paz.

respect, efforts by EU-MS Spain on stronger normative frameworks related to VAWG deserve a note, since they have been complementary to EUD's. Spain has provided support through its Programme "Access to justice for women victims of GBV." The project's objective was to bring about improvement to mechanisms and procedures ensuring adequate treatment of, protection and access to justice for victims of gender-based violence through enhanced coordination by relevant decision-makers.³²⁷

Box 16

EU-EIDHR Project "Communities for Peace" – Colombia

Background: The project aimed at guaranteeing the exercise and enjoyment of the rights to protection, development, reintegration and participation of children and adolescents associated with the armed forces, armed groups and gangs affected by armed violence in Colombia, through direct individual care and the implementation of inclusive, innovative and participatory protective environments. It was implemented by Plan International and the National Secretariat of Social Pastoral in 5 departments and 14 municipalities of Colombia. The project included activities for participants to engage with the construction of non-violent masculinities and identification of factors promoting or reinforcing GBV.

Relevant activities:

The organisation of 12 school Festivals: "Making the invisible visible", in which the violence suffered by girls inside the schools was made visible. These spaces also made it possible to question traditional gender roles and stereotypes, generating ideas on how to support girls and boys in building just and loving relationships and identities. These festivals were complemented with additional gender sensitive work by the school and teachers.

Multi-actor dialogues and articulation with different strategic actors (public authorities, institutions, schools / colleges, communities, parents / families). The role of girls and women as citizens and subjects entitled to rights in legislation relevant to community development was mainstreamed in these dialogues.

Transformative pedagogy: capacity-building to deconstruct stereotypes devaluing girls and women; awareness-raising on the links between stereotypes and GBV and transforming patriarchal narratives informing GBV in armed conflict; community mobilisation around nonviolent masculinities.

Gender Transformative changes achieved:

Empowered young people, with clear gender-equality oriented language and personal action plans.

Increased awareness within youth on the different forms of violence experienced by girls and women in their communities (2,450 girls, 2,261 boys, 385 women and 265 men were sensitised).

Capacity of girls and boys to identify and highlight factors that promote or reinforce GBV within the educational and community environment (277 girls and 254 boys involved in the gender training).

Community's positive perception of young people as drivers of change in their communities: young people make their voices heard. Increased community awareness of the need to challenge values and practices socially accepted which increase GBV.

equality among young boys and young girls is the way forward.

Increased leadership, as today's well-prepared young leaders will certainly be tomorrow's activists and politicians, and this is a long-term impact that shall not be underestimated. See above the Young Leaders Seizing Power Activity.³²⁸

Sustainability: Every year, between 10 and 15 girls come to the country's capital to take over the most important and influential public, private and diplomatic organisations in Colombia. This initiative is known as the "Toma de Poder Muchachos Líderes". (Young leaders seizing power). Angie Paola, a girl participant in the project from the conflict-affected region Chocó, was the European Union Ambassador for a day. She was already very empowered thanks to the project, as this initiative allowed her and her counterparts to show their communities that girls can have a voice, be listened to and can change dynamics.³²⁹

Source: Author's analysis based on data shared by EUD PM responsible for the Project CRIS- 376910 and "Formato de Reporte Proyecto CRIS-376910," op. cited.

³²⁷ Since 2006, the Spanish Agency for International Cooperation for Development (AECID) has been implementing the *Programme to support the construction of public policies with gender equity in Colombia*. This programme has among its strategic lines to enhance access to justice for women victims of GBV. The project was implemented by the WOs "Humanas Corporation – Colombia." Cf. "Aportes para el acceso a la justicia de las mujeres en Colombia," <https://www.humanas.org.co/archivos/Aportesjusticia4.pdf>

³²⁸ Case submitted by EUD PM EIHR.

³²⁹ <https://www.elespectador.com/colombia2020/pais/angie-paola-la-embajadora-de-la-union-europea-por-un-dia-articulo-885559>; <https://www.kienyke.com/historias/angie-paola-martinez-embajadora-en-el-dia-internacional-de-la-nina>; <https://twitter.com/RedMasNoticias/status/1182850868300992512>

These joint efforts need to be understood against broader challenges in the area of VAWG as seen in the 2017 Gender Country Profile, namely improvement in terms of investigation, prosecution and redress to VAWG victims.

6.4.1.3 Agents of change

The EU's GEWE support has contributed to strengthening women's agency in (post)conflict peacebuilding. In this sense, EUD's approach has included two important dimensions, namely protection of women (including WHRDs and women and girls at risk of conflict driven GBV) and access to decision-making in conflict and post-conflict settings.

Several projects position women, girls and boys as subjects entitled to rights, and in particular, their right to live without any form of violence (be it institutional, public or private). Some Projects funded through IcSP and the EIHRM have delivered results showing that women and girls have not only been empowered as rights holders (through awareness raising; knowledge-building on legal rights) but have also developed capabilities to claim their rights (agency), both as individuals and as members of their collectives.³³⁰ It is important to note that within this empowerment-for-agency strategy, the EU has also contributed to the creation of safe spaces for the protection of women and men, girls and boys living in conditions of vulnerability at the at local level; especially in zones hardly hit by conflict.³³¹ Specific results achieved to empower WHRDs through support to members of the National Network of WHRDs are worth mentioning:

- Improved technical and operational capacity of local WHRDs through capacity-building and training activities (Human Rights, Legal and Normative frameworks).
- Increased visibility in national and international spaces of the situation of Colombian WHRDs. The situation of the WHRDs was disseminated through social networks; visibility and advocacy campaign were launched with a Multisector Alliance against VAWG.
- Strengthening of the National Network of WHRDs vis-à-vis the State: increased recognition by public institutions and decision-makers (national and local) of their legitimacy as interlocutors.
- Human rights defenders better protected from threats and risk situations through implementation of protective measures for WHRDs.³³²

In addition to approaching women and girls as agents of change, the EU's engagement with discriminatory norms informing VAWG appears to have increased in recent years, increasingly involving men and addressing issues such as new masculinities, although still not as an integral part of project design. Before 2016, only a few interventions appear to have tackled discriminatory social norms and gender stereotypes conducive to VAWG. In many cases, and due to the pervasiveness of (armed) conflict, violence itself is approached as a structural problem with socio-political dimensions but linkages between different forms of violence and their underlying causes (social and norms, discriminatory practices) is missing.³³³ More recently, the EU's engagement with transforming and challenging gender stereotypes and discriminatory norms appears to have increased, as evidenced by EUTF for Peace Projects in the area of territorial development in Chocó, and Nariño. These projects have one specific objective linked to changes in social norms and gender stereotypes.³³⁴ Two additional projects where engagement with gender norms has been encouraged is the EU-EIDHR Project "Communities for Peace and Project "Tramo a Tramo/Step by Step". A more recent example of EUD's efforts to engage with discriminatory gender norms is its digital campaign "Igualdades/Equalities. Launched in 2019, the campaign has used social media to develop awareness on the need to combat gender norms, stereotypes and machismo. A series of online tools were developed (You tube videos, hashtags, online surveys), and EUD Ambassador took an active role in related outreach activities.³³⁵

³³⁰ Cf. 1) EIDHR/2017/394265 op cited; 2) "Creciendo con derechos - acciones por los derechos de los niños y las niñas" (CRIS-376910).

³³¹ See EUD internal GAP II Reporting of Results achieved by Project CRIS-376910.' ("Formato de Reporte Proyecto CRIS-376910").

³³² Cf. EUD internal GAP II Reporting of Results achieved by Project titled "Participación efectiva de las mujeres en el seguimiento a la implementación del Acuerdo de Paz y la vigilancia de las condiciones de seguridad para las organizaciones y plataformas de mujeres comprometidas con una paz estable y duradera en Colombia" ("Formato de Reporte Proyecto CRIS 394265").

³³³ Cf. CRIS-2010/022-248, "New Peace Laboratories".

³³⁴ Cf. Mapeo de acciones de género recientes o en curso apoyadas por la delegación de la Unión Europea y Estados Miembros en Colombia Marzo de 2017."

³³⁵ The Endema - Escuela Nacional de desaprendizaje de Machismo/"Virtual school to unlearn machismo" is a digital awareness-raising tool developed in the framework of the EUD campaign "Equalities." See videos at <https://www.youtube.com/watch?v=r-lvXITdKns&t=12s>; <https://www.youtube.com/watch?v=qIQHP4zqrOQ>; See also https://elpais.com/internacional/2019/09/26/colombia/1569532167_709431.html; <https://eeas.europa.eu/delegations/colombia/71595/%C2%A1una-escuela-para-desaprender%E2%80%A6-el->

During focus discussions with CSOs and WOs,³³⁶ one WO interlocutor explained that EUD support has made it possible for them to work with the police (women and men) on the issue of new masculinities. The methodological tool used was "Unimaginable Dialogues/Possible Dialogues with the public force." Activities included training, which also opened a space for local women to engage in dialogue with the military on the issues of security and land. Technical dialogue tables were organised in the territories, where dialogues between the police and women's organisations took place. The WOs took the opportunity to include a new masculinities workshop with the police (men and women), including heteronormativity.³³⁷

6.4.1.4 Sustainability

EU support in the area of GEWE in Colombia has followed quite closely the key areas identified by the EUD and EU MS in the GAP II, by prioritising these areas rather extensively during the design and implementation phases of the main interventions. Political will on these issues evidences a certain level of continuity, although there is no explicit evidence of sustainability being considered as a critical factor from the start. The Chief of Delegation, for instance, has had a fundamental role in leading political dialogue with the National Government on the agenda for GEWE, including VAWG, and has closely followed the process leading to the priorities set in the GAP II for Colombia. GAP II reporting suggests that the EUD's political support during the peace process has also been fundamental in reinforcing agreements and reaffirming the importance of implementing the nearly 120 measures agreed by the parties in relation to VAWG and GEWE in general. As shown above, **evidence from the reviewed interventions shows that capacities have been developed among individuals and institutions, and that women and girls have been empowered.** The project 'Participación efectiva de las mujeres en el seguimiento a la implementación del Acuerdo de Paz y la vigilancia de las condiciones de seguridad para las organizaciones y plataformas de mujeres comprometidas con una paz estable y duradera en Colombia', for instance, has created conditions for the development of a nation-wide platform so that the 8 member organisations and women in the territories covered by them can carry on developing their capacities and, thus, be able to give continuity to the achieved results. **However, only in some cases the projects have created the conditions for sustainability of the results and there is no evidence suggesting that gender responsive sustainability was considered in project design.** The various challenges identified in previous sections (for instance, lack of political will, resistance by some duty bearers, low levels of GEWE awareness by government officials, low capacity for adequate response to cases of VAWG by local and sub-regional authorities) could potentially hinder the sustainability of GEWE related results. This fact was confirmed by CSO and WOs interlocutors. The EUD has shown awareness of these challenges. For instance, The ROM report for the project 'Protección de los derechos de los niños, niñas y adolescentes afectados por el reclutamiento y otros hechos victimizantes de la violencia armada en Colombia' has highlighted that although there is a formal commitment by the government, capacity and political will represent serious limitations to the commitments under this project. In this line, the EUD has recognised the need to ensure strong coordination with civil society organisations and also strategic partnership with the local, regional and central government authorities.

6.4.2 Effects on women's voice and participation (EQ9)

6.4.2.1 Women's influence on decision-making

The EU has provided sustained support to gender-responsive governance processes. The evidence gathered points to significant contributions to strengthening reform processes at macro level (e.g., in Rule of Law and reshaping institutions), meso level (support to providers of services) and micro level (support to women's and girls' as individuals and as members of associations and networks). For instance, it contributed to the creation of the National gender Machinery (NGM) "Rural Women's Directorate." Set up with EU support, this NGM has been maintained through the change of Government and remains an important interlocutor for the EUD. The relevance of this NGM was confirmed during interviews, along with an important challenge: lack of adequate resources to do its work properly.³³⁸ The EUD has also provided technical assistance to strengthen the gender approach in the National Land

[machismo ka; https://www.elespectador.com/colombia2020/pais/una-escuela-nacional-para-desaprender-el-machismo-en-colombia-articulo-883014](https://www.elespectador.com/colombia2020/pais/una-escuela-nacional-para-desaprender-el-machismo-en-colombia-articulo-883014)

³³⁶ Three focus groups discussions were organised. Focus Group 1 was formed by YMCA and Alianza por la solidaridad. Focus group 2 was formed by: Mercy Corps, Fundación Plan, Forum Syd, Fundación Alpina. Participants to Focus Group 3 were: Ruta Pacífica de las Mujeres, Corporación de Investigación y Acción Social y Económica; CIASE -Colectivo de Pensamiento y Acción Mujeres, Paz y Seguridad; Instituto Latinoamericano de Servicios Legales Alternativos (ILSA) ; Cumbre Nacional de Mujeres y Paz.

³³⁷ Results shared by CSO – CIASE (Corporación de Investigación y Acción Social y Económica).

³³⁸ Source: interviews.

Agency. In addition, together with Spain, FAO and UN Women, the EUD has led the commitment of the international community in this particular sector. More recently, the EU has been providing support to women as key actors of political and economic decision making in rural development. This has been done, for instance, through the EUTF for Peace Project “Territorial Political and economic empowerment with focus on rural women,” which has been aiming at mainstreaming women’s rights and women’s voices in territorial rural development especially in relation to Chapter 1 of the Peace Agreements regarding integral rural reform.”³³⁹ Through the FORPAZ intervention, the EUD has provided support for advocacy work to women leaders from indigenous grassroots organisations in the Cauca region. This support has been in the framework of the Peace agenda of the Cauca women.³⁴⁰ EUD support has been consistent with recent developments in EUD’s approach at the macro-policy level. As seen in the DRET Programme, gender issues have been mainstreamed into support to reform of the rural development sector policy. This has been done through a) introduction of a gender-responsive indicator for BS which will measure the share of women benefiting from the public rural policy; b) gender as one of the 4 priority areas, including activities mainstreaming “a gender focus across policy development and instruments, in particular for income generation and access to rural housing”; c) empowerment of rural women as “ as key socio-economic actors in rural development and influence sector public policy.”³⁴¹

Box 17 Evolution of access to decision making in policy and political life in Colombia

In terms of women’ access to decision making in policy and political life, the electoral law of 2011 introduced the 30% minimum gender quota for candidate lists for publicly-elected offices, Colombian legislation recognises the right of women to hold at least 30% of the highest public decision-making positions and of other public decision-making levels subject to appointment and removal, with powers of management and direction in designing, planning, coordinating, implementing and monitoring the actions and policies of the state. Exceptions to the law apply to the judiciary, administrative or other quota provisions introduced by the electoral law of 2011 were implemented for the first time at the local government elections held on 30 October 2011. As a result of the implementation of the gender quota, the participation of women candidates increased from just under 20% of the total number of candidates in the 2007 local elections, to just over 35% in 2011. As regards national elections, comparison between 2014 and 2018 shows a slightly different picture, with a decrease in number of women elected (for 2014 figures were 20,8% of seats for women in the House of Representatives and 30,4% in the senate; figures for 2018 were 18% and 22% respectively). Compared to years during which the country was in conflict (pre 2016), there has been an increase in participation and representation of women in State institutions, including a trend towards gender parity in Ministerial representation, as shown by the Ministerial composition of current government (in 2018 8 out of 16 Ministers were women). However, evidence explaining the increase in parity rates due to increased EU support could not be confirmed.

Source: Author’s analysis based on interviews and documentary review.

6.4.2.2 Women’s voice in the society

Through both spending and non-spending actions, the EU has contributed to amplifying women’s voices and galvanising their influence in policy and legislative reforms. During the period under review, EUD’s concern has been specifically focused on empowering women as human rights defenders and as “peace-making agents” playing a key role as mediators, technical experts in formal conflict prevention, in peace negotiations, and in peace making processes. Tangible results have been achieved as demonstrated by reports from implementing partners. For example, one breakthrough achievement was when women’s rights organisations (WROs) working to implement EU-funded programme ‘The Pacific Women’s Route’ were able to play a key role in the process surrounding the Peace Accords.³⁴² In addition to this, EU support to women’s voices has contributed to increased visibility of women’s proposals and priorities in follow up and monitoring of Peace Accords, including improving safety measures for women’s participation in the process. It is worth noting that the post-conflict reforms supported by the EUD are in keeping with EU’s commitments in the framework of recommendations from the CEDAW Committee, the WPS (in particular recommendations for women’s

³³⁹ Cf. From (DCI-LA) Peace EUTF 2-08 D-39462, “Empoderamiento Político y Económico Territorial con Enfoque en las Mujeres Rurales (“Tejedoras de Vida”) del Putumayo.”

³⁴⁰ Cf. Project CRIS-379832; see video at https://www.youtube.com/watch?v=ePD_A9Dry64

³⁴¹ Cf. “Annual Action programme in favour of Colombia to be financed from the general budget of the Union for 2019 for adopting the sector reform programme in support of the rural development policy.”

³⁴² Cf. CRIS-382737, “Participación efectiva de las mujeres en el seguimiento a la implementación del Acuerdo de Paz y la vigilancia de las condiciones de seguridad para las organizaciones y plataformas de mujeres comprometidas con una paz estable y duradera en Colombia”.

access to decision-making during peace negotiations, as done through support to the 1325 Women's Coalition) and the 2030 Agenda (especially SDGs 5, 9, and also SDG 16, related to peaceful, inclusive societies with equal access to justice for all). As evidenced by reports for the Programme FORPAZ, including its new phase (new peace laboratories), tangible results have been achieved in the area of the WPS agenda (UNSCR 1325 and its follow-up resolutions). Other significant outcomes achieved for the period 2017-2018 were: increase in women in key positions during the peace negotiation process as 47% women were incorporated in Truth Commissions, and 53% women Magistrates were part of the Special Peace Jurisdiction).³⁴³ Equally important are efforts aiming at empowering WHRDs as agents of change, through enhancement of their leadership capacities (technical and political) and self-awareness of their key role in contributing to enforcement of women's human rights and particular, the state's responsibility to enforce those rights. Evidence in this area shows that EU support has empowered a wide range of women's organisations at national and local level (afrocolombians, displaced and peasant women, including antennas of the national Network of WHRDs). This support has been done through a) capacity building for advocacy and alliance building between CSO, women's networks and grassroots women's organisations; b) territorial peace dialogues between women victims of armed conflict and leaders of the network of WHRDs, including the construction of women's collective memories; c) workshops for knowledge-building on women's rights, including legal training and negotiation skills. As shown by results achieved, women gained crucial rights-based knowledge that they could apply to empower themselves and reinforce their advocacy work to hold state institutions accountable in ensuring justice. The rationale behind this support has been equality of rights and enhancement of women's capacities to influence political and governance processes at different levels.³⁴⁴ Field interviews with CSOs, including women's networks, confirmed the fact that EU's support has effectively amplified women's voices and contributed to increased recognition of women as policy interlocutors with government. They highlighted the role they were able to play in national and regional monitoring processes related to the Peace Agreements; their participation at the Peace Negotiating Tables in Havana and in Ecuador, inclusion of their members in the National Peace Council and in the regional Peace Councils, inclusion of their members in the National Truth Commission.³⁴⁵ However, it was pointed out that recent changes in government have led to drawbacks on gender-responsive policy changes achieved in previous years, as discourse and policy priority have shifted from "gender equality" to focus on "women" and "family." In addition to this, the space for CSO and women's influence in policy changes conducive to implementation of gender equality commitments in the context of the Peace Accords has shrunk considerably. CSOs and WOs interlocutors stressed the need for the EU to pay close attention to these challenges, as they are having an impact on gender-responsiveness on the National and territorial development plans to which EU, EU MS and other international donors have contributed.³⁴⁶

Some evidence was found of EU support through the use of ICTs as a catalyst for political and social empowerment of girls and women, as for example in use of digital technology for campaigning and movement building done by the Network of WHRDs (via #tags, tweeting, and software geolocation for personal protection of human rights defenders (prevention of GBV and early warning system development) .³⁴⁷

6.4.2.3 Discriminatory social norms

Desk and field evidence show that EU external action has contributed to challenging and changing discriminatory social norms and gender stereotypes affecting women's influence in decision-making. A few EU interventions have tackled discriminatory social norms and gender stereotypes, and some have integrated specific activities related to fighting gender stereotypes that sustain (and perpetuate) different forms of GBV and discriminatory access to decision-making by women, girls and LGBTI persons. For instance, through the 2012 FORPAZ Project, implementing partners could engage with grassroots communities on gender stereotypes affecting discriminatory practices hampering women and girls' access to decision-making in local territorial development.³⁴⁸ The

³⁴³ Monitoring Report for the CSO-LA Project titled 'Participación efectiva de mujeres en la Ruta de Paz' CRIS-382737; and Monitoring Report for Project "Igualdad de derechos y capacidades de las mujeres para participar en los procesos políticos y de gobernanza a todos los niveles" CRIS-379832.

³⁴⁴ Cf. CRIS-394265- EIDHR/2017/155226-1/33 - p. 35.

³⁴⁵ See also GEWE results reported for the period 2016-2020 of Project CRIS- 382737 (Reporte de acciones de género que contribuyen al GAP II (2016-2020) "Participación efectiva de las mujeres en el seguimiento a la implementación del Acuerdo de Paz y la vigilancia de las condiciones de seguridad para las organizaciones y plataformas de mujeres comprometidas con una paz estable y duradera en Colombia", cf. CRIS- 382-737

³⁴⁶ CSOs mentioned changes in the Cauca development Plan, which previously had a strong focus on women's rights and gender equity and has now shifted to "women's inclusion." Interview with Focus Group 2/Mercy Corps).

³⁴⁷ Cf CRIS-382737.

³⁴⁸ Cf CRIS-379832.

EUTF project supporting rural women in Putumayo (“Mujeres Tejedoras de Vida/Women Lifeweavers”) has contributed to challenging women’s subordinated status in local rural development, by positioning rural women as key actors of socioeconomic development. As a result, local women are now recognised as valid interlocutors by local authorities and work has been done with 7 municipalities who unaware of the realities affecting local women in the region before the project started. Thanks to EUD support, women have been working on a 10-year programme with a differential approach³⁴⁹ that has included work with youth and male leaders on masculinities, on combating GBV against women and on valorising women as economic and social agents in local development. Also thanks to EUD support, they could influence the new local Public Gender Policy “Política pública de la mujer y equidad de género”, and are now doing advocacy work to free resources for its implementation. In the area of economic empowerment, they have included activities to raise awareness on women’s roles in the care economy and better distribution of care work so that women can have more time for productive activities.³⁵⁰

Additional evidence gathered from field mission demonstrates that EU’s engagement with challenging discriminatory norms has been done via CSOs funding and also through campaign work and communications (cf. Campaign Igualdades/Equalities, Unlearning Machism; Project “Tramo a Tramo/ Step by Step” via International NGO-Forum SYD) and with CSOs working in the defence of human rights of LGBTI groups.

Evidence shows that after the adoption of GAPII objectives, the EUD renewed its efforts in this area. The three levels of engagement found during desk review, namely a) high-level policy dialogue; b) effective integration of the gender approach in the results of its portfolio; and c) communication and visibility for positioning the debate on stereotypes and working to transforming them, were confirmed during field interviews. While there is evidence of EUD support to strengthening women and girls as agents of change (for example through programmes to reinforce female leadership from different origins and backgrounds- rural, afrocolombians, indigenous, youth), EU support to LGBTI persons and people with disability as agents of change is less prominent, even though it has evolved in recent years, as illustrated by the EU funded campaign Igualdades and active engagement from EUD high level management in support of LGBTI rights.³⁵¹ Interview with one EU funded organisation working with LGBTI groups confirmed that EU funding has been key to reinforce their technical capacities, including advocacy skills and legal expertise to promote and defend the human rights of LGTB persons. They have also been able to publish reports exposing the impact of GBV on LGBTI persons living in conditions of imprisonment, and of bullying at schools. These reports are part of their advocacy work towards non-discriminatory educational systems.³⁵² The CSO interlocutor mentioned the following achievements to which the EU has contributed:

- Court judgement to do justice of adolescent suicide due to LGBTI bullying at school. Extensive educational campaign (“My Voice Matters”) accompanied by advocacy work with justice authorities. Criminal action was brought against several school officials.
- Contribution to legislation guaranteeing same-sex partner rights, same-sex marriage, adoption rights of same-sex couples.
- Alliance-building with WOs and participation in peace talks table in Havana, leading to inclusion of LGBT persons in the gender approach of the agreement. Final Peace Agreements text recognises victimization of LGBT people due to their gender identity.
- The setting up of a pioneering online data system on violence against LGBTI people. Online database includes 75 variables. This database is private and confidential, only figures are public. Governmental bodies know of its existence, and the UN system uses it for its reports (UNHCR and the IACHR).³⁵³

³⁴⁹ The differential approach includes gender, ethnicity, social class, geographical origin, age, sexual orientation, among other factors of social differentiation. The differential approach is in line with the intersectional approach promoted by the EU in its external actions and has informed EUD’s engagement with gender equality as early as 2012, as evidenced by FORPAZ projects, see for instance “Fortalecimiento y consolidación de capacidades locales y regionales para la planificación, el ordenamiento territorial y la construcción de la Paz” (CRIS-379832).

³⁵⁰ Source: interviews.

³⁵¹ Several sources were collected during field and these include EUD documents to mark the day commemorating the struggle against homophobia, transphobia and biphobia, expressing EU support to LGBTI persons in accordance with the Un Human Rights Fundamental Chart, and in particular, the prohibition to discriminate on the basis of sexual orientation and gender identity. See also media products showing EUD’s engagement with sexual diversity and combatting stereotypes at <https://www.youtube.com/watch?v=r-lvXITdKns&t=12s>; and <https://www.youtube.com/watch?v=qjQHP4zqrOQ>

³⁵² Source: interviews.

³⁵³ <https://sinviolencia.lgbt/non-violence-lgbti/>

6.4.2.4 Sustainability

EU support has contributed to sustaining gender-responsive governance processes and strengthening women's roles during conflict and post-conflict years. However, it is still unclear whereas this has contributed to longer-term changes in discriminatory social norms. There is also little evidence suggesting that sustainability was considered in the EU-funded projects since the design phase. There are, however, certain signs of political will from national stakeholders that evidence continuity of EU external action support. An example of this is, for instance, the fact that the Rural Women's Directorate created with EU support, has been maintained through the change of Government.

6.5 Main findings - Institutional culture shift at EUD/embassy level

6.5.1 Leadership and accountability (EQ2)

6.5.1.1 Leadership

Findings from desk study and field interviews confirm the fact that even though there is no formal gender championship system in place, there has been sustained senior gender championship in practice.³⁵⁴

Documentary and field evidence points to personal efforts deployed by HoD and former EU Ambassador to consistently mainstream gender issues in policy dialogues, major events (for ex. webinar 'No Peace Without Women' and the Orange campaign on VAWG) while maintaining a high-level dialogue on gender issues with new government, especially with Vice-President (a woman). Evidence on EUD GEWE leadership for years 2016 and earlier was not found, but it is reported that during 2012 and 2015, the EUD did take part on gender dialogues that took place within the international donors' group, and before the MGCI was set up in 2008.

Evidence from face-to-face interviews with EUD staff, CSOs, EU MS and UN agencies also confirms the leadership role played by current Ambassador and Deputy HoC. Interviews confirm that there is political will and commitment, as gender has been mainstreamed through EUD's leading role in the MGCI. . As explained earlier, the main objective of this sector gender working group is to strengthen the coordination of international donors, including Embassies, Cooperation Agencies and International NGOs working in Colombia, to promote and strengthen gender equality and women's rights in the country. An annual work plan is agreed and coordination with governmental entities is always included. The main results are included in the annual reports which could be requested to the EUD. The main sectors prioritised are women, peace and security (UNSCR 1325), violence against women, rural women, women human rights defenders and social leaders.³⁵⁵

Notwithstanding the EUD's sustained high-level commitment with GEWE mainstreaming, **responses provided in terms of accountability and at EU level still appear insufficient compared to GAP II requirements.** One of the reasons explaining this gap is the lack of resources, as EU-GAP II requirements come with no specific resource allocated to it and compliance with GAP II requirements is perceived as an additional workload.³⁵⁶ However, there is no doubt that efforts have been deployed, as illustrated by the Gender Reporting Template.

6.5.1.2 Technical expertise

There is awareness of asymmetries in levels of expertise on GEWE among operational staff, and that, despite recent efforts in this area, further capacity development on GEWE is needed within the EUD, and not only for GFP but also for all staff. This was confirmed during face to face interviews with EUD staff. EUD efforts to build internal GEWE capacity and expertise date from recent years and these efforts do not appear to follow a formal plan to enhance GEWE competencies among staff. This is valid for both dedicated staff (Gender Focal person) and staff in charge of the different sectors/thematic areas of EUD's portfolio. The advent of EU GAP II Action Plan reinforced awareness and also triggered further commitment with implementing the fourth pivotal area of the GAP II (i.e. transforming institutional culture, increasing levels of in-house GEWE expertise, and promoting concrete actions for integrating gender criteria into human resources and internal policies). However, training/coaching opportunities remain insufficient and sporadic and recent reports show that there is a strong need for EUD staff to receive gender training. Resources have not been commensurate with the level of gender expertise required to move forward with the process of institutional culture shift, as much

³⁵⁴ Current Ambassador and Deputy HoC were identified as GEWE Champions by a majority of interlocutors and highly appreciated by CSOs interviewed and by EUD staff at large.

³⁵⁵ Source: Interviews.

³⁵⁶ Source: Interviews.

of the gender mainstreaming work done has relied on external technical assistance and the personal commitment/availability of EUD staff, in particular the gender focal point.³⁵⁷

6.6 Annex

6.6.1 List of persons consulted

<i>Organisation</i>	<i>Position</i>
AECID Colombia	Gender Project Officer
AECID Colombia	Programme Manager. Gender, rural development, humanitarian aid and quality of aid
Alianza por la solidaridad (APS)	Gender Strategy Officer
Corporación de Investigación y Acción Social y Económica (CIASE)	Co-Director
Colombia Diversa	Coordinator of the National Human Rights Project
Consejería Presidencial para la Equidad de la Mujer	Advisor and coordinator in international affairs and cooperation
EUD Colombia	Cooperation Officer - CSO&LA
EUD Colombia	Cooperation Officer - EUTF Colombia
EUD Colombia	Cooperation Officer - Human Rights
EUD Colombia	Cooperation Officer - IcSP
EUD Colombia	Cooperation Officer - PFM and regional programmes
EUD Colombia	Cooperation Officer - private sector development
EUD Colombia	Cooperation Officer - Rural development and Environment
EUD Colombia	Cooperation Officer / Gender Focal Point
EUD Colombia	Deputy Head of Cooperation
EUD Colombia	Head of Cooperation
FAO Colombia	Gender Focal Point
Forum Syd Colombia	Director
Fundacion Alpina	Knowledge Management Coordinator
Instituto Latinoamericano para una Sociedad y un derecho Alternativos (ILSA)	Executive Director
Independent consultant	EU Consultant – Gender expert (TA)
Mercy Corps Colombia	Director of Land and Rural Development
Ministry of Agriculture Colombia	Director of the Department of Rural Women
PLAN Colombia	Senior Advisor
Ruta Pacífica de las Mujeres	National Coordination Team
Sisma Mujer	Project Coordinator
Tejedoras de Vida	Project Coordinator
UN Women Colombia	Deputy Representative
YMCA Colombia	School and Leadership Coordinator
YMCA Colombia	Social Projects Coordinator

6.6.2 List of documents

6.6.2.1 EU Strategy Programming

- European Commission (2007): Colombia: Country Strategy Paper (2007-2013)
- European Commission (2014): Multi-annual Indicative Programme 2014-2017 for Colombia

6.6.2.2 EU Reporting

- EU Delegation to Colombia (2011): External Assistance Management Report (EAMR)
- EU Delegation to Colombia (2012): External Assistance Management Report (EAMR)
- EU Delegation to Colombia (2013): External Assistance Management Report (EAMR)
- EU Delegation to Colombia (2014): External Assistance Management Report (EAMR)

³⁵⁷ EU Delegation to Colombia (2017 & 2018): External Assistance Management Report (EAMR).

- EU Delegation to Colombia (2015): External Assistance Management Report (EAMR)
- EU Delegation to Colombia (2016): External Assistance Management Report (EAMR)
- EU Delegation to Colombia (2017): External Assistance Management Report (EAMR)
- EU Delegation to Colombia (2018): External Assistance Management Report (EAMR)
- European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries - Colombia
- European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries - Colombia

6.6.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions presented in Table 16

6.6.2.4 Gender-specific studies

- EU Delegation to Colombia (2017): Country Profile Colombia (Spanish version).
- European Union (2019): Aporte del Plan de Acción de Género de la Unión Europea 2016-2020 para la Garantía de los Derechos y el Empoderamiento de las Mujeres Colombianas.
- European Union (2019): Datos Sobre la Situación de las Mujeres de acuerdo con las Prioridades Temáticas que Orientan las Acciones de la Unión Europea en Colombia.
- Kroc Institute (2018): Special Report of the Kroc Institute and the International Accompaniment Component, UN Women, Women's International Democratic Federation, and Sweden, on the Monitoring of the Gender Perspective in the Implementation of the Colombian Final Peace Accord.
- OCDE (2019): Social Inclusion & Gender Analysis Colombia.

6.6.2.5 Other

- Colombia Diversa & Caribe Afirmativo (2015): Cuerpos Excluidos, rostros de impunidad: informe de violencia hacia personas LGBT en Colombia.
- EU Delegation to Colombia (2018): Actualización Hoja de Ruta para el Compromiso de la UE con la Sociedad Civil 2018-2020.
- EU Delegation to Colombia (2019): Datos Relevantes de la Migración Venezolana en Colombia, Ecuador y Perú
- European Union (2017): Mapeo de Acciones de Género Recientes o en Curso Apoyadas por la Delegación de la UE y Estados Miembros en Colombia.
- European Union (2018): Participación Política de las Mujeres en el Contexto Internacional.
- International Human Rights Clinic of Loyola Law School (2018): NGO Parallel Report on Colombia Ninth' Report on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women.
- Organisation of American States (2017): Mecanismo de seguimiento Convención Belém do Pará – MESECVI

7 Country case study: Georgia

7.1 Introduction

7.1.1 Context

Country gender gap index ranking. Georgia made significant progress in creating an enabling environment for gender equality in the past decades. The recognition of equal rights for all is included in its constitution, and dedicated legislation has been put in place to promote non-discrimination and women's rights. Experts interviewed in the course of the evaluation judged Georgian legislation to be by and large in line with international standards and the conventions that the country has signed. However, these measures have not translated into overall progress against regionally and globally comparable gender equality outcomes. Over the past 10 years, Georgia's ranking in the World Economic Forum Global Gender Gap Index (WEF GGI) **has steadily deteriorated**. In 2018 Georgia ranked 99th out of 149 countries, compared to 90th in 2016, 88th in 2010, and 54th in 2006. Although Georgia achieved near gender parity in educational attainment, the country needs further improvements on key global indicators of economic status and political voice. Even though the number of female parliamentarians has been rising recently, women still held only 16% of seats in the Parliament in 2017. While a large number of high-profile women occupy ministerial posts, women's political voice is weak. Georgia ranked 119th of 149 countries for women's political empowerment in the 2018 WEF GGI. Georgia has also a skewed female-to-male sex ratio at birth and is one of the lowest performing countries overall on the Health and Survival sub-index (123th in 2018).³⁵⁸ Experts interviewed stated, however, that there have been significant improvements in the SRB in recent years, supported in part by UNFPA with EU financing.

Figure 7 Georgia WEF GGI ranking

	2006		2018	
	rank	score	rank	score
Global Gender Gap score	54	0.670	99	0.677
Economic participation and opportunity	41	0.656	85	0.654
Educational attainment	28	0.997	60	0.996
Health and survival	115	0.923	123	0.967
Political empowerment	59	0.104	119	0.093
rank out of	115		149	

Source: WEF GGI 2018 report

International and national commitments. Georgia ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1994 with no reservations. In 1995, Georgia was a signatory to the Beijing Platform for Action (BPFA), which sets strategic objectives and targets for governments in 12 critical gender equality areas, including poverty, education, violence against women, economic participation, and power and decision-making. The implementation of commitments under CEDAW, the BPFA, and the Millennium Development Goals (MDGs) is visible in the design of national legislation, policy frameworks, and mechanisms to guarantee gender equality and women's rights, measures to prevent and respond to violence against women, and gender-responsive amendments to the labour code. The government also showed a high level of support to the prioritization of all 17 of the Sustainable Development Goals (SDGs), which replaced the MDGs in 2015, including SDG 5 on gender equality, and the development of nationally relevant indicators is currently under way. Georgia is a signatory of the Istanbul Convention, and all persons interviewed expressed the view that there has been significant, documentable progress, to which the EU has contributed, on violence against women and girls (VAWG).

As part of the reforms brought by the Rose Revolution, in 2006, the government adopted a State Concept on Gender Equality. In March 2010, the **Georgia Law on Gender Equality** (GE Law) was passed. The Law prohibits gender-related discrimination and puts in place provisions for guaranteeing gender equality. These include ensuring equal access to education for boys and girls, equal employment opportunities for women and men, ensuring fair and equitable working conditions and pay, promoting equal rights and freedoms of women and men, enabling equal access to information, and supporting elimination of gender-based violence and harassment.

³⁵⁸ World Economic Forum (2018): The Global Gender Gap Report, (http://www3.weforum.org/docs/WEF_GGGR_2018.pdf).

Other relevant legislation includes the Law of Georgia on the Elimination of Domestic Violence, Protection and Assistance to the Victims of Domestic Violence (2006); the Law on Combating Trafficking (2006), and the Law on Elimination of All Forms of Discrimination (2014), ensuring citizens' protection from, among other grounds, discrimination on the grounds of sexual orientation and gender identity. The Government of Georgia also included domestic and sexual violence within the mandate of the State Fund for the Protection and Assistance of Victims of Human Trafficking (2009; 2012), criminalized Domestic Violence in 2012 and forced marriage in 2014, and signed the Council of Europe Convention on Preventing and Combating VAW and Domestic Violence (Istanbul Convention) in June 2014, ratified in 2017.

Institutional mechanisms on gender equality. The **National Gender Equality Council (GEC)** was established within Georgia's Parliament in 2004, initially as an advisory body. The primary objective of the GEC is to ensure systematic and coordinated governmental processes on gender equality issues, including overseeing the implementation and monitoring of the GE Law and liaising with GECs across the country. The GEC became a permanent body after the adoption of the GE Law, with members appointed every 4 years when a new Parliament is elected. In addition, amendments to the GE Law in 2016 now require all Municipal Parliaments (*Sakrebulo*s) to appoint a gender advisor and to create a local-level GEC. The process of putting these measures in place is still under way for many municipalities.

In July 2017, the **Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence (IAC)** was established by official government decree, following the CEDAW Committee's recommendation. The IAC is chaired by the assistant to the Prime Minister on Gender Equality and Human Rights and comprises deputy ministers and appointed gender focal points (GFPs) from relevant line ministries, and representatives from other branches of the government. It includes members of the GEC, the Supreme Court of Justice, and the Public Defender's Office, and gender experts from development agencies, including UN Women, the National Democratic Institute, and the World Bank (WB). The IAC has been responsible for developing 2-year **National Gender Action Plans (NAPs)** and evaluating progress against them since 2017. The first NAP on women's advancement was approved in 1998 following the ratification of CEDAW, and every 4 years, a revised plan on gender equality is developed. There are NAPs now on Gender Equality, VAW, and Peace and Security. Before the formation of the IAC, the GEC was responsible for developing the NAPs. The NAPs require approval by the parliamentary Cabinet of Ministries.

Country challenges. The gender equality gaps in Georgia highlighted in global and regional indexes reflect a situation where women's roles, opportunities, and rights are often constrained by **conservative sociocultural norms** and gender stereotypes. All experts interviewed stressed that Tbilisi and other major urban centres are vastly different from rural and remote areas, where patriarchal values are entrenched among both men and women and are particularly strong among conflict-affected people and ethnic minorities. Conservative gender roles are widely accepted in Georgia. There is public support for increasing women's role in decision-making, yet their **political representation** remains low, as described above. The **participation of women in the formal labour market** is lower than that of men. Occupations are strongly segregated by sex, with a much higher share of men in stereotypically male professions. There is a significant gender wage gap between men and women, with women earning 64% of what men earned on average in 2017.

The internal displacement of thousands of people remains a critical concern for Georgia. During the civil wars of the 1990s, over 200,000 people were displaced. Around half of IDPs are women and girls living below the poverty line, lacking access to livelihoods and with poor living conditions. **Domestic violence is a growing threat as tensions rise within IDP families**, but female IDPs rarely report incidences of VAWG because of fear or stigma, and acceptance of violence as a social norm. Outside Tbilisi and other major towns, the view persists that domestic violence is a matter to be dealt with within the family.

7.1.2 Overview of the EU cooperation

The EU cooperates with Georgia in the framework of the **European Neighbourhood Policy** and its eastern regional dimension, the Eastern Partnership. Relations between the European Union and Georgia are based on the EU-Georgia **Association Agreement (AA)** including a Deep and Comprehensive Free Trade Area (DCFTA), which entered into force in July 2016 and strives for political association and economic integration. The implementation of the agreed outcomes³⁵⁹ of the High-level meeting between members of the European Commission and of the Government of Georgia on 21 November 2018 further guides EU-Georgia relations.

³⁵⁹ Eastern Partnership (2018): Takeaway of the high-level meeting between members of the commission and of the government of Georgia, (<https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/ec-georgia-high-level-meeting-agreed-outcomes.pdf>).

According to the latest reports of the EU coordinating and supervising bodies, Georgia has made progress in implementing its AA and DCFTA. The reports have also highlighted the reforms – among which the constitutional and the public administration reform – that the country has carried out. However, they have also stressed the need for further efforts, especially in combating human rights violations and in strengthening efforts to empower women.³⁶⁰

EU support to Georgia provides over €120 million to Georgia annually in grant assistance to support the country's reform efforts in line with the AA/DCFTA. EU support is funded through the ENI for the period 2014-2020. This replaced the European Neighbourhood and Partnership Instrument (ENPI) of 2007-2013. The EU's framework for cooperation with Georgia is the multiannual programming document for the period 2017-2020 (**Single Support Framework**).³⁶¹ It is based on the Eastern Partnership priorities to achieve a: 1) stronger economy, 2) stronger governance, 3) stronger connectivity and 4) stronger society. In addition, it includes horizontal support to civil society, strategic communication, and capacity development / institution building.

Table 17 presents an overview of priorities of EU-Georgia cooperation and their indicative allocations for the period of 2007-2013 CSP and the following 2014-2017 SSF.

Table 17 *EU-Georgia cooperation priorities and indicative allocations - Georgia*

Sector	CSP (2007-2013)	SSF (2014-2017)
Sector 1	Overall: EUR 77 - 95 million NIP (2007-2010) Democratic development, rule of law and governance / EUR 32 million NIP (2011-2013) Democratic development, rule of law and governance / EUR 45 - 63 million	Public Administration Reform EUR 84 million - 103 million
Sector 2	Overall: EUR 56 - 77 million NIP (2007-2010) Economic development and ENP AP implementation / EUR 32 million NIP (2011-2013) Trade and investment, regulatory alignment and reform / EUR 24 - 45 million	Agriculture and Rural Development EUR 101 million - 123 million
Sector 3	Overall: EUR 101 - 119 million NIP (2007-2010) Poverty reduction and social reforms / EUR 38 million NIP (2011-2013) Regional development, sustainable economic and social development, poverty reduction / EUR 63-81 million	Justice Sector Reform EUR 84 million - 103 million
Sector 4	Overall: EUR 28 - 37 million NIP (2007-2010) Support for peaceful settlement of Georgia's internal conflicts / EUR 19 million NIP (2011-2013) Support for peaceful settlements of conflicts / EUR 9 - 18 million	
Support measures / Non-focal sectors		Capacity development, institution building, other EUR 50 million - 123 million Support to CSO EUR 17 million - 21 million
Total	EUR 262 - 328 million	EUR 336 - 473 million

Source: ENPI allocations

In addition, the EU operates a Civilian Common Security and Defence Policy (CSDP) **Monitoring Mission (EUMM)** in Georgia since 2008 to contribute to the stabilisation of the situation on the ground following the 2008 August War. The Mission monitors compliance by all sides with the EU-brokered Six-Point Agreement of 12 August 2008, signed by both Georgia and the Russian Federation, and the Agreement on Implementing Measures of 8 September 2008. The Mission's mandate consists of stabilisation, normalisation and confidence-building, as well as reporting to the EU and its Member States in order to inform European policy-making and thus contribute to EU engagement in the region.

The evaluation team identified a number of EU-funded gender-targeted interventions in Georgia, many of which have an emphasis on VAWG (see Table 18).

³⁶⁰ European Parliamentary Research Service (2018): Association agreements between the EU and Moldova, Georgia and Ukraine, European Implementation Assessment

³⁶¹ European Commission (2017): Single Support Framework for EU support to Georgia (2017-2020), (https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/ssf_georgia.pdf).

Table 18 GEWE-targeted contracts in Georgia

Domain	Intervention title (short title ³⁶²)	Contract year	Cris ref.	Contracting party	Planned amount
(ENI 2014) Human Rights for all – Gender targeted contracts					
	Empowering vulnerable women to end discrimination	2016	c-378340	Sainpormatsio Sameditsino Psikilogiri tsentri - Tanadgoma	EUR 326,560
	Tracking Violent Crime Against Women	2016	c-378923	Georgian Institute of public Affairs Foundation	EUR 320,000
	Providing Access to Protection for the Victims of SGBV/Domestic Violence and Strengthening Protection Mechanisms	2016	c-379055	Georgian Young Lawyers Association	EUR 411,585
	Improving health care, education and development opportunities for vulnerable mothers and children	2016	c-379173	Kakheti Regional Development Foundation	EUR 395,061
	Support the improvement of the service provision for women offenders who have experienced violence and discrimination and their vulnerable children	2016	c-379337	Penal Reform International UK	EUR 465,512
	Facilitate Social Integration of the Victims of Domestic Violence	2016	c-379339	Innovations and Reforms Center	EUR 486,000
	Stop Domestic Violence (Campaign against domestic violence in the regions of Georgia compactly populated by ethnic/religious minorities)	2016	c-380100	Association women of multinational Georgia	EUR 341,451
Other ENI-funded interventions					
	Support to the Inter-Agency Gender Equality Commission	2017	c-389213	Niras Sweden AB	EUR 1.9 million
	Gender sensitive socio-economic empowerment of vulnerable IDPs through co-funding of their livelihoods opportunities and promotion of their social mobilisation	2015	c-371727	UN Food and Agriculture Organization	EUR 1.5 million
	Unite to Fight Violence against Women	2016	c-358891	UN Women	EUR 1.5 million
	Supporting Ministry of Internal Affairs of Georgia to fight Domestic Violence	2015	c-368672	Sakartvelo	EUR 292,490

Source: Inventory of GEWE-targeted interventions

Several GEWE-targeted regional programmes are being implemented in the Neighbourhood East (see Table 19 below).

Table 19 GEWE-targeted regional programmes in Georgia

Domain	Intervention title (short title ³⁶³)	Contract year	Cris ref.	Contracting party	Planned amount
ENPI					
	Eastern Neighbourhood Civil Society Facility - 2013 funds				
	CLEEN - Civil society Local Energy Efficiency Network	2014	c-355286	Women Engage for a Common Future - International	EUR 992,906
ENI					

³⁶² A short title is used in the case study to refer to this intervention.

³⁶³ A short title is used in the case study to refer to this intervention.

<i>Domain</i>	<i>Intervention title (short title³⁶³)</i>	<i>Contract year</i>	<i>Cris ref.</i>	<i>Contracting party</i>	<i>Planned amount</i>
	Contribution 2014 to the NIF (Neighbourhood Investment Facility) for the EAST				
	Women in Business	2015	c-371312	European Bank for Reconstruction and Development	EUR 5 million

Source: Author's inventory of GEWE-targeted interventions

7.1.3 Focus of the case study

Although the case study covers the whole of EU support to GEWE, the analysis of outcomes puts a specific focus on the areas of **VAWG and women's voice and participation**. In particular, this case study will look at the gender-targeted interventions tackling these issues in a comprehensive way, gender mainstreaming in "Human Rights for all (D37382)" and "Justice Sector Reform" (D37376) for EQ7, and the Women, Peace and Security (WPS) Agenda for EQ9.

In addition, gender mainstreaming will be examined in more detail in the fields of i) Public Administration Reform and/or Justice Sector Reform and Stabilization interventions (e.g., D D39073) and the Common Security and Defence Policy.

7.2 Main findings – Summary: Georgia

1. EU cooperation with Georgia under the Association Agreement (AA) has generally been found by evaluations to be of good quality. The main source of EU value added in the area of GEWE is, in fact, the AA, which gives it unique leverage.
2. In the area of gender, Georgia has made significant progress in the area of Violence Against Women and Girls (VAGW). EU support has contributed to this. However, despite legislative improvements and increases in the number of complaints brought and prosecuted, attitudes outside major population centres remain traditional. There is continuing stigma against victims and feeling that GBV is a private family matter.
3. The EU has not targeted women's voice and political participation, and the situation remains poor according to broadly accepted indices. Paradoxically, women are well represented at ministerial level but very poorly represented in Parliament, local posts, and political parties. This suggests that women's voice is limited to a small, urban elite.
4. The EU has successfully engaged civil society, including women's organisations, in the area of gender. Civil society capacity outside Tbilisi remains low, and the EU has responded by requiring major NGO partners (as well as UN Women) to form partnerships with NGOs in the regions.
5. Government political will in the area of VAWG has been found to be genuine. Commitment to GEWE more broadly is questionable; with concrete changes lagging far beyond commitments. Interest in gender is characterised as having declined in recent years. Like other donors, the EU has largely steered clear of LGBT issues for fear of offending conservative social values and in view of the unlikelihood of obtaining results.
6. Since 2015, and coinciding with GAP II, EU engagement with gender in Georgia has increased. EUD capacity in the area, while there is no fully dedicated specialist, has improved, as has the incorporation of gender analysis into strategic and programming documents.
7. Gender monitoring continues to be constrained, despite EU support to relevant statistical agencies, by the lack of sex-disaggregated and gender-sensitive data.

7.3 Main findings - Design and implementation approach

7.3.1 Gender mainstreaming (EQ3)

7.3.1.1 Gender analysis

Detailed gender evidence stemming from various studies carried out by international donors, including the EU, is available for EU staff, however there are few references to these gender analyses in the documents reviewed for the earlier part of the evaluation period. **The EUD elaborated a country gender analysis for Georgia in 2016**, in line with the Guidance Note on GAP II. This document briefly describes the context, legal and HR framework, policy framework, economic, socio-economic context and socio-cultural as pertaining to women's equality. While it contains some indication of response measures under SSF 2014-2016, this is fairly underdeveloped. By contrast, there are multiple references to gender and the need to further generate gender evidence in the SSF 2017-2020. Under the *'Support to the Inter-Agency Gender Equality Commission'* project (2019-2020), four sectoral gender analyses have been produced in the areas of migration, smart economy, environment and health, and justice. They all provide a thorough analysis of the situation of gender in the respective topics and identify challenges and opportunities for action or suggestions.

The EUD to Georgia has included available gender analysis undertaken by the Delegation within the context of GAP II objectives in all new cooperation programmes since 2015. Important programmes benefitting from gender expertise were the flagship European Neighbourhood Programme for Agricultural and Rural Development (ENPARD) and Public Administration Reform (PAR). According to the EAMR 2018, the EU is one of the key donors in Georgia taking actions related to gender mainstreaming through policy dialogue and direct assistance to Government in the form of support to the gender team advising the Prime Minister. **The use of sex-disaggregated and gender-sensitive indicators remains an issue due to limited availability.** The 2018 GAP II monitoring reports a 'No' on the question of 'Sex-disaggregated data are used throughout the project and programme cycle and programming'. It also adds that the formulation of indicators needs to be further improved, and in particular CSOs will be supported in revising them already in contracting phase. Overall out of the 94 actions listed in the 2018 GAP II report, only about a quarter is marked as having improved the sex

disaggregated data/gender specific statistics.³⁶⁴ Likewise, the EAMR for 2018 highlights the lack of official sex-disaggregated statistical data in Georgia as one of the impediments faced. It reported that as part of regular programme/project monitoring, gender analysis and/or sex-disaggregated data is used in all programmes of 2017 and 2018. As mentioned above, the need to further generate gender evidence is clearly highlighted in the SSF 2017-2020.

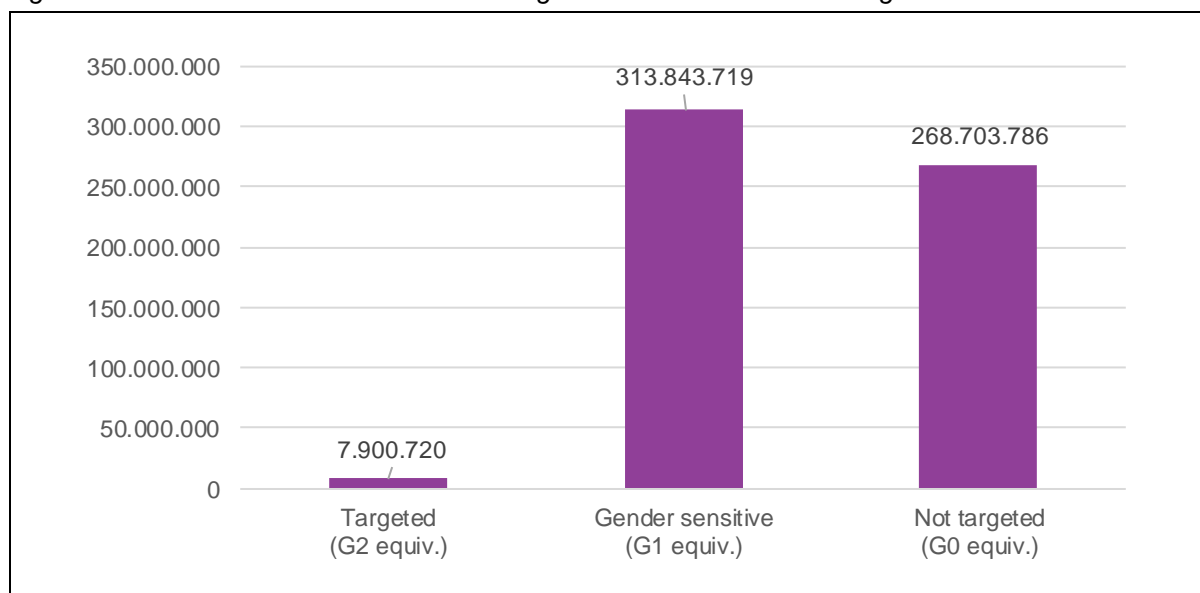
Under the above-mentioned 'Support to the Inter-Agency Gender Equality Commission' project, the EU has contracted consulting services to **promote the production of sex-disaggregated data and support relevant agencies by improving the capacity** within their existing structures, particularly the national statistics office GeoStat. To this end, the project had included since its inception statisticians specialized in gender equality in its team to ensure the project's ability to develop specialized methodologies for data collection, conduct training, and work closely with GeoStat. To the date, under this project, several trainings and workshops have been organised targeted at GeoStat staff from headquarters and regional offices involved in developing gender statistics, with the objective of developing capacity in the production of gender statistics and agreeing on priorities for the improvement of national systems and processes for gender mainstreaming and the use of gender-sensitive data and evidence. These trainings include: Training of Trainers on the Production of Gender Statistics, Training for users of gender statistics data, and Training for representatives of municipalities of Georgia.

The ROM mission conducted in mid-2018 states that although discussions and activities with GeoStat have been taking place as planned, it was still early for outcomes to be evident. A "National study on Violence Against Women in Georgia" was carried out by UN Women in partnership with GeoStat in the framework of the project 'Unite to Fight Violence against Women' supported by the EU. Very recently (May 2020), an updated Country Gender Equality Profile has been produced by UN Women with relevant inputs from GeoStat.³⁶⁵

7.3.1.2 Mainstreaming in spending actions

Overall, according to the gender marker system, only about a third of the EU assistance to Georgia has been marked as gender sensitive. According to the team's analysis of CRIS data covering the period 2014-2018, around 36% of the interventions funded by the EU in Georgia were gender-sensitive (i.e. targeted or non-targeted by marker G2 or G1 by the EUD) – see Figure 8 below.

Figure 8 Gender-sensitive EU funding amounts 2014-2018 - Georgia



Source: Authors calculations based on CRIS data

As stated above, the extent to which gender analysis has been part of programming and design has evolved over the period under evaluation, and the increase of attention to gender is evident from about 2015 onward. But the integration of a gender-sensitive perspective to non-targeted interventions has remained uneven across sectors. This increased attention to gender is likely to be related to the renewed efforts on gender policy implementation (GAP II). The programming document (SSF) for 2014-2017 contained only a cursory mention of gender, and the gender perspective was not mainstreamed in the discussion of priority areas, nor were gender indicators present in the framework

³⁶⁴ It should be noted that due to the variable nature of the 'actions' listed, not all of them would be suitable to have sex-disaggregated indicators, or in some cases to have any indicators at all.

³⁶⁵ This study was not directly supported by the EU.

for monitoring. The following SSF 2017-2020 integrates gender aspects throughout the document. It also includes the intention to disaggregate monitoring indicators by gender 'as much as possible' for all priority areas. Gender is specifically mainstreamed into priority areas of economic development, institutional strengthening and good governance, and complementary support for CSO development. Gender is mainstreamed into sector support programmes (e.g., ENPARD, PAR) as well as the Technical Cooperation Facility (TCF) and Civil Society Facility (CSF). EUD reporting for 2018 states that gender-based assessment of budgetary allocations has been introduced into good governance programmes and gender has been integrated in security sector reform, including in programming and monitoring interventions. A joint approach to programming for EU+ countries in Georgia was developed in 2016 for the period 2017-2020 across six thematic sectors; this incorporated gender aspects in objectives and indicators across the themes as relevant.

Among implementing partners interviewed, some expressed concern that there is more need for gender-targeted actions given the deeply conservative nature of Georgian society.

According to the EUD, the EU has included available gender analysis in all new cooperation programmes since 2015. Specific attention was paid to the following programmes: Action Document for the ENPARD Phase III, Action Document for the TCF – Georgia, 2016; and the PAR Programme. In 2018 programming, all three programmes signed under AAP 2018 have a gender marker for a significant objective in gender – EU4 Economic Governance and Fiscal Accountability, EU4 Security, Accountability and Fight Against Crime, and Support for the Implementation of the EU-Georgia AA. The Call for Proposals under EIDHR had a special emphasis on gender equality and women's empowerment to support women's economic, social, cultural and political rights.

Box 18 European Neighbourhood Programme for Agricultural and Rural Development (ENPARD) - Georgia

Since 2013 the EU provides support to rural development and agriculture in Georgia through the **European Neighbourhood Programme for Agriculture and Rural Development (ENPARD)**, whose main goal is to reduce rural poverty. The EU is providing budget support and – in partnership with FAO and UNDP – supports policy dialogue in agriculture and rural development through supplementary technical assistance to relevant ministries. FAO is providing capacity building support in agriculture to the MoA and is also implementing direct agricultural support services in rural areas. UNDP is providing capacity building support in rural development to relevant ministries and implements ENPARD support actions in the Adjara autonomous region and other direct support programmes in the areas of socio-economic development, VET and environment.

The programme is further supporting gender mainstreaming in EU policy documents, including the country's strategies for Agriculture and Rural Development. As a result of ENPARD's efforts, both these documents and their respective action plans have seen a positive progression over the years in their mainstreaming of gender and consideration of the specific needs and challenges of women in the agriculture and rural sectors. The programme also contains a grant component for innovative complementary measures, which, for instance, supports the inclusion of women's issues in local decision making and implementation (through working with local action groups, implemented by the Agricultural and Rural Development Agency (ARDA)).

Along its different phases, the programme saw an increasing progression towards a greater gender lens, going from no consideration of a gender analysis in its first phase, to the progressive incorporation of explicit gender targets. While ENPARD II (2016-2019) and ENPARD III (2018-2022) both incorporated gender analysis as part of the formulation of the programme, the third phase also involved the GFP during the design and incorporated gender specific priorities related to the Gender Checklist to the programme. However, an analysis of the action document of ENPARD III shows that it still needs significant strengthening to ensure accountability for increased gender equality as a significant objective. In order for gender equality issues not to get lost in the term "inclusive growth", it would be necessary to 1) include relevant gender analysis in the context and problem analysis sections; and to 2) ensure that increased gender equality is included in an explicit specific objective and outcome. In addition, the budget support component, which is the biggest component of the programme, remains gender-blind, since disbursement of the tranches is not subject to the fulfilment of any gender indicators, which leaves room for further improvement. The EUD is aware of this, and gender indicators are foreseen for ENPARD IV, which is currently under negotiations.

Source: Project documentation and interviews.

The GAP II report for 2018 lists 94 actions being implemented by the EUD in that year; of those about half is indicated as having been formulated using gender analysis.³⁶⁶ In addition to mainstreaming

³⁶⁶ This is only a rough indication however, as 'actions' included in the list are of various volumes and types of contract. All actions are of starting year between 2015-2018.

gender, a dedicated service contract was prepared and awarded to support Georgia's Inter-Agency Commission on Gender Equality, the support of which contributed to mainstreaming gender equality in public administration reform.

Gender analysis and gender mainstreaming are only partially applied depending on the sector. Specifically looking at the example of programming and design of actions relating to the Justice sector reform in Georgia,³⁶⁷ the 2014 programming Action Document only mentions gender once in a superficial manner. Likewise, the available justice sector needs assessment does not incorporate gender analysis. According to the GAP II 2018 report, out of the eight actions relating to this programme, only one is indicated as having used 'partial' gender analysis in formulation. In contrast, the Support to Public Administration Reform (PAR) in Georgia (2015) Action Document was accompanied with a Gender Equality Screening Checklist, which includes elements of gender analysis and comments on the availability of gender-disaggregated data, and also comments on how gender elements will be integrated within the programme implementation. This however was not fully reflected at formulation stage, where documents commit to mainstreaming gender in the PAR but do not reflect this in their specific objectives, expected results or verification indicators. Some persons interviewed expressed concern about the extent to which institutional culture at the EUD is conducive to mainstreaming, and it appears to have been more developed in some sectors than in others varying on staff expertise. In the case of ENPARD, though agriculture appeared as a new field for mainstreaming, according to GAP II reporting and people interviewed, the GFP at the time worked directly in the programme design and formulation of the gender specific priorities related to the Gender Checklist for the programme. In ENPARD III, the gender analysis was part of the formulation and the analysis was in line with the EUD selection of the GAP priorities for GEWE. The priorities in the rural, agriculture and wider economic sector have been defined respectively already at the programming stage.

7.3.1.3 Mainstreaming in non-spending actions

The EUD reports that it is one of the key donors in Georgia taking actions related to gender mainstreaming through policy dialogue. The 2018 EAMR cites mainstreaming of gender in all policy dialogue, from the lowest, most technical level to the highest, most political level. The Head of Delegation and other staff members used the opportunities to raise gender related issues under various occasions also organised by other donors. Gender issues were also discussed in various EU-Georgia fora; in particular, Georgia's commitments under Georgia-EU Association Agreement.

2018 GAP II reporting cites and gives details on gender mainstreaming in policy dialogue related to human rights (incl. Domestic Violence and VAWG), labour rights, justice sector reforms, PAR, private sector development, security and defence. Overall policy dialogue on gender focused on support to Inter-Agency Commission on Gender Equality to raise the profile of gender in national dialogue and capacity strengthening at the ministries, CSOs, and municipalities. Also, in 2018 the dialogue on gender responsive budgeting has intensified as the first action plan was elaborated with the EU support. Labour market-related gender aspects, such as equal access to jobs, employment services, non-discrimination and other are high on the EU agenda and are regularly raised during high level and technical meetings and events.

The **Human Rights Dialogue** takes place annually between the EU and the Government of Georgia. The Human Rights Secretariat reports on the implementation of the National Human Rights Action Plan. Domestic Violence and VAWG issues were raised and discussed on various occasions particularly in the framework of policy dialogue on human rights and justice sector reform, e.g., on crime against women investigation, support to victims, prevention of such crimes. The EU was characterised by one MS as being more visible in human rights policy dialogue than in the specific area of gender, with the possible risk that gender-specific concerns are subsumed under broader ones, with consequent dilution of the GEWE message.

The Government of Georgia has demonstrated strong **political will** to work with the EU and other donors in the area of gender, although one MS representative interviewed characterised government will as on the decline in recent years. All donors and international agencies define gender narrowly to exclude sexuality and sexual identity aspects. The EU and other donors have trodden carefully in the broader area of gender human rights because of the implacable opposition of the Georgian Orthodox Church, by far the most respected and trusted institution in the country, to broad post-modern constructions of gender.

In the area of agriculture, and particularly in the context of ENPARD III and the technical assistance provided by FAO to the Ministry of Agriculture, interviews have shown that the EU relies on FAO to support their policy dialogue with the Ministry including in gender mainstreaming.

³⁶⁷ Justice Sector Reform (D-37376)

7.3.2 Instruments and modalities (EQ6)

7.3.2.1 Choice of financing instruments, incl. their combination

All of the gender-targeted interventions identified in Georgia are funded under the ENI – the majority under the bilateral envelope with two relevant projects funded by the regional envelope (see section 7.1.2). In the 2014-2017 SSF, the Instrument for Stability (ISF) incorporated elements of women's empowerment in its support to conflict-affected populations.

7.3.2.2 Choice of modalities and funding channels

With respect to GEWE-targeted interventions, at the programming/ design documents the choice of modalities and funding channels is not commonly linked to their suitability to deliver on GEWE elements. However, broadly speaking, the choice of NGOs, MS consultancies, or International Organisations with unique characteristics/ expertise is usually provided and linked to the objectives of the action.

With respect to other gender-sensitive interventions, the aid portfolio in Georgia shows a pre-eminence of budget support, which constitutes one third of the ongoing contracted amounts according to the 2018 EAMR, with relatively high volume of complementary measures (including TA, notably to the IAC). The opportunities for policy dialogue that budget support provides, and the channelling of support through Government structures, suggest a high degree of national ownership, including gender aspects of programmes. According to the EUD, the performance so far, including success stories (e-Governance, agriculture, public finance, vocational education, etc), has shown that in the specific case of Georgia, strong commitment and openness to EU policy dialogue and significant reform on ownership have made this instrument an effective tool to yield reform results. In the case of funds channelled through international organisations, the EUD has ensured, during contract negotiations, that relevant government institutions are included in governance structure. As assessed under section 7.3.1 above, the overall level of political will regarding gender is high in Georgia. Funding channelled through Government was complemented by grants to CSOs, particularly in the case of VAWG.

At the same time, NGOs and MS representatives question the sincerity of government commitment to GEWE, fearing that is viewed as necessary for donor relations but not entirely sincere. As mentioned above, interviewees spoke of declining government interest in gender issues over recent years.

7.3.2.3 Monitoring, evaluation and learning

The monitoring picture is mixed, but generally weak. The monitoring of gender outcomes is complicated by the low availability of gender-disaggregated data, in response to which, as mentioned above, the EU supported the government agencies, notably the statistics office GeoStat, through the services of a contractor. By the end of the evaluation period, the EUD reported that all programmes for 2017 and 2018 were being monitored on the basis of gender analysis and using sex-disaggregated data. Most gender-targeted interventions lack a clearly defined monitoring systems, do not have a baseline and collect data ad-hoc rather than in a systematic way. Project monitoring varied widely, with some projects performing well and others badly due to differing implementing partner capacity and logical framework design. That being said, the progress of the majority of the gender-targeted interventions was assessed through the ROM mechanism, which in several cases provided recommendations on how to improve the projects' monitoring systems. ROM exercises were carried out specifically in the area of VAWG.

7.3.3 Coordination and EU added value (EQ4)

7.3.3.1 Complementarity

The EU and Sweden are lead donors co-chairing the informal donor coordination group on gender issues. This is appropriate because the EU and Sweden are the largest donors in gender. The EUD and Sweden chair the informal donor coordination group on gender issues and have hosted at least one gender coordination meeting during 2018. They also discuss in detail areas of foreseen intervention as well as planned activities under their programmes. In addition to information and good practice sharing, coordination meetings also look into forward planning of activities and potential opportunities of synergy through coordinated messages and actions.

There is, however, no formal division of labour in GEWE. A concern, discussed in ROM reporting, is that multiple donors are supporting the IAC and GeoStat, with potential for duplication, inefficiency, and confusion.

According to 2018 EAMR, a Joint Analysis for Georgia was endorsed by all MS and Switzerland (April 2017), and is still the basis for current cooperation between MS and the EU. The Gender Action Plan was incorporated into the Joint Analysis and will feature in all updates to the document.

7.3.3.2 Value added

The EU's main source of adding value is that its support is under the umbrella of the AA, giving it unique weight and authority. This is reinforced by Georgia's clear desire to integrate with Europe. In the specific area of gender, the EU has access to not only government, but to donors (such as Sweden) and UN agencies (such as UN Women and UNFPA) with particular expertise and long experience in GEWE. As mentioned above, like other donors, the EU has chosen to tread carefully in the area of LGBT issues. The EU, together with the Council of Europe, is able to speak with unique credibility on issues of human rights.

7.3.4 Partnerships (EQ5)

7.3.4.1 Support to nationally-led coordination mechanisms

In the early part of the evaluation period, the state coordination mechanism to deal with VAWG was reported in the annual Progress Report (for 2012) to be "dysfunctional." However, according to the 2016 Gender Analysis, Government had made significant progress in the establishment of a National Gender Equality Mechanism, appointing an Assistant to the Prime Minister on Human Rights and Gender Equality and establishing the Inter-Agency Commission (IAC) on Gender Equality, Violence against Women and Domestic Violence Issues of Georgia. **As part of the direct EU assistance to the Government, technical assistance has been provided to the IAC to advance gender sensitivities in national policies, human resources management in public administration and dialogue between main policy makers and civil society actors.** The EU actively takes part in the specific coordination group on Women, Peace, and Security under the IAC. One NGO representative interviewed raised the concern that an unintended consequence of direct EU support to government policy formulation is that the Government is now less interested in expert national NGO policy advice.

7.3.4.2 CSO involvement (incl. women's organisations)

The EUD engages in regular and substantial CSO consultation during the elaboration of SSFs and programmes; this includes women's organisations and NGOs with specific expertise in gender. All calls for proposals, including those under the Civil Society Facility integrate gender-related aspects, and the EU has run proposal-writing workshops in conjunction with CfPs. Grants to CSOs, focusing mainly on fight against domestic violence and gender-based violence, were provided under the Human Rights Programme, and contributed among other things to more awareness, public discussion, and strengthening of the CSOs to be more active in national policy dialogue. As has been pointed out in many evaluations, two structural challenges are (i) the capacity gap between large, Tbilisi-based CSOs and those in the rest of the country, and (ii) the fact that, based on efficiency grounds, EU support to CSOs favours large organisations with the capacity to handle substantial grants. In addition, projects implemented by such NGOs provide EU visibility in ways that projects implemented by small ones cannot. To remedy these problems, the EU now requires grantees to work with local partner NGOs in the regions, but this risks promoting patron-client dependency relationships. Some major implementing partners also chafe at the requirement to include organisations that they do not believe have the necessary expertise.

Based on civil society interviews, there is a perception that the EU works mostly through UN Women, which NGOs regard as being as much a competitor in the search for funding as a partner. Moreover, the EU does not provide core funding, which is an essential element of true partnership. With no provision of core funding support, it is inevitable that NGOs compete for project funding. Not surprising, NGO views on the EU as partner depend on whether the organisation had been successful in receiving EU support.

7.3.4.3 Partnership at global level

In Georgia, the EU has partnered with the most relevant stakeholders in the field of gender. UN Women, UNFPA and UNDP are the main international actors on gender issues in Georgia, together with Council of Europe, USAID as well as international NGOs which are included in the donor coordination mechanism. The EU and other key donors are invited and participate as observers in the UN Gender Theme Group where all UN organisations involved in gender topics report on and coordinate their activities in the country. **The EU also works closely with FAO and UNDP on gender issues in the agriculture and rural development sectors,** most particularly in the context of the ENPARD (I, II and III) programmes. In the context of ENPARD FAO provides technical assistance to the Ministry of Agriculture, and quarterly meetings including the EUD, FAO and UNDP with the Ministry of Environmental Protection and Agriculture of Georgia (MEPA) take place. In addition, quarterly ENPARD stakeholder committee meetings are held which include the Delegation, MEPA, ENPARD implementing partners (NGOs mainly) and other key donors active in the field (such as the Austrian Development

Agency, the Swiss Cooperating Agency and USAID). The EU and the Austrian Development Agency have financed the country assessment “Gender, agriculture and rural development in Georgia” produced by FAO in 2018 under ENPARD III.

In the area of Human Rights, a joint EU-UN project with a multi-agency approach including UNDP, OHCHR, UNICEF and ILO is being implemented to support the implementation and monitoring of the National Human Rights Strategy and Action Plan (NHRSA).

7.4 Main findings - Effects of the EU support

7.4.1 Effects on physical and psychological integrity (EQ7)

7.4.1.1 VAWG policy and legal frameworks

Most persons interviewed characterised the Georgian legal and policy frameworks regarding VAWG as reasonably good. However, efforts still need to be made to provide practical and easily implementable legislation. In 2006, the Law of Georgia on the Prevention of Domestic Violence, Protection, and Assistance of Victims of Domestic Violence (Domestic Violence Law) was introduced, supported by 2-year National Gender Action Plans (NAPs) on the Elimination of Violence, Protection, and Support to its Victims and the inclusion of domestic violence in the mandate of the State Fund for Protection. Prior to this, there was no specific domestic violence legislation in Georgia. Local NGOs, international donors, and parliamentary champions strongly supported the introduction of the Domestic Violence Law. The initial version of the law was vague and difficult to implement, due to a lack of clear procedures and services to deal with perpetrators and to protect victims of abuse. Another barrier to effective implementation of the law was the failure of government representatives to take it seriously. The Domestic Violence Law has been bolstered through the signature of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence (the Istanbul Convention) in 2014 (ratified 2017). The convention establishes codes for extending protection to victims of VAWG, and prosecuting perpetrators. Revisions to the law expand the definition of VAW beyond domestic violence to “any act of gender-based violence that results in or is likely to result in physical, sexual, psychological, or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life”. This marks a step forward, as it recognises that sexual harassment in public places and the workplace is a form of violence against women. Note, as well, that “domestic violence” (in particular, in the 2006 law) is not a politically neutral term; it perpetuates the idea that violence against women is best dealt with in the family and also reflects a reluctance to use the word “gender”

Though Georgia ratified the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and the Declaration on the Elimination of Violence against Women (DEVAW), systematic deficiencies relating to the implementation of the legislative framework persist. Despite the establishment of a Gender Equality Council, neither specific legislation on gender-based violence nor a comprehensive national mechanism to coordinate and effectively implement and monitor gender equality policies are in place. The Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence (IAC) was established by a Decree of the Government of Georgia in June 2017 and is chaired by the Prime Minister’s Advisor on Human Rights and Gender Equality and co-chaired by the Deputy Minister of Justice.

Implementation of legislative and policy commitments has lagged behind. In the period under evaluation, the EUD supported the strengthening of the institutional environment mainly through three contracts:

‘Support to the Inter-Agency Gender Equality Commission’ (2017), the objective of which was to ensure that reforms aimed at good governance in Georgia benefit from gender mainstreaming. According to the available ROM monitoring, the expected results of this project included

- institutional strengthening (increased capacity of relevant (high-level) public servants in legislative, executive and judicial bodies, including the Election Administration of Georgia, to mainstream gender into policy-making at national and local level);
- Strengthened collection of sex-disaggregated data
- Increased knowledge of gender-responsive budgeting
- Enhanced public information.

However, at the time of the ROM mission this project implementation was delayed, and the quality of delivery was judged as mixed. Despite support from the EU and other donors, persons interviewed expressed the view that it is short of capacity.

'Supporting Ministry of Internal Affairs of Georgia to fight Domestic Violence' (2015), the objective of which was to strengthen relevant institutions involved in fighting domestic violence and to improve their coordination. According to the project monitoring, the project successfully developed an information strategy, implemented workshops to train the staff of the Ministry in dealing with cases of Domestic Violence, and trained law enforcers on legal mechanisms for fighting Domestic Violence. The training involved police, prosecutor's office, social service agency, court and local authorities and included relevant concepts as well as international and national legislation.

'Unite to Fight Violence against Women' (2016) was implemented by UN WOMEN in partnership with the Government and State agencies, while some project components related to advocacy and awareness raising were implemented by NGOs. It intended to address the issue of domestic violence and GBV by strengthening the capacities of key policy and service delivery institutions to ensure improved protection and rehabilitation of survivors of violence. According to the available ROM monitoring, UN Women provided capacity development in the form of training and of institution strengthening through the recruitment of additional staff of the Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence Issues (IAC) and the Public Defender's Office. It also conducted a nation-wide survey, the data of which was used for the development of the national communication strategy and action plan for the IAC. Capacity of the Legal Aid Service was strengthened by training the Service's lawyers on domestic violence and gender issues with special focus on the recent 24 legal amendments.

Through UNDP support to Parliament, the EU also supported the Gender Equality Committee of parliamentarians. The technical expertise provided was important in allowing the Committee to exercise oversight over legislation proposed.

7.4.1.2 Capacities of rights-holders and duty-bearers

Overall, the EU dedicated resources to support governmental and non-governmental services that support victims of VAWG; some of these actions showed some results or further potential, according to existing monitoring. Evidence shows however that duty-bearers (e.g., professionals who have a duty of care for those affected by domestic violence) are not meeting the obligations that were laid out in various national legislations. Many of these actions undertaken remain inherently dependent on external financing and therefore raise sustainability questions.

VAWG is a complex issue that requires multi-stakeholder cooperation and effective, ground-level interventions to assist survivors, identify victims, prosecute perpetrators, and help to prevent further abuses. The signing of the Istanbul Convention places the onus on the government to ensure the adequate provision of safe spaces and services, such as post-crisis support and rehabilitation for women survivors of abuse, as well as programs to prevent perpetrators from re-offending. At present, the Domestic Violence Law recognizes the need for such measures, and both state mechanisms and NGOs provide assistance that includes short-term crisis centres and longer-term shelters. However, complex criteria for admission to shelters and insufficient funding means the urgent needs of many women are not currently being met. As mentioned at several places, in rural Georgia, the stigma attached to victims of VAWG, and the perception that this is a family matter, persists. One NGO representative interviewed went so far as to express the view that there has been no attitudinal change whatsoever outside major population centres. However, and presumably reflecting progress in urban areas, there has been a sharp rise in the reporting of violence.

Implementing the Domestic Violence Law requires greater awareness and knowledge of key professionals—including police officers, social workers, healthcare providers, and legal representatives—who have a duty of care for those affected by domestic violence. Evidence indicates current responses are inadequate. Police officers continue to treat victims of domestic violence with indifference and often fail to protect women in life-threatening situations, while many social workers lack specific expertise in domestic violence cases. A National Referral Mechanism was established in 2009 to foster cooperation between relevant government entities and services on the issue of VAW, but this resulted in little concrete action.

In 2016, the EUD initiated a series of contracts under the Human Rights for All call to address issues related to the crisis support and rehabilitation measures for women survivors of violence or facing other vulnerabilities. While some of these projects showed results or potential according to the monitoring, they were largely targeted at meeting the needs of vulnerable women by provision of services rather than strengthening the capacities of duty-bearers to ensure their duties be met in a systemic manner. These contracts were typically implemented by CSOs:

- *'Empowering vulnerable women to end discrimination'* targeted female sex workers (FSW) and drug-using women facing a number of obstacles to accessing justice for gender-based violence. According to the available ROM monitoring the project established three functioning so-called

Social Bureaux staffed with professional medical personnel providing services to the target groups, and established forty-one government and non-state organisations in three cities included on the list of organisations providing free legal services to the target groups,

- *'Service provision for women'* aimed at empowering women offenders who are subjected to violence and discrimination and their vulnerable children, through increased access to support services. The project provided women prisoners, probationers and former prisoners with rehabilitative services (vocational training, legal aid, psychological support, medical aid, awareness raising). According to the ROM, the coordination of State and non-State services has increased as a result of the project implementation and the project enjoyed a high level of trust and recognition by both beneficiaries and the State agencies.
- *'Facilitate Social Integration of the Victims of Domestic Violence'* aimed at the social integration of victims of domestic violence through direct support – provision of shelters and rehabilitation. The ROM noted that the implementing organisation IRC strengthened local CSOs – as it established a strong partnership among state and non-profit institutions, especially empowering CSOs such as KRDF, Saba lawyer and the Elderly Council of Women in assuming a role of basic service providers where possible, referral centres directing victims to appropriate institutions when needed and raising general awareness.
- *'Stop Domestic Violence'* aimed at facilitating implementation of laws protecting the victims and providing a serious approach to the violence against women as is done against other types of violence; and providing women information about their rights and get them acquainted with the Georgian law on Fighting against Domestic Violence, its prevention, as well as programmes on victims' protection. No monitoring is available for this project.
- *'Tracking Violent Crime Against Women'* targeted students in journalism, journalists, NGOs, and the public at large to improve reporting on violent crimes against women and to contribute to reducing the number of violent crimes against women. The ROM noted however that the project design was weak and there was limited progress at the time of monitoring.
- *'Vulnerable mothers'* aimed at strengthening the capacity and knowledge of local CBOs in developing and delivering services to communities; piloting community-based pro-development services to vulnerable populations Akhmeta and Kakheti; no monitoring available.
- *'Providing Access to Protection for the Victims of SGBV/Domestic Violence'* provided free access to legal aid, which is provided by lawyers to resolve administrative issues (property, divorce and child custody). The shelters (both government and NGOs) have provided secure accommodation for women and their children. The fact that shelters are also located next to the administrative border lines (with Abkhazia and South Ossetia where there are no shelters) is deemed very positive according to the available ROM, as it affords women victims of domestic violence the possibility to seek refuge and support in Georgia proper.

7.4.1.3 Agents of change

There were no specific interventions targeting agents of change in Georgia. Some minor elements of this type of result has been evidenced through monitoring; for example under the *'Facilitate Social Integration of the Victims of Domestic Violence'* project, the work with Elderly Council of Women in Kakheti has been reported by the ROM as delivering some progress: *"Council of Women obtained five amendments (October 2017) to the traditional law, amongst them: Women and men are equal; women have access to heritage. We understood women and men have equal rights. Women reported to the ROM expert "We have access to information, knowledge about rights, domestic violence, hotline, shelter, how to call the police and the services of emergency etc. IRC and KRDF are very supportive". One of the end beneficiaries mentioned to the ROM expert " A few years ago, I couldn't imagine the existence of the Council for women, a voice for women".*

Likewise, some work has been done under human rights action on gender-balanced media reporting and general awareness. This included e.g., the project *'Tracking Violent Crime Against Women'* targeted students in journalism, journalists, NGOs, and the public at large to improve reporting on violent crimes against women and to contribute to reducing the number of violent crimes against women.

No actions specifically targeting men and boys have been identified.

7.4.1.4 Sustainability

In actions implemented by CSOs using EU resources to provide services to beneficiaries free of charge, questions about further financing after the project end invariably arise. In an ideal scenario, the State or Local Authorities would assume the financing to support the awareness, prevention and crisis support of VAWG. This however might not be the case for many of the projects, as ROM reports point out. Some projects did have elements of sustainability embedded, for example

the project '*Tracking Violent Crime Against Women*' employed training of trainer's methodology used to train journalists, but this is usually not the case for projects focused on direct provision of services to women.

Projects in support of institutional strengthening have inherently more potential for sustainability. In case of the Support to the Ministry of Internal Affairs, the ROM notes that focus on capacity building ensures the continued flow of benefits, although additional training would be required in case new legal amendments are adopted. An interview at the MoIA in the context of the recent evaluation of EU support to the Rule of Law, in which Georgia was also a case study country, indicated strong commitment to build on progress to which the EU contributed. An NGO representative interviewed in this evaluation was also complimentary of progress made at the Ministry with regard to VAWG. *Unite to Fight Violence against Women* supported capacity building to the project's main stakeholders. In particular, training has been provided to the staff of the National Statistics Office (GeoStat) in the form of Training of Trainers. This training in turn will allow staff to train survey interviewers and will contribute to the increased capacity of GeoStat to conduct similar trainings in the future. It has also contributed to strengthening the institutional capacities of the Public Defender's Office through the recruitment and training of five gender specialists in selected regions and provided training to the lawyers of the Legal Aid Service. Importantly, the sustainability is further considerably enhanced through the commitment of relevant state authorities to take over financial responsibility for the institutions and services established by the project, as documented in the agreements and memoranda of understanding concluded with UN Women. Likewise, the support to the Inter-Agency Committee for Gender Equality was rooted in capacity building. However, the ROM concludes that even though the issue of gender-based violence is a chief priority for the Government of Georgia, to date, the Government has not taken sufficient financial measures to ensure the continuation of services subsequent to the project end. Nor has Government initiated any amendments to reinforce (in terms of human resources or budget allocation) the IAC. The IAC still remains under the responsibility of a single person, and one expert interviewed referred to it as. "a one-woman show." Another reported that, while Commission meetings are supposed to be at Deputy Minister level, they hardly attend.

Gender-Responsive Budgeting as a tool has not yet been introduced into the public finance reform of Georgia, even though political commitment to do so is reflected in the National Action Plan for Gender Equality.

7.4.2 Effects on women's voice and participation (EQ9)

7.4.2.1 Women's influence on decision-making

Political representation of women remains low in Georgia. The number of female parliamentarians has risen from 6.4% in 2008, but was still only 16% in 2017, a mere 23 out of 150 parliamentary seats. In 2020, persons interviewed put the number at 16. Georgia ranked 119th of 149 countries for women's political empowerment in the 2018 World Economic Forum Global Gender Gap Index, and 123rd of 193 countries in the 2018 Inter-Parliamentary Union (IPU) global table of women in national parliaments. This means Georgia is well below the global average for most middle- and low-income countries in gender equality indicators, as well as lagging behind other South Caucasus and Central Asian former Soviet countries. **Women are also underrepresented in local government.** In executive branches of the government in Georgia, women account for only 15.4% of *Sakrebulo* members. This figure remains unchanged since the 2010 elections. In the local self-government elections held in October 2017, all elected mayors of municipalities were male. **Paradoxically, women are well represented at ministerial level, suggesting that women's political voice in Georgia is concentrated among a small elite .**

A key factor hampering women's political empowerment is the current composition of political parties. Few women are included in the top 10% of most party lists or in leadership contests, which means their chances of being elected are greatly reduced. In rural communities, female participation at the local government level is even lower. In 2015, members of the Task Force on Women's Political Participation called for the introduction of a zebra quota system that would require every second person on proportional party electoral lists to be female, with an incentive of 30% additional funding for cooperating parties. In 2017, the task force led a reinvigorated campaign for a mandatory zebra quota system for proportional party lists, with public support demonstrated by 37,000 signatures collected from citizens. The revisions would have guaranteed at least 25%– 30% female representation in Parliament. However, in March 2018, the Parliament of Georgia voted down the legislative proposal.

The culture of political parties and other institutions needs to change if more women are to successfully run for office. For most political parties, recruitment processes lack transparency, while the overwhelmingly male leadership and importance of having internal party connections means that men are often favoured over women. Moreover, the long, unsociable hours politicians are expected to work

prevent many women from putting themselves forward because of concerns over coordinating their professional lives with unpaid care responsibilities.

EU-financed spending actions have not targeted women's political representation. However, equal opportunities for women to participate in governance were highlighted in the Public Administration Reform budget support programme. Likewise, the EUD reports that support for the Implementation of the EU-Georgia Association Agreement provided to Georgia under AAP 2018 will cover such aspects as inclusion of women in decision-making processes and participation of women in politics as part of capacity building activities.

Gender Responsive Budgeting (GRB) as a tool has not yet been introduced in the public finance reform of Georgia, but political commitment to do so is reflected in the National Action Plan for Gender Equality, which contains an objective aimed at including "consideration of gender equality aspects in the process of drafting state budget of Georgia". GRB has been already piloted in several municipalities with technical support of different International Organizations, including UN Women, but the tool still needs to be further institutionalized. In this context, the EU-funded action supporting Georgia's Inter-Agency Commission on Gender Equality, has as one of its main expected results to include GRB into planning and budgeting processes at national and local levels. Some progress has been made so far, but further evidence on the effects is still not available.

7.4.2.2 Women's voice in the society

Traditional gender norms are deeply embedded in Georgian society, and women's voice remains weak. Women's roles, opportunities, and rights are often constrained by conservative gender stereotypes. As stated above, these issues are most prevalent in rural and remote areas, particularly among conflict-affected people and ethnic minorities. Conservative gender roles are widely accepted in Georgia. Women are expected to undertake the majority of unpaid care work within the household.

Women's participation is also low within the two official negotiation processes concerning the conflict, the Geneva International Discussions and the Incident Prevention and Response Mechanism. The Government of Georgia put some measures in place to support conflict-affected people and made efforts to ensure greater gender sensitivity in this area. In 2012, the government adopted a regulation to provide IDPs with appropriate long-term accommodation, in line with the UN Guiding Principles on Internal Displacement.

The Parliament of Georgia adopted a National Action Plan on the UNSCR 1325 in December 2011. The NAP sets out actions under the four pillars of the UN SCR 1325:

1. Support of women's participation in peace building and security.
2. Addressing women's needs in conflict prevention and eliminating all forms of VAW during conflict and in the post-conflict period.
3. Protection of women and girls from all threats, including social, physical, economic, and political.
4. Relief and recovery: Supporting the specific needs of women and girls.

The EU-initiated action '*Stabilization in Conflict-affected Areas*' (2015) was financed under the Instrument for Stability, aiming to contribute to the peaceful settlement of conflicts and to prevention of further violence. It consisted of three projects, including Confidence Building Measures, Dialogue Coordination Mechanism and Mother Tongue Education. The description of the action did not include any references to gender aspects of the rationale and context, nor did it make any attempts to specifically target women's participation in the confidence building and dialogue measures. The description of the specific projects do make some limited references to gender: *COBERM* indicates that the previous actions on confidence building provided means of enhancing women's empowerment to engage in confidence building, as well as political and economic decision making at grassroots level, and that gender will be mainstreamed as part of this project as well. The '*Dialogue Coordination Mechanism*' project makes no reference to gender aspects and does not appear to make specific effort to elevate women's voices and participation in the dialogue process, or at least mainstream gender aspects in the implementation. No monitoring is available for these projects, and their apparent limited attention to acknowledge and promote women's role in peace making will be further verified during the field phase.

The EU Special Representative (EUSR) for South Caucasus and Georgia reported increased efforts to promote understanding for Women, Peace and Security (WPS) as an essential dimension of conflict transformation in the context of the unresolved conflicts; this meant that the EUSR established the practice of systematically meeting with women civil society actors affected by the conflicts with a view to make sure that their voices are heard. Together with the UN and OSCE Co-Chairs of the Geneva International Discussions (GID), the EUSR organized an information session on WPS which was held in the margins of the 46th GID on 11-12 December 2018 and involved international experts who briefed the participants on the inclusion of women in peace processes, on UNSCR1325 and on best practices from other conflict contexts. The EUSR steered a follow-up debate and consultations with GID

participants with a view to explore how women could be better included in the discussions and activities addressing the consequences of the August 2008 conflict in Georgia. These consultations also involved Georgian Deputy Minister of Justice, who is entrusted with the implementation of the UN Security Council Resolution 1325 throughout Georgia and who participates in the GID.

7.4.2.3 Discriminatory social norms

No evidence on indicators related to EU support to changing discriminatory social norms was found in desk review or field mission interviews.

7.4.2.4 Sustainability

The sustainability of EU support to increasing women's voice and participation will be assessed through field interviews.

7.5 Main findings - Institutional culture shift at EUD/embassy level

7.5.1 Leadership and accountability (EQ2)

7.5.1.1 Leadership

The EUD does not have a Senior Gender Champion. As part of reshuffle of portfolio among staff of the Cooperation section in mid-2018, the Gender Focal Person is responsible for a broad thematic portfolio also covering migration and security.

The **EUMM in Georgia** has been highlighted among other peace operations³⁶⁸ as a **notable positive exception in terms of mission level gender balance** – *“Between its deployment in 2008 and early 2015 the number of women on its staff doubled from 33 to 66, even as the overall size of the mission was gradually decreasing. As a result, the proportion of women in EUMM Georgia increased from 10.7 to 26.1 per cent in this period.”* The internal Gender Mainstreaming Assessment of the mission recognises this progress: during the last reporting period, on average, women made up 27 percent of international staff at Field Offices; on average, 25 percent of patrols are led by women; 38 percent of Mission patrols were mixed and 50 percent of all top Field Office Management have attended external training on 'Mainstreaming Gender in Missions'. At the moment of this evaluation, the proportion was as much as 27 percent, and categorised as 'still low' by people interviewed. The main challenge on this respect was highlighted as the fact that, in many cases, EU MS don't nominate women as much as men and that there is a disparity among EU MS regarding internal policies: some have clear guidelines or quotas regarding the proportion of women to be proposed for CSDP missions, whereas others don't.

Specific and dedicated gender expertise as a separate issue from Human Rights (i.e. there has been a Gender Advisor since almost the deployment of the mission³⁶⁹ with separate functions from the Human Rights Advisor) as well as committed management have been highlighted as key aspects in building leadership on gender issues. The EUMM has also reported actions on leading by example in leadership of promoting gender equality – e.g., as part of one “16 days of activism against GBV” campaign, the EUMM Head of Mission and six other male ambassadors in Georgia participated in the documentary theatre production “Seven”, in which they read parts as women and girls that survived SGBV. Technical expertise.

7.5.1.2 Technical expertise

The EUD has an internal Gender Focal Person who works with line managers to identify gender equality entry points in programming, and this allocation was strengthened in 2018 with the dedication of another staff (part-time). Persons interviewed generally characterised the EUD's capacity in the area of gender as having strengthened over the years. However, the GFP is also responsible for other portfolios and there is still a scarcity of specialised knowledge on GEWE is not in place.

There is no mechanism established to consult external senior expertise on GEWE, although the EUD reports that some ad hoc gender expertise is accessible to it through its projects of technical assistance, and has good access to the relevant Georgian institutions, who are working on gender issues and have knowledge and local expertise.³⁷⁰ However, some persons interviewed questioned the EUD's ability to engage in gender dialogue at sectoral level, where issues are likely to be specific and concrete, as opposed to general.

³⁶⁸ SIPRI Policy Paper No. 47 (2018): Trends In Women's Participation in UN, EU and OSCE Peace Operations

³⁶⁹ At the Mission's inception in 2008, there were no designated staff focusing solely on mainstreaming gender and ensuring the Mission's work was in accordance with the WPS agenda. A full time Gender Advisor was appointed in 2010.

³⁷⁰ European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries – Georgia.

In the context of ENPARD III, the TA to the Ministry of Agriculture implemented by FAO had foreseen and has effectively engaged a national gender expert to support the project. From interviews it has been gathered that the gender expert's position is not limited to the ENPARD project and that the post is only partially financed by ENPARD.

In **EUMM Georgia**, there is a **Gender Advisor at Mission level and a GFP network**³⁷¹ that has been established comprised of 16 staff members³⁷² coordinated by the Gender Advisor and meeting regularly throughout the year. These personnel not only provide regular advice and guidance in their offices on gender mainstreaming, they are also key drivers for special campaigns addressing violence against women and gender equality, as well as capacity building and training on gender issues (e.g. by providing induction training to new staff in field offices) as well as identifying gaps for future action.

The GFP position is voluntary and though it's ultimately based on each person's motivations to apply for the role, they go through a selection process specially when several people apply to the role. Tasks on gender-related issues are part-time, and there are clear ToR for the role indicating a specific time allocation for these tasks (in the case of the main field office GFP this amounts to about 10 percent of their time). Despite this, it has been highlighted in the internal Gender Mainstreaming Assessment that GFPs are still somewhat dependent on their management allocating adequate space and time.

The EUMM mission has also continued to seek ways to improve the gender balance within the mission and to recruit more women, especially at the senior management level. Among other measures, the EUMM has reviewed job descriptions to ensure the inclusion of gender-neutral language and more gender sensitive recruitment processes by, for instance, establishing mixed HR panels and training on unconscious bias. This has contributed to a more balanced workforce, particularly at the senior level (50 percent of senior management at Field Office level and 40 percent at HQ level are women), despite a limited gender balance in the pool of applicants for positions, as mentioned above.

In terms of training, the EUMM has developed an in-house GFP training curriculum training 28 GFPs (15 women and 13 men) on gender/WPS and 17 on Gender Analysis. The EUMM has developed its different training modules internally, including induction training, targeted training (i.e. in reporting, unconscious bias) and they're currently developing a specific module targeted at senior management. Challenges remain on gender expertise, particularly due to the high turnover and variability of skills among staff.

In addition, and in more general terms, there is the fact that *“gender is still often perceived as being secondary, instead of integral to implementing the mandate. To combat this, the Mission, through its Gender Advisor, gender focal points (GFPs), senior staff and the broader team, will continue to promote gender as a catalyst for operational efficiency.”*³⁷³

7.5.1.3 Accountability

In EUMM Georgia CSDP mission, according to GAP II reporting and interviews, gender was included in the Performance Evaluation Reports (PER) at first only for the GFPs and ultimately for other positions as well. The Gender Advisor has reviewed the templates and included gender as an assessment criterion, especially for senior management. The EUMM has also made efforts to reflect these criteria in job descriptions as well, aiming at having gender as one of the competences required. On this point, it has been pointed out that since job descriptions are managed at HQ level (Brussels) for all CSDP missions, there remain constraints on what they can do to influence at mission level.

It is worth highlighting that, the EUMM conducts regular (every 12 to 24 months) internal gender mainstreaming assessments. The latest report available covers the period November 2016 – October 2018 and they're currently collecting data for the next edition.³⁷⁴ The assessment is designed and implemented internally (managed by the Gender Advisor) and includes anonymous surveys to all staff, focus groups and analysis of data collected by the mission. Themes covered by the assessment include: Internal organization and mandate delivery; Capacity building; External communication and Grant management, among other topics.

In addition, the Mission Implementation Plan for 2018-2020, in comparison to its predecessor (2016-2018) integrates a gender perspective at the activity level, for example through the integration of an internally generated Action Plan to address Gender Balance in the Mission planning process, which was approved in 2017 and has served as 'guiding document' for many of the measures taken on this area. This has evolved into the EUMM developing an entire Gender Action Plan for the year 2020.

³⁷¹ The EUMM pioneered the system of a cross-Mission Gender Focal Point (GFP) network that has expanded over the years in different CSDP missions.

³⁷² In August 2020.

³⁷³ EUMM (2019): Gender Mainstreaming Assessment Lessons Learnt, (https://eumm.eu/data/file/6609/2019_EUMM_Gender_Mainstreaming_Web_update.pdf).

³⁷⁴ EU (2017) - GAP II reporting

7.6 Annex

7.6.1 List of persons consulted

<i>Organisation</i>	<i>Position</i>
Anti-Violence Network of Georgia	Regional Coordinator
CARE Georgia	CARE's Regional Senior Manager in Gender equality and GBV Programming
EUD Georgia	ENPARD Programme Manager
EUD Georgia	Gender Focal Person
EUD Georgia	Programme Manager for Agriculture, Fisheries and Food Safety
European Union Monitoring Mission (EUMM) in Georgia	Gender Advisor
Georgian Young Lawyers Association	Head of Administration
Georgian Young Lawyers Association	Project Coordinator
GIZ Georgia	Portfolio manager South Caucasus
Government Administration	PM Advisor on Human Rights and Gender Issues
Kvinna till Kvinna	Regional Coordinator
Parliament of Georgia	Member of the Parliament/ Chair of the Inter-Agency Commission on Gender Issues
Parliament of Georgia	Member of the Parliament/ Gender Equality Council of Parliament
Public Defender (Ombudsman) of Georgia	Head of the Equality Department
Public Defender (Ombudsman) of Georgia	Head of the Gender Department
SIDA Georgia	First Secretary/ Deputy Head of Development Cooperation
Tanadgoma - Center for Information and Counseling on Reproductive Health	EU Project Coordinator
UN Women Georgia	Head of UN Georgia
UN Women Georgia	Regional Representative
United Nations Population Fund (UNFPA) Georgia	Acting Head of Office

7.6.2 List of documents

7.6.2.1 EU Strategy Programming

- Eastern Partnership (2018): Takeaway of the high-level meeting between members of the commission and of the government of Georgia
- EU, Member States and Switzerland (2017): EU+ Joint Approach to Programming in Georgia
- European Commission (2007): Country Strategy Paper (2007-2013)
- European Commission (2007): Georgia: National Indicative Programme (2007-2010)
- European Commission (2011): Georgia: National Indicative Programme (2011-2013)
- European Commission (2014): Single Support Framework for EU Support to Georgia (2014-2017)
- European Commission (2016): Commission implementing decision of 23.11.2016 on the Annual Action Programme 2016 in favour of Georgia to be financed from the general budget of the European Union
- European Commission (2017): Commission implementing decision of 11.12.2017 on the Annual Action Programme 2017 in favour of Georgia to be financed from the general budget of the Union
- European Commission (2017): Single Support Framework for EU support to Georgia (2017-2020)
- European Commission (2018): Commission implementing decision of 28.11.2018 on the Annual Action Programme in favour of Georgia for 2018
- European Training Foundation (2017): Georgia: Country Strategy Paper (2017-2020)

7.6.2.2 EU Reporting

- EU Delegation to Georgia (2011): External Assistance Management Report (EAMR)
- EU Delegation to Georgia (2012): External Assistance Management Report (EAMR)
- EU Delegation to Georgia (2013): External Assistance Management Report (EAMR)
- EU Delegation to Georgia (2014): External Assistance Management Report (EAMR)
- EU Delegation to Georgia (2015): External Assistance Management Report (EAMR)
- EU Delegation to Georgia (2016): External Assistance Management Report (EAMR)
- EU Delegation to Georgia (2017): External Assistance Management Report (EAMR)
- EU Delegation to Georgia (2018): External Assistance Management Report (EAMR)
- European Commission (2015): Implementation of the European Neighbourhood Policy in Georgia Progress in 2014 and recommendations for actions - Joint Staff Working Document, Brussels.
- European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries - Georgia
- European Commission (2017): Report on the Implementation of the European Neighbourhood Policy Review - Joint Report to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Brussels.
- European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries – Georgia
- European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries – Georgia
- Government of Georgia (2019): National-level Review of the Implementation of the Beijing Declaration and Platform for Action Beijing +25: Georgia

7.6.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions presented in Table 18 and Table 19.

7.6.2.4 Gender-specific studies

- ADB (2018): Georgia country gender assessment
- European Union (2016): Donor Mapping - Georgia
- European Union (2016): Gender Analysis EUD GAP II
- European Union (n.d.): Factsheet on EU support to Georgia in GEWE
- European Union (2019): Sectoral Gender Analyses (Justice Sector, Environment and Health, Migration, Smart Economy)
- EU-UN Women (2017): National study on violence against women
- FAO (2018): Gender, agriculture and rural development in Georgia – Country Gender Assessment
- NGOs (2019): NGO National Parallel Report of the Implementation of the Beijing Declaration and Platform for Action Beijing +225 Georgia
- OECD (2019): SIGI Georgia
- UN Women (2020): Country Gender Equality Profile of Georgia
- UNFPA (2017): Gender Analysis of the 2014 General Population Census Data
- World Economic Forum (2018): The Global Gender Gap Report

7.6.2.5 Other

- EP Today (2018): The EU Monitoring Mission in Georgia – 10 years of effective conflict prevention
- European Commission (n.d.): Mid-year Progress Report on implementation of Instrument for Stability (IfS) Programme in Georgia – all reports from 2010 until 2015
- European Commission (2014): Instrument for Stability (IfS) programmes report in Georgia
- European Commission (2015) : Evaluation of the EU's co-operation with Georgia (2007-2013)

- European Commission (2018): Thematic Evaluation of EU Support for Rule of Law in Neighbourhood Countries and Candidates and Potential Candidates of Enlargement (2010-2017) - case study on Georgia
- European Parliament Research Service (2018): Association Agreement between the EU and Moldova, Georgia and Ukraine, European Implementation Assessment
- EUMM (2019): Factsheet
- EUMM (2019): Gender Mainstreaming Assessment Lessons Learnt
- EUMM (2016): Special Annual Report on Gender Mainstreaming (2016)
- Foreign Affairs Council (2011): Council conclusions on the South Caucasus
- Ministry of Agriculture of Georgia (2015): Strategy for Agricultural Development in Georgia (2015-2020)
- Ministry of Agriculture of Georgia (2017): Rural Development Strategy of Georgia (2017-2020)
- SIPRI Policy Paper No. 47 (2018): Trends In Women's Participation in UN, EU and OSCE Peace Operations
- The EUMM Monitor (2018): Incident prevention and response mechanism meetings are opportunities for in-person dialogue

8 Country case study: Jamaica

8.1 Introduction

8.1.1 Context

Context: Facts and Figures

Jamaica is an upper middle-income country with the largest population in the English-speaking Caribbean. According to the latest census held in 2018, the population was 2,726,667 (1,376,427 women and 1,350,240 men).³⁷⁵ For decades Jamaica has struggled with low growth, high public debt and many external shocks that further weakened the economy. Over the last 30 years, real GDP per capita increased at an average of just one per cent per year making Jamaica one of the slowest growing developing countries in the world. The country continues to be confronted with high levels of crime and violence and high unemployment, which particularly affect youth. According to latest figures, the unemployment rate is 7.8 per cent (July 2019) with youth unemployment considerably higher at 20 per cent.³⁷⁶

Jamaica has actively promoted gender equality and the empowerment of women and girls even prior to the declaration of the United Nations Decade of Women (1976-1985) in 1976. However, despite this long history of work towards gender equality, by 2015 the Millennium Development Goal (MDG) 3 had not been achieved in Jamaica. Some targets, such as access to education for boys and girls, were met but others remain challenges. These unmet targets, which remain important for Jamaica in the current SDG framework, include increasing women's political participation, improving women's labour market participation and employment levels, and increasing access to education for boys and persons with disabilities, as recent data shows that in many cases, education women have outnumbered men in primary and secondary education.³⁷⁷

Jamaica is party to seven of the nine core international human rights instruments. It has also passed legislation to complement the rights protections offered by these international conventions. Trafficking in Persons (TIP) was criminalized in 2007 under the Trafficking in Persons (Prevention, Suppression and Punishment) Act and in 2009 the Child Pornography (Prevention) Act and a Sexual Offences Act were passed to address child pornography and child prostitution.³⁷⁸ Jamaica has also ratified the Optional Protocol to the Convention on the Rights of the Child (CRC) on the sale of children, child prostitution and child pornography in 2011. In addition to legislation and international treaties, Jamaica's gender equality efforts are framed by the National Policy on Gender Equality (NPGE) and are also guided by policies in key social and economic areas. Despite this, the year 2016 recorded the highest homicide levels of women and girls in Jamaica's history. As such, the matter of VAWG has become the main gender related human rights concern of the Government of Jamaica (GoJ) and its stakeholders.³⁷⁹

National Policy on Gender Equality (2011)

The adoption of the National Policy on Gender Equality (NPGE) in 2011 provides the GoJ with a formal policy framework within which gender equality can be pursued. Its guiding principles are social justice, human rights, equality and equity, good governance, accountability and transparency, and participation. The NPGE envisions Jamaica as *"a society in which women and men have equal access to socially valued goods and are able to contribute to national development"*.³⁸⁰ The policy has among its objectives the use of gender mainstreaming to transform prevailing gender ideologies and create a discrimination-free environment in which gender equality can be achieved. The main tools for achieving gender equality through gender mainstreaming identified by the policy are:

- Gender Responsive Budgeting
- Collection and use of sex-disaggregated data
- Gender training

³⁷⁵ Statistics Institute of Jamaica, n.d., Population, <http://libraryguides.vu.edu.au/harvard/internet-websites>.

³⁷⁶ Statistics Institute of Jamaica, n.d., <https://statinja.gov.jm/>.

³⁷⁷ "the institutionalization of policies, systems and programmes to facilitate greater levels of inclusion and equity in access and quality of education and training is a key feature of efforts to transform Jamaica's education system. This has included greater focus on the needs of persons with disabilities (PWDs) and other socially and economically vulnerable groups; and gender-based inequities – national data show females outperforming their male counterparts in in all major examinations at the primary and secondary levels." See Planning Institute of Jamaica (2018): Jamaica Voluntary National Review Report on the Implementation of the 2030 Agenda for Sustainable Development, https://sustainabledevelopment.un.org/content/documents/19499JamaicaMain_VNR_Report.pdf

³⁷⁸ Human Rights Campaign (2014): Report 2014.

³⁷⁹ EU Delegation to Jamaica (2016): Gender Analysis – Jamaica, p.2.

³⁸⁰ Government of Jamaica (2011): National Policy on Gender Equality.

- Gender aware Monitoring and Evaluation
- Gender analysis

The main mechanism through which gender mainstreaming is being implemented is the identification and training of Gender Focal Points (GFP) in all ministries, departments and agencies (MDA). This strategy requires that the GFPs be in high-level decision-making positions from which they can influence the design of policies and programmes, ensuring that gender issues are fully considered and addressed.

The Gender Advisory Committee (GAC) was established in 2004 to provide strategic oversight for the development of a National Policy for Gender Equality through the agency of the national machinery, the Bureau of Gender Affairs.

The Bureau of Gender Affairs (BGA) has trained approximately 150 persons to be GFPs in the public sector. However, a 2014 survey found that many have not been able to have the desired effect on the work of their organization. The BGA focuses at the policy level to ensure that gender analysis is integrated into all GoJ policies and programmes. It seeks to support the delivery of the policies set out within the National Policy for Gender Equality (NPGE 2011). The lack of resources to drive sustained gender mainstreaming efforts has also been identified as a factor which has thwarted the full implementation of the principles articulated by the policy. Additionally, the BGA has been unable to effectively engage the private sector and sufficiently raise national awareness about the policy and its objectives. The NPGE also makes provision for the use of Temporary Special Measures (TSM) to correct a persistent inequality between the sexes. It contemplates that this strategy could be used to address issues such as the male bias in parliamentary representation.

8.1.2 Overview of the EU cooperation

EU collaboration with the African, Caribbean and Pacific Group of States (ACP) is guided by the **Cotonou Partnership Agreement (CPA)**. Concluded in 2000, revised in 2005 and 2010, it is scheduled to expire in December 2020. The **European Development Fund (EDF)** is the EU's main development aid instrument with the ACP. The **Joint Caribbean - EU Partnership Strategy** has been the overarching regional cooperation framework since its adoption in 2012.

Prior to 2014, several factors hampered the country's social and economic development, including large amounts of public debt, increasing levels of crime and a series of devastating hurricanes and tropical storms. EU cooperation during this period focussed on promoting macro-economic stability and reducing crime. Under the **10th European Development Fund (EDF)**, the strategy for Jamaica (2008-2013) outlined the priority areas for EUR 122.9 million of funding, namely increased macroeconomic support and governance – particularly in the areas of security and justice – to help reduce violent crime.

Under the **11th EDF (2014-2020)**, the financial allocation for Jamaica totalled EUR 46 million. This figure was increased to EUR 66 million with the addition of 20 million for a fourth sector. The EU financial support to the national development strategy is built around four focal sectors, namely justice, environment and climate change, public finance management and citizen's security. The EUD's support to the Justice sector totals 35% of the allocation. It aims at assisting the Government to successfully implement its Justice Sector Reform Programme during the period 2016-2020.³⁸¹ Concerning the other two focal sectors, support is delivered through two sector budget support programmes: Public Finance Management and improved forest management to better address climate change-related challenges.

In the area of trade Jamaica was a beneficiary of the EU's special framework of assistance for traditional ACP suppliers of bananas (support provided under the 10th EDF). Within this framework, a multi-faceted scheme was put in place to assist economic diversification in those ACP countries for which bananas have traditionally been an economic mainstay. Jamaica also benefited from the Accompanying Measures for ACP Sugar Protocol Countries to adjust to the new trade regime for sugar. These funds were utilised for macroeconomic support, to the sugar cane sector and economic diversification in sugar producing areas.

The EUD's macro-level support has also been directed at assisting Jamaica to achieve an improvement of fiscal management, financial discipline and oversight and support with introducing important macroeconomic reforms.

In addition to budget support to the GoJ, Jamaica benefits from EU support along thematic lines in areas such as environment (EUR 3.9 million), under the European Instrument for Human Rights (EIDHR, EUR 1.4 million) and the Civil Society Organizations – Local Authorities programme (CSO-LA, EUR 2.9 million). As a member of the Caribbean Community (CARICOM) and the Forum of the African, Caribbean and Pacific states (CARIFORUM), Jamaica benefits from regional programmes funded under the Caribbean Regional Indicative Programmes. Jamaica is also a signatory of the EU-Caribbean

³⁸¹ Framework Agreement was signed Nov. 30, 2016.

Economic Partnership Agreement (EPA), a comprehensive free trade agreement with a strong focus on development.³⁸²

Table 20 Overview of 10th & 11th EDF initial MIP allocations - Jamaica

	CSP-NIP (2008-2013)	11th EDF (2014-2020)
Sector 1	Macro-economic support (general budget support) EUR 60.5 million	Justice EUR 24 million
Sector 2	Governance (security and justice) EUR 33 million	Environment and climate change EUR 16.5 million
Sector 3	-	Public Financial Management EUR 5.5 million
Sector 4	-	Citizen's Security EUR 20 million
Support measures / Non-focal sectors	Other programmes (e.g., capacity building related to the EPA, support for NSA, Technical Cooperation Facility, Support for the office of the NAO): EUR 16.5 million Envelope B: EUR 14.8 million	Thematic CSO-LA: EUR 2.9 million EIDHR: EUR 1.4 million Spotlight Initiative EUR 5 million
Total	EUR 124,8 million	EUR 66 million

Source: 10th and 11th EDF CSPs/MIPs.

The evaluation team identified a number of EU-funded gender-targeted interventions in Jamaica, many of which have an emphasis on VAWG. The majority of these interventions are funded by the EDF, EIDHR and CSO&LA, and implemented by various International Organisations (e.g., UNICEF, FAO and UN Women), international NGOs and local partners.

Table 21 GEWE-targeted contracts in Jamaica

Intervention title	Contract year	Cris ref.	Contracting party	Planned amount
EDF				
Justice, Security, Accountability and Transparency (JSAT) Project	2013	d-024523	See below	-
Mobilising Communities to end sexual abuse and the sexual exploitation of adolescent girls and young women in Jamaica: An investment into the next generation of girls and young women	2017	c-386464	Eve for Life	EUR 153,381
Reducing Domestic, Sexual and Gender-based Violence against Women within the context of HIV and AIDS	2017	c-386453	Jamaica AIDS Support for Life	EUR 199,987
Programme for Reduction of Maternal and Child Mortality (PROMAC)	2013	d-024271	See below	
Behaviour Change for Maternal and Child Mortality	2015	c-363753	Rise Life Management Services	EUR 254,483
PROMAC Technical Assistance Team	2014	c-340419	Consulgal - Consultores de Engenharia E Gestao Sa	EUR 2 million
Advanced Medical and Nursing Training & Research	2014	c-346036	The University of the West Indies	EUR 1.1 million
Partnership for the Promotion of Patients' Rights in Maternal, Neonatal and Infant Health in Jamaica	2016	c-377960	The University of the West Indies	EUR 700,000
EIDHR				
Several grants under different decisions	-	-	See below	-

³⁸² See for more information: <https://ec.europa.eu/world/agreements/prepareCreateTreatiesWorkspace/treatiesGeneralData.do?step=0&redirect=true&treatyId=7407>.

<i>Intervention title</i>	<i>Contract year</i>	<i>Cris ref.</i>	<i>Contracting party</i>	<i>Planned amount</i>
Gender Analysis of Jamaica 2016	2016	c-376625	Watson-Williams	EUR 8,873
LGBT Advocacy Meetings	2015	c-360474	J-Flag Management Ltd	EUR 1,850
Support to LGBT Advocacy Meetings 2017	2017	c-385717	J-Flag Management Ltd	EUR 2,460
Support to training of emergency responders for victims of Violence Against Women	2017	c-393192	Woman Incorporated Limited	EUR 2,099

Source: Author's inventory of GEWE-targeted interventions based on CRIS data.

Table 22 GEWE non-targeted contracts in Jamaica

<i>Intervention title (short title³⁸³)</i>	<i>Contract year</i>	<i>Cris ref.</i>	<i>Contracting party</i>	<i>Planned amount</i>
EDF				
Budget Support component of the Justice SRC	2016	c-382420	Government of Jamaica	EUR 22 million
BS Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica	2018	c-403834	Government of Jamaica	EUR 14 million
EIDHR				
Scale up of Rehabilitation of Inmates: A professional and artistic way to come back into society Part 3	2017	c-390964	Stand Up for Jamaica Limited	EUR 219,924
WE-Change #Orange Lights 2018	2018	c-403444	Women's Empowerment for Change	EUR 2,401
CSO-LA				
Local Government Adaptation to Climate Change	2016	c-381480	Westmoreland Parish Council	EUR 300,000

Source: Author's inventory of GEWE non-targeted interventions based on CRIS data.

Regarding **EU MS**, the United Kingdom (UK) was until recently the main international cooperation actor in Jamaica, followed also by Canada and the US. Regarding gender-related issues, Belgium, Spain, Germany, France and the UK were the most active EU MS in Jamaica. In the 2017 GAP II reporting all five countries took part in answering the questionnaire.

In a note from the EUD Jamaica to HQ regarding the report on Gender Action Plan II (2016) it is stated that in the context of implementing GAP II, the EUD had enjoyed a high degree of support from multiple actors (including other EU MS operating in the country, other missions and civil society actors) but that of the five EU MS active in the country only the UK had had cooperation with the country and was thus able to report on actions undertaken during the period. The GAP II Objectives selected by EUD in Jamaica were: Obj. 7) Girls & Women free from all forms of VAWG; Obj. 11) Promoted, protected and fulfilled right of every individual to have full control over, and decide freely and responsibly on matters related to their sexuality and sexual and reproductive health, free from discrimination, coercion and violence; Obj. 13) Equal access for girls and women to all levels of quality education and vocational training free from discrimination; Obj. 17) Equal rights and ability for women to participate in policy and governance processes at all levels; and Obj. 20) Equal rights enjoyed by women to participate in and influence decision-making processes on climate and environmental issues.³⁸⁴

8.1.3 Focus of the case study

Although the case study covers the whole EU support to GEWE in Jamaica, the analysis of outcomes puts a specific focus on the areas of: i) Violence Against Women and Girls (VAWG) in the context of the reform of the justice sector and access to justice, as well as spending activities related to ii) gender mainstreaming and its links to climate change.

³⁸³ A short title is used in the case study to refer to this intervention.

³⁸⁴ European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries – Jamaica.

8.2 Main findings – Summary: Jamaica

1. Although recent, EUD's commitment with a practice of gender-responsive leadership has been systematic and is widely recognised.
2. There have been advances in gender mainstreaming during the period under review, owing to increased availability of gender analysis and sex-disaggregation. However, there is no common gender mainstreaming mechanism, including joint M&E system to assess progress towards equitable outcomes.
3. Gender issues have been mainstreamed into spending actions (including BS) but degree of success has been uneven due to Governments' perception of gender issues and policy priorities that tend to focus on men and boys at risk. A more effective GEWE mainstreaming has been done through CSOs and EIDHR funding.
4. EU engagement with gender equality issues in policy dialogues existed before 2016, and has evolved since then, ranging from focus on women in development (WID, in line with MDGs) to gender equality and rights-based development (in line with SDGs). This evolution has been consistent with shifts in international policy frameworks and EU's commitments to them, including CEDAW commitments.
5. There is no EU-MS with a development portfolio and budget. For this reason, collaboration around gender issues has been sporadic, although thanks to EUD efforts, it reached momentum in the context of GAP II and drafting of the EU-funded Gender Country Profile.
6. Several government gender coordination mechanisms have been established in Jamaica with whom the EU has built GEWE partnerships during the period under review. Further strategic partnerships are expected in the framework of the Spotlight Initiative.
7. In line with commitments stated in the 11th EDF, the EUD has developed partnerships with CSOs, including women's organisations and academia. However, no evidence was found of CSOs systematic involvement in different stages of EUD programming, including design and implementation (M&E activities).
8. Overall, choice of financing instruments, modalities and funding channels has been consistent with the country's critical exposure to external shocks (economic, trade, finance) and climate change related impacts. It has also been in line with national development priorities (MDGs and SDGS), even though GEWE issues do not figure prominently as a major element of the rationale behind the choice.
9. Through the 10th and 11th EDFs, EU external action has provided support to GoJ to improve enforcement of existing VAWG legislation and implementation of human rights obligations even though it is too early to for documenting outcomes.
10. In addition to enhancing GEWE awareness and capacities of duty bearers, EU support has also contributed to enhancing the capacities of women and girls as rights bearers. This has been done through support to CSOs and women's NGOS.
11. There have recent attempts by the EU to address women's participation in policy processes in the context of its support to the PFM reform, but there is limited evidence on concrete actions supporting women as influencers of policymaking.

8.3 Main findings - Design and implementation approach

8.3.1 Gender mainstreaming (EQ3)

8.3.1.1 Gender analysis

There have been advances in gender mainstreaming during the period under review, owing to increased availability of gender analysis and sex-disaggregation data. However, there is no common gender mainstreaming mechanism, including joint M&E system to assess progress towards equitable outcomes.

Until 2016, programming documents reflect concern with gender equality but GEWE issues do not appear to be systematically integrated in the analysis of key sectors of intervention. The NIP for the period 2008-2013 did include gender equality issues in a meaningful way, for example by stressing that “efforts to mainstream gender and deal with the disparities through policy and improved programme design are necessary, especially given that all forms of exclusion exemplified by the various manifestations of poverty in Jamaica have a gender dimension.” The NIP 2008-2013 also integrated a gender equality perspective as a crosscutting priority along with children’s and indigenous people’s rights, youth, and strategies to improve the lives of the elderly and those with disabilities.³⁸⁵ In addition to this, the 2013 EIHDR Programme further complemented the poverty reduction programme (PRP) through support to CSOs working on social and human rights issues including advocacy, parenting and rehabilitation within prisons.³⁸⁶ The 11th EDF NIP (2014-2020) includes two gender equality objectives but robust gender analysis is missing (e.g., no reference to the differentiated needs and priorities of women and men and girls and boys in other sectors or reference to specific forms of SGBV affecting women and men, girls and boys, including those from marginalised groups). In addition to this, language is more generic as compared to the previous NIP: references are made to “children”, the “vulnerable” or “vulnerable and volatile communities” and “persons” but there is no adequate identification of target groups throughout the document.³⁸⁷ Unlike previous NIP, the one for the period 2014-2020 moves a step further in gender mainstreaming, since it includes 2 specific objectives for the Justice Sector which are relevant to gender equality: i) Increased access to gender responsive, accountable and effective justice services, especially for the vulnerable; ii) Improved treatment of children in the responsibility of the criminal justice system.³⁸⁸ In a similar way, girls and boys do appear in a few sex-disaggregated indicators, but only in the sector of Justice and in specific relation to youth in prison.³⁸⁹

In the post-2016 period, EU portfolio shows improvements in GEWE mainstreaming, owing to increased availability of gender analysis. Incremental improvement appears to coincide with two important processes. First, the EUD’s identification and choice of GAP II thematic priorities for the country.³⁹⁰ Second, a process of gender analysis which began in 2016 and was completed in 2017 when a Gender Country Profile was published, thanks to EUD support through the EIDHR.³⁹¹ The Country Profile includes a robust gender analysis of three focus areas of the EUD in Jamaica: Justice, Climate Change and Environment, Public Finance Management. EUD interlocutors confirmed that the Country Gender Analysis came to fill an important gap regarding the availability of gender data and sex-disaggregated indicators in focal areas of EUD work and highlighted that it had facilitated more informed policy discussions with GoJ and CSOs.

As regards reporting on gender-sensitive indicators, EU has deployed efforts to encourage reporting using gender-sensitive indicators (quantitative and qualitative). One example is the Local Government Adaptation to Climate Change project (CSO-LA contract CRIS number 381-480). This Project was implemented by a local authority in one of the rural parishes of Jamaica and provided sex-disaggregated data in their application for grant funding which showed the impact on specific communities as a result of having non-potable water. Monitoring has revealed that the project continues to take a gendered approach to the delivery of the initiative and should be able to produce verifiable

³⁸⁵ European Commission (2008): Jamaica: Country Strategy Paper and National Indicative Programme (2008-2013), pp.12, 20,24, 41.

³⁸⁶ EU Delegation to Jamaica (2013): External Assistance Management Report (EAMR), p. 6.

³⁸⁷ European Commission (2014): National Indicative Programme 2014-2020 for Jamaica.

³⁸⁸ European Commission (2014): National Indicative Programme 2014-2020 for Jamaica: “Increased access to gender responsive, accountable and effective justice services, especially for the vulnerable.”

³⁸⁹ European Commission (2014): National Indicative Programme 2014-2020 for Jamaica.

³⁹⁰ These are: 7) Girls & Women free from all forms of VAWG; 11) Promoted, protected and fulfilled right of every individual to have full control over, and decide freely and responsibly on matters related to their sexuality and sexual and reproductive health, free from discrimination, coercion and violence; 13) Equal access for girls and women to all levels of quality education and vocational training free from discrimination; 17) Equal rights and ability for women to participate in policy and governance processes at all levels; and 20) Equal rights enjoyed by women to participate in and influence decision-making processes on climate and environmental issues (Source GAP II Reporting 2016).

³⁹¹ EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR), p.50.

findings.³⁹² EAMR 2017 shows that EU has continued with its efforts “all contracts signed since 2016 require that partners report using sex-disaggregated results – where possible.” It also states that even though there is a gender analysis done for all priority sectors, and GAP II (SWD) objectives are selected and reported on, there is no cooperation between the countries represented and other EU MS (excepting the UK); consequently, there is very little opportunity for joint programming or reporting on gender indicators.³⁹³

Box 19

Gender mainstreaming and its links to climate change in Jamaica

On the whole, EUD’s support to gender mainstreaming in climate change and environment appears to be informed by **two major intervention strategies**: the **macro level** (to strengthen governments’ response to climate change) and the **micro level** (reinforcing awareness and effectiveness by local authorities and communities’ adaptation and resilience to climate change).

Jamaica is a country whose sustainable development agenda is also severely undermined by the manifestations and impacts of climate change on both its environment and the capacity of women and men for climate change resilience and adaptation. Against this backdrop, the EUD’s efforts have been directed at strengthening the GoJ’s capacities (at the national and local level) to respond to the challenge of adapting to climate change. This has been done mainly through Budget Support and has included important investments to address environmental and climate change challenges through improved forest management (IFM), support to the GoJ in implementing its 2017 Forest Policy and supporting the National Forest Management and Conservation Plan (NFMCP 2016-2026). The ultimate goal is to enhance sustainable management of the local forests, thereby contributing to building the country’s climate resilience (cf. Budget Support Eligibility Assessment). In a similar way, the EUD’s support has aimed at enhancing the capacities of local governments, local communities and CSOs for climate change resilience, with a special focus on strengthening sustainable management of natural resources (water and forests).

It emerges from this evaluation that the EUD’s support to climate change resilience in Jamaica is also linked to ensuring adequate and sustainable access to water and sanitation, and encouraging women’s participation in decision-making processes related to improved management of water systems and forest management. As the CSO-LA programme titled “Local Government Adaptation to Climate Change” states, in the country, gender issues in climate change adaptation and resilience are strongly linked to access to natural resources (such as water) and the basic social services that they make possible such as adequate potable water, sanitation and hygienic conditions). In many communities, lack of access to water has implications for the health and well-being of the whole country, and for women in particular. Because of gendered roles, women bear a disproportionate amount of the care work provided to the family. Inadequate provision of water and sanitation has a negative impact on women’s health prospects on an individual basis and in their role as care providers. It also increases their burden of household responsibilities and diminishes women’s time availability to pursue economic and social opportunities. In many areas, ensuring adequate access to water is key to ensure climate resilience as many women and men within communities depend on rivers and streams as their primary water source. In addition to stressing the importance of equitable access to water and sanitation, the results reported for the Programme mentioned earlier stress the importance of women’s participation in decision-making related to improved management of local water systems within the broader scope of engaging citizens’ participation in local governance for climate change resilience.³⁹⁴ In this direction, the EUD interlocutor responsible for BS climate change/environment confirmed that the EUD has also been supporting women’s participation in sustainable forestry management. This support has been done through ensuring access by women to grants in community-based forestry management as a special component of gender in BS for this sector, namely a gender indicator for fund allocation.³⁹⁵

Source: Author’s analysis.

³⁹² EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR), p.57.

³⁹³ European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries – Jamaica, p.14.

³⁹⁴ See AAP for CRIS number: FED/2015/039228, “Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica (IFMJ).” Gender-responsive results reported for this programme show that activities have enhanced the capacities of women staff from the Water Corporation and women from rural communities for better management of local water systems.

³⁹⁵ EUD interlocutor highlighted the fact in Jamaica a majority of forestry managers are women. For this reason, the EUD and GoJ had to find an area where support would EU GEWE be an added value. This led to choosing gender sensitive alternative livelihoods as a way to encourage participation by rural women in the sustainable use of forest resources by local communities. Indicator N° 4 was agreed upon for an amount of EUR 4 million. EUD staff indicated that this indicator has the biggest share among all indicators. For results at indicator level to be accepted by EUD, GoJ must ensure women’s participation in the groups; hence, this is a conditionality. See “Disbursement Note, including indicators for Variable tranche 2019, p.9.”

8.3.1.2 Mainstreaming in spending actions

Gender issues have been mainstreamed into spending actions (including BS) but degree of success has been uneven due to Governments' perception of gender issues and policy priorities that tend to focus on men and boys at risk. Moreover, EU mainstreaming efforts in spending actions do not show a clear and common strategic pathway. For example, the cross-cutting priorities underpinning the country's Medium-Term Socio-Economic Policy Framework (MTF) agenda have an equality perspective with a focus on children, youth, gender and strategies to improve the lives of the elderly and those with disabilities. This gender-responsive focus is not further developed in this programming framework. Strategic focus is rather on macro-level reform processes (economic and justice) and in fighting widespread poverty, crime and violence. **Post 2016, there are incremental efforts to improve GEWE mainstreaming record but challenges for systematic mainstreaming remain.** At the programming level, gender mainstreaming appears to remain stronger in discourse than in project design/implementation. This is the case with the 2018 Action Document for "Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica," where national gender-relevant frameworks and GAP II thematic priorities are indeed mentioned but not sufficiently developed in the intervention logic. The latter would have furnished a GEWE mainstreaming framework for the three sector priorities during the implementation phase. Moreover, gender-transformative words are used in a rather shallow way, with no clear strategic focus or linkages to strategic objectives. Interestingly, this 2018 Action Document includes two gender-relevant stakeholders in the actor's mapping. One is the Bureau of Gender Analysis (BGA), the NGM which focuses at the policy level to ensure that gender analysis is integrated into all GoJs policies and programmes. It seeks to support the delivery of the policies set out within the National Policy for Gender Equality (NPG 2011). The other is Women groups and local development committees. Women groups are identified as specific groupings of women, of different age groups, who exist in rural communities, though not in any formal group or under any umbrella organisation. A total of eighteen (18) Local Forest Management Committees (LFMCs) have been established by the FD to date. These LFMCs have been established in and around forested areas managed by the FD the aim of which is to have an integrated approach to forest management. This Programming document also identifies one gender-responsive risk and its corresponding mitigating measure.³⁹⁶ At the project level there is also evidence of post-GAP II GEWE mainstreaming, as illustrated by CSO-LA interventions where the reporting template requests gender-relevant data (including sex-disaggregated indicators) to be included in monitoring reports. One concrete example is the 2016 CSO-LA project "Local Government Adaptation to Climate Change" which shows that EU's requirements on sex disaggregation and gender data contributed to increasing the partners' technical capacity for disaggregating participation to trainings and delivering on gender-responsive results, albeit at the output level.³⁹⁷ CSOs highlighted the added value of EUD's gender mainstreaming requirements as it has contributed to their own institutional development, for example through incorporation of gender equality issues into their processes (e.g., proposal writing and M&E; how to disaggregate data and its value to assessing gender impacts; also how to take gender roles into consideration).³⁹⁸

According to the team's analysis of CRIS data covering the period 2014-2018, around 64% of the EU portfolio in Jamaica was gender-sensitive (i.e. targeted or non-targeted by marked G2 or G1 by the EUO/EUSR) – see Figure 9. The PROMAC programme focussing on maternal and child mortality accounts for a large share (33%) of EU gender-sensitive support to Jamaica. Regarding gender-targeted interventions, the EU has contracted around 5.1 million EUR, which represents only 5% of the total contracted amounts in the country.

As regards a rights-based approach, there appear to be some discrepancies between different policy/programming documents, a fact which corroborates the lack of a joint strategic GEWE framework. On the one hand, the EUD appears to have paid attention to a rights-based approach in development cooperation and in line with the EC 2011 Communication entitled "The Future Approach to EU Budget Support to Third Countries." This communication stresses the fundamental values of human rights, democracy and the rule of law. However, in the above referenced programme (AAP 2018),

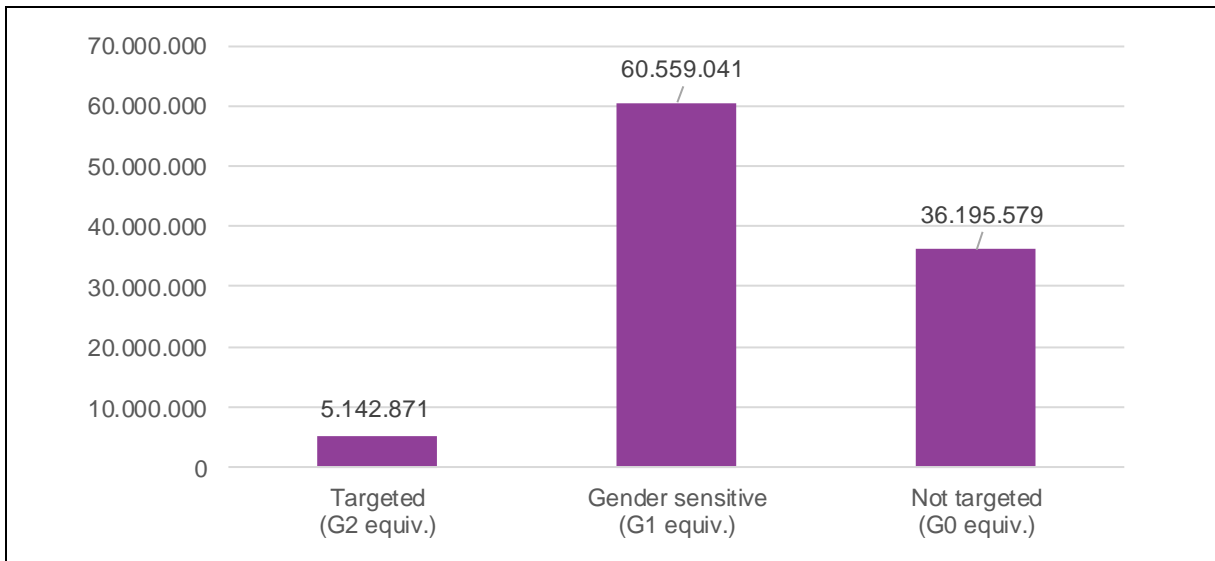
³⁹⁶ Risk: weak coordination among administrative bodies; Mitigating Measure: The existing gender-coordination mechanism [sic the BGA] will be strengthened to ensure gender-inclusiveness. See AAP 2018, op cited, p. 12.

³⁹⁷ See Reporting Template, p.21 and Narrative Report for the period 2016-2018, p. 5: "The Project Intervention has contributed to improving the technical capacity of staff and decision-makers within The Corporation (WMC) to manage water service provision via the network of minor water systems (MWS) located in rural communities in Westmoreland. 10 LA councilors and staff (4 women; 6 men), there was one female councilor who was trained and three (3) male councilors. Concerning members of staff four (4) female staff two (2) male staff. Also, it has built the operational capacity of volunteers to operate small scale water systems, 22 operators were trained, four women and 18 men. They are apart of the target group and are from the following communities refer to appendix 4. This training has provided tools to engage citizens' participation in local governance."

³⁹⁸ Source: interviews.

human rights issues are relegated to the cross-cutting sections and separate from gender and youth issues.

Figure 9 Gender-sensitive EU funding amounts (2014-2018) - Jamaica



Source: Authors calculations based on CRIS data

At the project level, links between gender equality and a rights-based approach are not systematically established but, in some projects, meaningful linkages are made. For instance, in a maternal and child mortality project aiming at supporting the increased participation of civil society organizations in health policy planning and monitoring as well as in patients' rights advocacy and patients' rights, women's health rights are mainstreamed as human rights and GoJ is addressed as duty bearer with the obligation to enforce those rights.³⁹⁹ The project addresses women's reproductive health risks as social injustices that States and societies are obligated to remedy. Maternal, neonatal and infant health (MNIH which are part of SRHR) are addressed as issues relating to health care systems and as human rights enshrined in internationally and regionally agreed normative frameworks, human rights treaties and national constitutions based on the Universal Declaration of Human Rights. **Meaningful linkages with women and girls' rights Conventions are also established:** i) The Convention on the Rights of the Child (the Children's Convention); ii) The Convention on the Elimination of All Forms of Discrimination against Women - the Women's Convention (CEDAW); iii) The International Covenant on Civil and Political Rights (ICCPR).⁴⁰⁰ Regarding the focus on transformative areas, some references are made to transformative development and transformative gender approaches across programming documents⁴⁰¹, but **direct evidence of EUD's transformative approach to GEWE could not be found.** However, if by transformative approach one means inclusion of attitudinal change among men and women on SRHR in project design, then evidence from one project would attest to EUD's concern with promoting a transformative perspective on the issue of GEWE in health. The PROMAC "Behaviour Change for Maternal & Child Mortality project"⁴⁰² included in its design awareness-raising workshops for women and men on issues of different reproductive ages on youth reproductive health, improving parenting skills among men. Parenting topics included working with men, power & gender equality and childcare and protection focusing on sexual abuse prevention. Youth targeted activities included residential leadership retreat for young community leaders to plan individual and collective strategies to address youth issues including violence and teenage pregnancies in their communities. Importantly, two results achieved were lower maternal and child mortality rates among intervention groups during the implementation period and increased social understanding of avoiding early pregnancies.⁴⁰³ **As a whole, all these findings illustrate the EUD's concern with gender mainstreaming as work in progress and as becoming more visible and articulate after 2016.**

³⁹⁹ See C-377960, PROMAC, "Partnership for the Promotion of Patients' Rights in Maternal, Neonatal and Infant Health in Jamaica," DoA p.6.

⁴⁰⁰ See C-377960, PROMAC, DoA pp.6, 8.

⁴⁰¹ For instance, there is reference to "sustainable gender-transformative development" in the 11th EDF National Indicative Programme (NIP 2014-2020, p.5). There is also reference to "gender sensitive livelihood alternatives" in Action Document for Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica - Budget support c-403834).

⁴⁰² See PROMAC FED/2015/363753.

⁴⁰³ See PROMAC FED/2015/363753, p.8.11.

8.3.1.3 Mainstreaming in non-spending actions

EU engagement with gender equality issues in policy dialogues existed before 2016,⁴⁰⁴ and has evolved since then, ranging from focus on women in development (WID, in line with MDGs) to gender equality and rights-based development (in line with SDGs). This evolution has been consistent with shifts in international policy frameworks and EU's commitments to them, including CEDAW commitments. This has been due to staffing problems at the EUD, political contingencies and insufficient capacities within government agencies for gender mainstreaming in key areas of collaboration. Reports also mention the complexity of the programmes, which have required a lot of tendering and heavy contractual work, and which has obliged the EUD to spend substantial resources on contractual and administrative work (riders, re-launching of tenders). This has sometimes been done at the expense of a more structured and meaningful dialogue.⁴⁰⁵

Since 2017, gender mainstreaming in policy dialogue is in line with the GAP II priorities agreed upon by the EUD and as shown in the 2017 Gender Country profile. In fact, evidence was found of attempts by EUD staff to link GAP II priorities with key programmes within the EUD portfolio.⁴⁰⁶ Interestingly, evidence of mainstreaming in high level policy dialogue related to the Justice sector appears to have been done recently and by senior gender champions (e.g., HoD). Furthermore, during 2017 gender mainstreaming was included in policy dialogue, concretely in the framework of the discussions around indicators for the 11th EDF.⁴⁰⁷

As regards gender mainstreaming in budget support, evidence was found of sporadic efforts to integrate gender issues. For example, during Desk Review, one budget support intervention was found which contains several gender-related elements in its description. This Action, '*Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica*' includes a gender-responsive activity.⁴⁰⁸ In addition to this, gender is among one of the three Forest Policy Goals upon which the intervention logic of this action is based ("providing local forest communities the opportunities for gender sensitive livelihood alternatives in timber/non timber activities").

Evidence collected during (virtual) field interviews⁴⁰⁹ with EUD interlocutors confirm that progress has been made but important challenges remain in key sectors of the 11th EDF (e.g., BS in public finance management and citizen's security). Some of the reasons put forward by EUD PM (and further confirmed by CSOs interlocutors and one member of academia) were different understandings of gender equality by Jamaican government officers (including very high level). There is a shared perception that women and girls have been more empowered than men and boys. Reliable data supports this perception, as in today's Jamaica there are more women in top management positions in the public sector and girls/women are excelling in the education system.⁴¹⁰ For these reasons, GoJ's policy priorities have tended to focus on men and boys at risk and those among them who are more marginalised or exposed to crime.⁴¹¹ CSOs working to promote the rights of LGTBI groups also highlighted the fact that GoJ's understanding of gender equality is informed by a heteronormative idea of gender equality, which excludes the LGTBI condition.⁴¹²

In the view of EUD interlocutors, the EU has understood this complexity and respected the government's vision of gender equality and accompanying arguments but has nevertheless pursued its mainstreaming efforts to create and or expand openings within existing instruments, such as BS in the focal areas and through funding lines such as EIDHR and CSO-LA.⁴¹³ They

⁴⁰⁴ EU Delegation to Jamaica (2015, 2016, 2017): External Assistance Management Report (EAMR); European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries – Jamaica.

⁴⁰⁵ EU Delegation to Jamaica (2016): External Assistance Management Report (EAMR), p.4.

⁴⁰⁶ For example, between GAP II obj. 11 and PROMAC; between GAP II obj. 20 and EDF 11 related to Environment and Climate Change.

⁴⁰⁷ EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR), p.2.

⁴⁰⁸ The activity is called "Strengthen and deliver existing general public awareness/education, forest fire-related, school education and outreach programmes for private forest owners improving these (where appropriate) to better embrace gender-transformative modules" (p.17).

⁴⁰⁹ Due to the COVID 19 outbreak, the field mission was replaced by virtual field interviews and written responses to questionnaires.

⁴¹⁰ EU Delegation to Jamaica (2017): Gender Country Profile - Jamaica. Justice, Environment & Climate Change and Public Finance Management, p. 17.

⁴¹¹ Recent data corroborate the gendered dimension of GBV. The main victims and perpetrators of violent crimes are young men between the ages of 16 and 24; whereas women, girls and children are the main victims of sexual crimes. See Harriot, A. D., & Jones, M. (2016). Crime and violence in Jamaica: IDB series on crime and violence in the Caribbean. Washington, DC: Inter-American Development Bank. p.12, <https://publications.iadb.org/publications/english/document/Crime-and-Violence-in-Jamaica-IDB-Series-on-Crime-and-Violence-in-the-Caribbean.pdf>.

⁴¹² Source: interviews.

⁴¹³ Source: interviews.

stated that persistence by the EU to mainstream gender equality issues was due to gender mainstreaming requirements from EC Brussels headquarters.

For example, the 2016 Finance Agreement (FA) for BS for the Reform of the Justice Sector acknowledges the fact that “support for the justice sector and justice sector reform is one of the principal avenues for promoting democratic governance, the rule of law, citizen security, gender equality and respect for human rights, and thereby socio-economic development. Furthermore, it positions gender equality and children’s rights as two crosscutting issues of relevance to the programme:

1. Gender equality - Women in Jamaica are among the most poor and vulnerable and as such they often experience the most difficulty in accessing justice, whether formally or informally. As such special emphasis will be placed on monitoring access of justice by women, especially at the community level. Gender sensitivity will be mainstreamed through justice service delivery, including throughout the handling of domestic violence and sex crimes, and especially in the court environment, as well as within correctional services delivery, particularly because female prisoners constitute a minority of the total incarcerated population.
2. Child rights - The rights of children are not always adhered to by the Jamaican justice system. Therefore, this programme will ensure that justice services for children recognise their rights in accordance with international conventions.⁴¹⁴

In the sector of Justice reform, and thanks to EUD’s sustained policy dialogues (including TA) with key government officers, there have been improvements in terms of gender mainstreaming for some BS sectors. For example, BS for the Justice Sector Reform Programme has one gender-sensitive indicator (Indicator No. 2), relating to more family courts and children. This indicator aims to ensure that rural women have protection and/or greater access to justice and make more family courts available (as mostly women make use of family courts).⁴¹⁵ **The EUD has encouraged GoJ’s officers to collect information disaggregated by sex, age and other demographic data.** The indicator on the family court is the second heaviest weighing of all (valued at 20% of the funding). There is however no legal requirement for the government to collect gender data and political will fluctuates, as evidenced by the fact that in the last disbursement dossier there was no sex disaggregated data provided by the GoJ.⁴¹⁶ One needs to bear in mind that gender and age disaggregated data was included in BS for this sector; however, it is non-binding.⁴¹⁷ In any case, the mere fact of integrating these non-binding gender and age indicators is in itself proof that gender equality mainstreaming efforts undertaken by the EUD had an impact on the GoJ’s engagement with gender equality in BS.

Another achievement resulting from EUD’s responsiveness in gender mainstreaming in BS on Justice Reform was the agreement by GoJ to allocate 1 EUR million (out of the 24 EUR million originally allocated for the Justice Sector) to CSOs. Allocation modality was direct CSO management through CfP. Government took part in the evaluation of proposals.⁴¹⁸ The Guideline for Applicants includes gender issues as criteria in the evaluation grid (for both the Concept Note and the Full Application) and also as crosscutting issues. Applicants are encouraged “to analyse relevant gender gaps in all areas of consideration and to integrate in the proposed actions initiatives to support gender equality and/or empowerment of women and girls” (“Justice for All” Guidelines, CfP p.3). Gender is approached intersectionally: “does the proposal contain specific added-value elements, such as environmental issues, promotion of gender equality and equal opportunities, needs of disabled people, rights of minorities and rights of indigenous peoples, or innovation and best practices [and the other additional elements indicated under 1.2. of these guidelines]”⁴¹⁹

Gender-sensitive developments in BS need nevertheless to be taken with caution, since progress has been uneven and some of the sectors are still resistant to integration of gender equality issues. EUD programme managers pointed out that gender mainstreaming has so far not been possible in BS for Citizen’s Security and PFM. In the former case, the EUD was unsatisfied with the proposed indicators and in agreement with government interlocutors (ONSA and Planning Institute of Jamaica - PIOJ) have requested external expert support (TA) to draft an M&E framework for the Civil Society part (still a work in progress). Meanwhile the work on indicators for BS as a whole has occurred in parallel but so far no other proposal has been submitted by the PIOJ to the EUD.⁴²⁰ As regards the BS for PFM and budget transparency, EUD PM explained that it did not include gender in any activity due to its highly technical/IT orientation. She added that in coherence with its commitment to gender

⁴¹⁴ “Finance Agreement” No FED/ 2015/38731, Sector Reform Contract in the Framework of Justice Reform Jamaica; pp.11, 22.

⁴¹⁵ See “Jamaica Justice Sector Reform Programme,” CRIS number: 2015/3873; Finance Agreement p. 26.

⁴¹⁶ Source: interviews.

⁴¹⁷ Jamaica Justice Sector Reform Programme; CRIS number: 2015/38731 Finance Agreement, p. 22.

⁴¹⁸ Source: interviews.

⁴¹⁹ “Access to Justice for all Jamaica,” Guidelines for grant applicants, pp. 22, 24.

⁴²⁰ Source: interviews.

mainstreaming, the EUD has found a way to mainstream gender equality issues through the CSO component, which is a cross-cutting issue for all the 11th EDF focal sectors as per NIP Jamaica 2014-2020 (5% of the financial allocation is earmarked for measures in support to CSOs). The PFM CSO component was included in the Environment-Forestry Programme, and plans are to launch a CfP by summer 2020.⁴²¹ EUD PM for BS-PFM stated that Guidelines are under preparation and one of the three priorities aimed at increasing the role and involvement of citizens in the budgetary cycle is directly related to gender, namely: *Using Public Financial Management to promote gender equality*:

- Assess whether the PFM institutions, processes, and systems are gender responsive, and how they can be further strengthened to ensure that public services, funded through the budget, respond to the needs of different beneficiaries;
- Training on integrating gender considerations into the design, implementation and evaluation of budget policies;
- Support to prepare the framework for developing a gender budgeting-approach.⁴²²

There is no evidence of EU's gender mainstreaming in programming and trade policy documents. NIP 2014-2020 briefly refers to the broad policy framework defining EU-Jamaica trade cooperation, but language is not gender-sensitive and there is no reference to gender equality issues: "Jamaica signed the Economic Partnership Agreement (EPA) between the CARIFORUM countries and the EU in October 2008. The CARIFORUM-EU EPA builds a trade partnership for increased competitiveness, participation in the world trading system, economic growth and development. The EU is firmly committed to implementing its obligations stemming from the EPA and assist Jamaica to implement its obligations."⁴²³ A more recent document by EU does not refer to gender issues either.⁴²⁴ Efforts by the EU to promote women in trade-related activities were mentioned by the EUD PM for technical cooperation and trade.⁴²⁵ These mainstreaming efforts were made in the framework of an EDF-funded project titled "EPA support to Jamaican food exports." The Project was implemented by the WB-IFC (International Finance Corporation) and ran from 2013-2019. Important gender-responsive outputs were achieved for pillar 2 related to export promotion.⁴²⁶

8.3.2 Instruments and modalities (EQ6)

8.3.2.1 Choice of financing instruments

Overall, the choice of financing instruments, modalities and funding channels has been consistent with the country's critical exposure to external shocks (economic, trade, finance) and climate change related impacts. It has also been in line with national development priorities (MDGs and SDGs), even though GEWE issues do not figure prominently as a major element of the rationale behind the choice.

EU support on GEWE in Jamaica depicts a mix of financing instruments, though the vast majority of funding is channelled through EDF, which is coherent with EU support to macro-level reforms in key areas in the country, as seen in the 10th and 11th EDF. EU support to GEWE in Jamaica has mainly been done through the thematic instruments EIDHR, CSO-LA and Budget Support (via the geographic instrument EDF). Financing through EDF makes up for most (99%) of the resources allocated to both targeted and non-targeted interventions under review.⁴²⁷

As regards the rationale behind the choice of instruments, it has responded to macro-level challenges related to supporting Rule of Law through reform of the Justice Sector and better provision of justice based on the principle of non-discrimination. Against this broad policy framework, a gender-responsive rationale has gradually taken shape in recent years and has included empowering CSOs to bring about gender equality changes, even though this rationale is not formally written on paper. This

⁴²¹ The CfP will have 2 lots (forestry with €900,000 and PFM with €400,000).

⁴²² Source: interviews.

⁴²³ European Commission (2014): National Indicative Programme 2014-2020 for Jamaica, pp. 6-7.

⁴²⁴ EU (2018): The CARIFORUM-EU Economic Partnership Agreement (EPA) - Factsheet: how the EU is putting the EPA into practice, https://trade.ec.europa.eu/doclib/docs/2012/april/tradoc_149286.pdf.

⁴²⁵ Source: interviews.

⁴²⁶ Outputs mentioned by EUD interlocutor were creation of a consortium of 3 companies to facilitate women's access to exports to Canada and USA in the coffee, sauce and spices sectors. Activities included support to women-led businesses; capacity-building for women traders to access markets and market labelling; training of female technicians in the sauce and spices sector.

⁴²⁷ "On Governance ... efforts continued with the support to PFM reform (both BS and through a contribution agreement with the IDB), the implementation of the JSAT, Justice, Security, Accountability and Transparency) project (supporting the judiciary, national security and several agencies), the EIHDR projects (supporting the rights of inmates, children, etc.), See EU Delegation to Jamaica (2015): External Assistance Management Report (EAMR), p.4.

rationale is substantiated by concern with a rights-based approach in development, as shown in NIP 2003-2008 and further reinforced by the adoption of GAP II thematic priorities and their harmonisation with the national priorities as defined in the 2017 Gender Country Profile. EUD GFP confirmed that the mix of funding instruments has proven to be appropriate and respectful of the country's policy priorities on gender equality and also consistent with challenges related to expanding civic space for CSO to influence policy changes in the key focal areas. EUD GFP added that the rationale behind the mix of funding instruments has been two-fold: first, to support GoJ's improvements in macro-level reform; second, to respond to the EU's commitment to support CSOs so that they can push for further enforcement of gender equality and human rights obligations by Jamaican institutions.⁴²⁸ From interviews with other EUD thematic PMs (environment, PFM, Health, Justice and Citizen's Security) it emerges that even though there is no formal joint gender-responsive approach, there is an underlying rationale for mainstreaming gender equality issues across EU's instruments, with special focus on BS in the four focal areas in recent years.

With respect to GEWE synergies between interventions funded under different instruments, the complexity of EU's portfolio has made it difficult to achieve synergies in general and GEWE in particular due to different programming cycles and hence phasing of activities.⁴²⁹ In spite of this, **there is strong awareness within the EUD of the importance of complementarity between national, regional and thematic programmes. EU's awareness dates from as early as 2011, when BS became the main funding modality.** EAMR 2011 reports on EU's efforts towards complementary approaches to optimise various BS programmes with similar goals and purposes for better addressing issues of political and economic governance (in particular macro-economic stability). For example, the Poverty Reduction Programme (PRP) complemented the Security Sector Reform Programme (SSRP) by targeting volatile communities, whilst the EIDHR Jamaica Country Based Support Scheme complemented this work by supporting CSO initiatives, such as human rights and dispute resolution. The Delegation maximised its efforts by working at all levels (i.e. national/local government/community/civil society) by using different funding instruments to create synergies in order to deliver concrete results. At the Regional level, the Delegation complemented its projects for Jamaica and Belize dealing with climate change by supporting the Caribbean Community Centre for Climate Change, which is based in Belize under the Regional programme.

Even though there is no evidence of complementarity and comparative advantages regarding mix of financing instruments from a gender-responsive perspective, **it appears that EU's choice of using a mix of instruments to build CSO capacity⁴³⁰ especially after 2016 was of strategic value to gender mainstreaming, in the sense that it contributed to enhancing women's NGOs capacities (technically and politically) and also reinforcing the gender equality agenda within the larger CSO community.** Indeed, results reported in final reports by funded CSOs⁴³¹ show that EU has indirectly contributed to GEWE outcomes via funding CSOs through mix of EIDHR, CSO-LA and BS (specific NSA component) at two levels: i) strengthening capacities of funded CSOs for gender responsive M&E, and ii) empowering women, girls and youth from different social backgrounds and age groups. CSOs interlocutors confirmed these GEWE outcomes, highlighting the added value of CSO funding mechanisms, which in their view had increased their capacities for advocacy on gender equality issues, including women's and girls' empowerment; lobbying for the rights of women, men and LGTB persons from different age groups and social backgrounds, and improving their capacity for gender-responsive service delivery at the community and Parish level).⁴³²

8.3.2.2 Choice of modalities and funding channels

Overall, choice of modalities and funding channels has been consistent with the country's critical exposure to external shocks (economic, trade, finance) and climate change related impacts. EUD interlocutors stated that EIDHR, CSO-LA and BS had been effective to ensure processes in line with national priorities, while at the same time contributing to improvements in enforcement of existing legislation related to SGBV and equal access to justice. They added that GAP II had helped the EUD to more consistently engage in high level policy dialogue with CSOs towards gender-responsive

⁴²⁸ Source: interviews.

⁴²⁹ European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries - Jamaica.

⁴³⁰ "Thematic programs are meant to develop strategies to be mainstreamed in the focal sectors at bilateral level. To this end, calls for proposals are being aligned to the focal sectors of the CSP. EUD recognises that CSOs within the country have not been operating at the same level. Funding provided under the CSO-LA component was therefore dedicating to build CSO capacity, which made more CSOs better able to apply for EU funding under the EIDHR and 11th EDF Justice Call for proposals." *11th EDF Justice Call for proposals* EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR), p.13.

⁴³¹ See Results reported in C-377960.

⁴³² Source: interviews.

cooperation,⁴³³ and with government to influence gender-responsive changes through BS in EUD focal areas. EUD FGP and responsible for BS Justice highlighted that EU's persistent policy dialogue with GoJ had created openings for gradual integration of gender equality issues via CSO funding. One concrete result achieved was agreement with GoJ to allocate 1 million EUR to CSO funding from the overall budget of BS for Justice Reform Programme.⁴³⁴ **As reported in the NIP 2008-2013, even before the adoption of EU Gender Policy GAP II thematic priorities, the EUD was also aware of the need to maintain coherence with other EU GAP II policy and cross-cutting issues such as gender, human rights and the environment, in particular in interventions at the macro level (such as Budget Support for reform of the justice sector, strategic environmental assessments and environmental impact assessments of trade activities).** In a similar way, the need to build strategic and operational links between inter-related aspects of development and use of policy dialogue to support priority areas has been considered. EAMR 2017 states that "Policy dialogue is led either by the Head of Delegation, Head of Political Section or the Head of Cooperation. The government is represented either by the Prime Minister, Minister of the particular sector or the Permanent Secretary. EUD Programme managers (2 of whom are GFPs) and other ministry technical staff are always present at the policy dialogue as the technical representatives."⁴³⁵ All this points to the existence of GEWE sensitivity, whose degree of implementation has been strongly linked to the complexity of the EUD portfolio. As reported in EAMR 2016, the complexity of the programmes has required a lot of tendering and heavy contractual work, especially in infrastructure. This has obliged the Delegation to spend substantial resources on contractual and administrative work (riders, re-launching of tenders), sometimes at the expense of a more structured and meaningful dialogue.⁴³⁶

Linkages between policy dialogue on GEWE and project/programme design and implementation are most palpable in the area of BS, as discussed in previous section. **BS has also been a key instrument to guarantee national ownership, as key thematic areas and subthemes have been systematically discussed and agreed with GoJ.** Additionally, the EUD has been respectful even when there has not been agreement on where or how far to integrate gender equality issues in BS while at the same time pursuing efforts to make space for some degree of integration.⁴³⁷

8.3.2.3 Monitoring, evaluation and learning

There has been gradual improvement in gender-responsive M&E practices although the scope and degree vary according to thematic area and funding instrument. Gender-sensitive reporting appears to be more frequent in some programmes such as the Programme for Reduction of Maternal and Child Mortality (PROMAC) and CSO-LA interventions (e.g., Local Government Adaptation to Climate Change). Conversely, gender-sensitive M&E of non-targeted interventions such as the Justice, Security, Accountability and Transparency (JSAT) project appear to have posed challenges to the EUD's efforts in GEWE data collection.⁴³⁸ EUD interlocutors also highlighted that BS for PFM and the one for Citizen's Security have been particularly challenging areas, with low levels of political will from GoJ to integrate gender equality issues, and in particular, activities empowering women.

It has to be noted that, after 2017, when the EUD finalised the process of gender analysis, progress was made in terms of GEWE data collection (quantitative and qualitative). This is illustrated by the project mentioned earlier ("Local Government Adaptation to Climate Change"), which is being implemented by a local authority in one of the rural Parishes of Jamaica. The implementing partner provided sex-disaggregated data in their application for grant funding and is monitoring progress (in its second year of implementation) in a gender-sensitive way.

However, a more systematic gender-responsive M&E practice, supported by a formal GEWE reporting system (with clear mechanisms and procedures) appears to be a challenge at several levels. Firstly, in terms of assessing impact of EUD support in a comprehensive way (across sectors and funding modalities and instruments). Secondly, in terms of embedding findings (learning lessons, good practices, gender-sensitive sector analysis) in future interventions and knowledge-management systems. Thirdly, in terms of better supporting government interlocutors, especially the Bureau of Gender Affairs to improve their capacity to provide sex-disaggregated data for the country. Fourthly, in terms of enhancing the capacities of EUD staff to improve usage of the results of Gender Analysis and sex-disaggregated data in the programming cycle. Lastly, in terms of empowering women's NGOs to influence gender-responsive policy changes in the national development plan and to push for stronger

⁴³³ This was confirmed by one CSO (GWDF) who highlighted the added value of partnership with the EU in the framework of the EU Funded Civil Society Boost Initiative (CSBI) II Project launched in 2017. The two-year CSBI was implemented by RISE Life Management Services.

⁴³⁴ Source: interviews.

⁴³⁵ European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries – Jamaica, p.7.

⁴³⁶ EU Delegation to Jamaica (2016): External Assistance Management Report (EAMR), p.4.

⁴³⁷ Source: interviews.

⁴³⁸ 2018 ROM Monitoring Questions, p.10.

implementation of the National Policy for Gender Equality. The EUD GFP stated that the EUD has taken these challenges on board, and they will be tackled through the Spotlight Initiative (implementation started in 2020) which in Jamaica will aim at the following outcomes:

1. Gender-responsive changes in policies and legislation related to VAW and GBV.
2. Institutional strengthening, including strengthening the Bureau of Gender Affairs to enhance its capacity to carry out its mandate to advance gender equality in the country.
3. Prevention of VAW and GBV including promotion of positive gender norms.
4. Improvement of services, including, among others, support to the Ministry of National Security to establish an early warning system response tool that will be integrated into the existing iWatch system.
5. Data production, including harmonisation of administrative data on family violence, in line with international standards, across different gov, agencies.
6. Women's movement and Civil Society, including enhancing coordination, networking, joint dialogues and advocacy among civil society, government, women parliamentarians, and other stakeholders on family violence.⁴³⁹

8.3.3 Coordination and EU added value (EQ4)

8.3.3.1 Complementarity

There is no EU-MS with a development portfolio and budget. For this reason, collaboration around gender issues has been sporadic, although thanks to EUD efforts, it reached momentum in the context of GAP II and drafting of the EU-funded Gender Country Profile.⁴⁴⁰

Currently, engagement by Member states with GEWE is mainly through policy dialogues during EU MS meetings or joint events with the EUD. For example, the EU MS are involved in both the Spotlight Initiative and the Win-Win programme through reporting done by the EU Ambassador during their monthly meetings. Especially for the Spotlight Initiative, the EU MS were consulted on priorities and budgeting. Neither the SI nor the Win-Win programme did however foresee the direct involvement of EU MS on the steering committees. For this reason, their involvement is more indirect, for instance, through Ambassadors (or a high-level representative) taking part in events organised under both programmes.⁴⁴¹ As early as 2011, and up to 2017, the UK was the only European State with a budget and a development portfolio in Jamaica, followed by Canada and the US. Regarding gender-related issues, Belgium, Spain, Germany, France and the United Kingdom were the most active EU MS.⁴⁴² As documented in the 2016 GAP II reporting, during 2016, the EUD enjoyed a high degree of support from the other EU MS operating in the country and also from CSO actors towards the implementation of GAP II. GAP II reporting for 2017 states that strong synergies were achieved around GAP II, as all five countries took part in answering the questionnaire.

It is to be noted, however, that the situation has significantly changed. As explained by the EUD GFP, to date, four EU MS are still active in the country, but none has cooperation budgets. For this reason, EU-MS involvement in gender activities has been mainly through joint events and some high-level meetings (political dialogues) where gender issues are discussed, but no division of labour is involved. For example, in 2017, the EUD and EU MS agreed on joint gender programming of outreach activities. These included EUD-MS meeting with students and children (girls and boys) in 2 secondary level schools during International Women's Day 2017 to discuss reducing/eliminating VAWG.⁴⁴³ Currently, there is a high-level political dialogue Table where European States take part (Ambassadors from European States, Honorary Counsellors and EUD high-level representatives). These political Dialogues include topics related to trade and business, in addition to other topics that are key to the EU (Rule of Law, Human Rights, Justice). Importantly, gender and human rights issues have made their way into discussions on trade and business. The Win-Win Programme has facilitated this mainstreaming process and has also opened doors for EU to engage in policy dialogue with Jamaican Chamber of Commerce. It is expected the involvement in the Spotlight Initiative recently launched will reinforce EU-MS synergies at the level of policy/political dialogue on VAWG and GBV.⁴⁴⁴

⁴³⁹ UNDP, Jamaica Spotlight Programme, <http://mptf.undp.org/factsheet/project/00119134>.

⁴⁴⁰ European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries – Jamaica, p16.

⁴⁴¹ Source: interviews.

⁴⁴² "The only development operations by a EU MS is the UK in Jamaica. Therefore, interaction is through consultation and co-operation as appropriate, particularly in the fields of security and justice." EU Delegation to Jamaica (2011): External Assistance Management Report (EAMR), p. 10.

⁴⁴³ European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries – Jamaica, pp. 10, 11.

⁴⁴⁴ Source: interviews.

As there was no cooperation between the countries represented and other EU MS (except for the UK) there was scarce opportunity for joint programming or reporting on gender indicators.⁴⁴⁵ Throughout 2018, the EUD continued to mainstream GEWE issues in meetings with the EU-MS and government interlocutors.

The EUD's Budget Support to Justice Reform (started Nov. 2016)⁴⁴⁶ emerges as one sector where some level of complementarity between the EUD and GoJ has been achieved. On the one hand, the GoJ continues to fund the implementation of Justice Reform; such funding is not limited to the recurrent budget. There is also an important commitment on the side of international donors (including the USA, Canada and the UK) to sustain these efforts financially. In the area of specialised technical training programmes, the USA, Canada and the UK have been very active. The JSAT Programme has sought collaboration to avoid duplicating efforts. One area of training not yet provided, namely Change Management, seems very important in order to protect advances towards reform in the Security and Justice sectors and to support institutional sustainability. Efforts to mainstream the cross-cutting issue of gender equality" in continued capacity building and training have also been considered.

8.3.3.2 Value added

Understandably, there is little evidence to assess the role of EU support in adding benefits to actions taken by the EU MS in the area of GEWE after 2017. As explained earlier, EU-MS active in the country do not have cooperation budgets and their engagement in gender-responsive political dialogues has been sporadic. The evidence gathered during the desk review shows that until 2017 there were some exchanges between the EUD and EU MS in the area of GEWE, including an EU gender coordination group set up in 2017 for which no reporting is available. Unfortunately, the views of EU MS could not be collected during field phase, but the EUD GFP highlighted the opportunity offered by Spotlight Initiative to create momentum for more EU-MS work around GEWE, and in particular, VAWG and GBV.

8.3.4 Partnerships (EQ5)

8.3.4.1 Support to nationally-led coordination mechanisms

Policy dialogues with relevant sector ministries in Jamaica have been carried out on an ad hoc basis. Through the programming of the 11th EDF NIP 2014-2020, signals of strengthening have emerged with EUD having relatively easy access to most relevant ministries (i.e. BGA, Ministry of Justice, Ministry of Finance, Ministry of Economic Growth and Job Creation -MEGJC-, Ministry of Health, etc.). In a similar way, the relationship with them has shown to be fluid despite the lack of technical capacity in certain areas. According to EAMR 2017, the EU has generally achieved satisfactory coherence in political dialogue, managing to tackle several issues with a comprehensive EU approach⁴⁴⁷.

In a similar fashion, several coordination mechanisms have been established in the area of GEWE in Jamaica. Although it remains unclear to what extent EU external action can be attributed a role in their establishment, there is evidence of some of EU partnerships with key gender agencies: Bureau of Gender Affairs (BGA)⁴⁴⁸, the Gender Advisory Committee⁴⁴⁹, Gender Focal Points (GFPs) and the Planning Institute of Jamaica (PIOJ), which had under its mandate to create of a National Gender Task Force to integrate the vision of gender equality into the National Development Plan Vision 2030. Regarding the EU support to these mechanisms, the 'Action Document for Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica', for instance, calls for an increased relationship between MEGJC and BGA to help deliver the NPGE on gender equality issues⁴⁵⁰. This same document suggests that the BGA should continue its efforts to

⁴⁴⁵ "EUD continues to include discussions on GEWE in meetings with EUMS and government interlocutors. As there is no cooperation between the countries represented and other EU MS (excepting the UK) there is very little opportunity for joint programming or reporting on gender indicators." European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries – Jamaica, p.14.

⁴⁴⁶ Started in November 2016, with a total contribution of EUR 24 Million, financed under the 11th EDF.

⁴⁴⁷ EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR).

⁴⁴⁸ The BGA is a Department in the Office of the Prime Minister that aims at ensuring that gender analysis is integrated into all GoJ's policies and programmes and at supporting the delivery of the policies set out within the NPGE. It also has a mandate on coordination of gender issues and has appointed a Gender Advisory Committee and established Gender Focal Points (GFPs) in key government areas to ensure that gender is integrated in all national policies.

⁴⁴⁹ The Gender Advisory Committee has a mandate of specific activities, which includes but is not limited to advising the Government and the National Machinery on strategic policy directions for the gender portfolio.

⁴⁵⁰ European Commission (2017): Action Document for Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica.

sensitise the government to the importance of adopting gender responsible budgeting and highlights the role of the GFPs within MEGJC to assist in improving coordination of gender issues (with support from the BGA). Finally, although there is no specific documentation pointing out that EU support has contributed or been involved in the creation of the gender task force under the scope of the PIOJ, it is worth mentioning that this body has been the contracting authority for the EUR 21 million EU-funded PROMAC project, interacting closely with the EUD at all times.

The EU has also supported sectoral coordination mechanisms and oversight committees in key areas of intervention, including PFM (PFM Oversight Committee chaired by the Financial Secretary -MoFP), **and justice** (in addition to the Justice Reform Task Force, the EU-funded JSAT project and the Jamaica Justice Sector Reform Programme, the larger budget support programme, enjoy a fairly effective government led sector coordination system, and a Project Steering Committee), among others.

8.3.4.2 CSO's involvement (incl. women's organisations)

In line with commitments stated in the 11th EDF,⁴⁵¹ the EUD has developed partnerships with CSOs, including women's organisations and academia. However, no evidence was found of CSOs' systematic involvement in different stages of EUD programming, including design and implementation (M&E activities). Prior to 2014, formal consultations were held with civil society in the framework of the Human Rights Defenders meeting held in April 2011, in addition to various informal meetings with human rights groups on security and governance issues, gender minorities etc. These have contributed to EU programmes and projects, as well as to the Human Rights Strategy Paper and to each year's Country Based Support Scheme. The Poverty Reduction Programme (PRP) supports Jamaica's sectoral policy on community support, the "Community Renewal Programme"(CRP). The CRP itself was crafted in 2010 after extensive consultation carried out over a four-month period with state and NSAs. It served to reach consensus around the issues and included the participation of the private sector (7 representatives), NSAs (14 representatives), Government Ministries Departments, Agencies (20 representatives), as well as Community based organisations (43 representatives). Dialogue and consultations have also included the private sector on a regular basis, covering the EPA, Trade and other business-related issues. For rural development, consultation with civil society has mainly taken place through CfPs. However, no evidence was found on these actors' involvement in joint programming (including M&E activities).

Consultations with CSOs continued after 2016 and have included women's organisations, academia and the private sector. With CSOs, consultations have been limited to *ad hoc* involvement to provide inputs for specific CfP. Out of the seven CSOs interviewed (of which 2 were women's NGO), one NGO Managing Director stated that she had seen a greater thrust by EUD to draft CSOs into dialogues and that the capacity development programme had helped EUD-CSO interlocution, but joint M&E activities were not part of it.⁴⁵² **It is worth noting that efforts have also been deployed by the EUD and EU MS within the framework of the CSO Roadmap, for example, by including their inputs in CfP.** This has given CSOs a greater voice when interacting with certain target populations.⁴⁵³ Another salient finding is the EUD efforts to improve civil society participation in good governance and the PFM sector including a specific focus on gender and in line with NPGE and EU GAP II agreed priorities for the country.⁴⁵⁴ As pointed out by the EUD GFP, efforts to strengthen CSOs' capacities have been consistent with EUD's awareness of the political value of CSOs as influencers for gender equality and human rights-responsive policy changes and social practices.⁴⁵⁵ For this reason, the need to enhance their capacities for gender-responsive policy influence, stronger Rule of Law and oversight remain a priority to the EUD.⁴⁵⁶

With Academia, consultations were undertaken, for instance, with the University of the West Indies Institute for Gender and Development Studies within the framework of the National Gender Policy (NPGE). This process strengthened collaboration with the Bureau of Gender Affairs (NGA), the national gender machinery responsible for articulating the NPGE, and was also in line with EUD's commitments in the framework of GAP II.⁴⁵⁷ Consultations were also held in the framework of a project funded through the Justice and Security line. Project lead of the action expressed appreciation for the technical guidance received from EUD GP, and also appreciated the space for policy dialogue on gender equality, justice and women's roles in conflict mediation that the project had facilitated with government. At the same

⁴⁵¹ Commitments regarding strengthening CSOs active in the justice sector (through SeeP and training) and enhancing their role in advocacy and public GEWE awareness See. p. 19.

⁴⁵² Source: interviews.

⁴⁵³ EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR), p.14

⁴⁵⁴ 2017 Action Document for Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica, p.15.

⁴⁵⁵ EU Delegation to Jamaica (2014): External Assistance Management Report (EAMR), p. 11.

⁴⁵⁶ Source: interviews.

⁴⁵⁷ EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR), p.15.

time, she highlighted that joint design and planning would have facilitated a more realistic implementation framework, especially given the fact that gender-responsive behavioural change, an outcome of the project, takes at least five years and the timeframe of the project was two.⁴⁵⁸

8.3.4.3 Partnership at global level

EUD efforts at building gender-responsive partnerships with international organisations have not been systematic, and the reason appears to be the lack of formal international donor coordination mechanism on gender issues.⁴⁵⁹ Collaboration on key thematic areas has taken place with a wide range of international organisations (WB, UN agencies, UNDP, USAID, IDB, among others) but it has seldom included GEWE issues. **Evidence was found of a few sporadic efforts towards collaboration at the international level in the production of gender-relevant knowledge and statistics.** One case in point is Jamaica's participation in a 2009 project funded by the Spanish Agency for International Development Cooperation (AECID) and the Ibero-American Secretariat SEGIB in collaboration with ECLAC. This project was developed in the context of the twentieth anniversary of the Fourth World Conference on Women and the adoption of the Beijing Declaration and Platform for Action. Activities included: the generation of national studies on gender and gender-related indicators in the Caribbean; and training and technical support to be provided for the producers and users of national statistics, including the national machineries for the advancement of women/promotion of gender equality. This project was intended to enhance the development of gender indicators and the collection of sex-disaggregated and other data in keeping with Jamaica's commitments under CEDAW, BPFA and other conventions, agreements and treaties.⁴⁶⁰ **As recent as 2018, collaboration around gender-relevant knowledge and statistics has been facilitated by the WIN-Win programme**⁴⁶¹ (see best practice below) and will further continue through the Spotlight Initiative, which has a strong component of knowledge production and dissemination. Regional Programme WIN-WIN was considered an added value by EUD interlocutors, since it has been an enabling factor in creating a space for the EUD GEWE dialogue with Chamber of commerce and relevant GoJ bodies. Linkages with the Women's Empowerment Principles (WEPs) have also facilitated GEWE synergies between the EUD, UN agencies and GoJ. Data on women in the private sector (entrepreneurship) is useful but there are challenges: i) regional coordination does not facilitate close follow up and ownership at national level; ii) focus is too strong on women as decision makers in the private sector whereas data on women's position within Management Boards of public sector is needed, as there is evidence that they are also holding high-level positions in the country.⁴⁶² For example, the majority of Permanent Secretaries in public sector are women. Permanent Secretaries are the highest level of management of a Ministry below the elected Minister. It is at this very high level that can be seen that the representation of women outstrips men. There is even quota for women in public sector boards.⁴⁶³

8.4 Main findings - Effects of the EU support

8.4.1 Effects on physical and psychological integrity (EQ7)

8.4.1.1 VAWG policy and legal frameworks

The 2017 Gender Analysis funded by the EU shows that Jamaica has made great strides in improving legislation in gender-responsive ways. The country is party to seven of the nine core international human rights instruments and has passed legislation locally to complement these. It has ratified the Optional Protocol to the Convention on the Rights of the Child (CRC) on the sale of children, child prostitution and child pornography in 2011, passed in 2009 a Child Pornography (Prevention) Act and a Sexual Offences Act and criminalised Trafficking in Persons (TIP) in 2007 under the Trafficking in Persons (Prevention, Suppression and Punishment) Act. Further to its legislation and the adoption of the above-mentioned international treaties, Jamaica also has a National Policy on Gender Equality (NPGE, 2011), and other existing policies in important social and economic areas. Despite advances made, homicides of women and girls were the highest ever recorded in 2016, making VAWG the main gender related human rights concern for the country.⁴⁶⁴ The Gender Profile also lists important advances

⁴⁵⁸ Source: interviews.

⁴⁵⁹ EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR), p.14.

⁴⁶⁰ ECLAC (2015): National review of Jamaica in the context of the twentieth anniversary of the Fourth World Conference on Women and the adoption of the Beijing Declaration and Platform for Action, p.11.

⁴⁶¹ Source: interviews.

⁴⁶² EU Delegation to Jamaica (2017): Gender Country Profile - Jamaica. Justice, Environment & Climate Change and Public Finance Management, p. 22.

⁴⁶³ Source: interviews.

⁴⁶⁴ Delegation of the EU to Jamaica, Belize, the Bahamas, Turks and Caicos Islands and the Cayman Islands (2017): Gender Analysis – Jamaica, p.2.

in terms of non-discriminatory legal frameworks.⁴⁶⁵ However, the same document shows that despite these legal advances ensuring *de jure* equality, important challenges remain in terms of guaranteeing *de facto* equality and enforcement of existing legislation, ensuring equal access to justice and effectively combatting impunity.⁴⁶⁶ Empirical evidence furnished by the Gender Analysis shows gaps in ensuring equal access to justice by Jamaican women and men victims of gender-based violence throughout their lives (as youth, as adults and as elderly persons). The following are some of the key barriers identified:

- Delays: Women are the primary victims of domestic violence and gender-based violence. Delays in court mean the perpetrator goes unpunished for protracted periods while the victim (the woman) remains unprotected. This could further expose victims to harm as they try to access services.
- Lack of resources and poor infrastructure: The budgetary allocation to the justice sector has not increased appreciably in real terms since 2012/13. While the sector also benefits from funding of special projects by international donors, the level of funding needed for major investments in additional courts infrastructure and personnel has been lagging. There are too few courtrooms in the system, and some facilities do not provide appropriate accommodations for litigants. There is no separate waiting area to ensure protection of women victims in court and they have to wait in the general area with the accused and his family/supporters, exposing them to intimidation and ridicule. All this significantly encourages the victim to discontinue the case against the perpetrator.
- Inconsistencies in law enforcement: There is a persistent perception that the outcomes of the justice system vary according to socio-economic status, age, and gender. There is the perception of an implicit bias against men in the system, especially young men from poor communities, who are collectively assumed to be lawless. As to women, there is the perception that how they dress to attend courts, their language, level of education, and their neighbourhoods influence sentencing.
- Socio-economic discrimination in access to Justice: The Justice Reform Implementation Plan (JRIP) 2015-2020, notes that access to justice is an increasingly complex and important strategic issue for the Jamaican Courts. The economic disparity between higher-income residents, often well educated (and legally represented), and low-income residents with little job security or prospects to be able to afford representation, presents challenges for the Courts in providing equal access to justice.
- Low levels of knowledge about rights and basic justice services available to victims of GBV. For example, unawareness of services offered by the Legal Aid Clinics or those provided by the Victim Services Division.

Through the 10th and 11th EDFs, EU external action has provided support to GoJ to improve enforcement of existing VAWG legislation and implementation of human rights obligations even though it is too early to for documenting outcomes. The main funding modality has been Budget Support, with focus on justice reform sector in view of a stronger Rule of Law, enhanced enforcement of human rights obligations, including equal (read non-discriminatory) access to justice). Through the NIP 20018-2013, BS was provided to reduce crime and violence and improving human rights by supporting the Ministries of National Security and Justice in the implementation of the National Security Policy, and by enhancing their capacity to manage crime and uphold the rule of law. By supporting key GOJ policies, this programme also sought to improve collaboration between targeted communities and the police, improve public understanding of and trust in the criminal justice system, reduce the backlog of court cases, and improve the working conditions of police and court officers and staff.⁴⁶⁷ Support continued throughout the 11th EDF (NIP-2014-2020) where EUR 23 million through BS for the Justice Sector where allocated to help GoJ move forward to a secure, cohesive and just Jamaican society. Two specific objectives related to gender equality were included in this Programme: i) Increased access to gender-responsive, accountable and effective justice services, especially for the vulnerable; ii) Improved treatment of children in the responsibility of the criminal justice.⁴⁶⁸

⁴⁶⁵ For example, Jamaica has introduced legislation against trafficking in persons (Prevention, Suppression and Punishment) Act (2007), which was amended in 2013. The amendments, inter alia, increased the penalties for offences under that Act. The country also passed a Child Pornography (Prevention) Act in 2009. Under this act, the previously common law crime of child pornography was given legislative standing and provides protection for boys and girls against this exploitation. See Delegation of the EU to Jamaica, Belize, the Bahamas, Turks and Caicos Islands and the Cayman Islands (2017): Gender Analysis – Jamaica, p.9.

⁴⁶⁶ Delegation of the EU to Jamaica, Belize, the Bahamas, Turks and Caicos Islands and the Cayman Islands (2017): Gender Analysis – Jamaica, p.9.

⁴⁶⁷ European Commission (2008): Jamaica: Country Strategy Paper and National Indicative Programme (2008-2013), p. 9.

⁴⁶⁸ European Commission (2014): National Indicative Programme 2014-2020 for Jamaica, p.17.

Jamaica is a country with a high prevalence of violence and crime. For this reason, governments' efforts have been directed at strengthening the effectiveness, efficiency and accountability of institutions responsible for enforcement of the rule of law, including guaranteeing equal access to justice, protection and defence of human rights based on the principle of non-discrimination. As evidenced by the two National Indicative Programmes, the EUD's cooperation with the Government of Jamaica (GoJ) has been in line with the country's agenda of reforms of the Security and Justice systems by supporting key public institutions (such as the Ministries of National Security and Justice in the implementation of the National Security Policy and the Justice Reform Implementation Plan) so that they enhance their capacity to manage crime and uphold the rule of law to the benefit of Jamaican women and men.

Both the NIP 2008-2013 and the NIP 2014-2020 describe the necessity to fight crime and violence, as they take a large toll on citizens and the country's economy. It is in this context that the EUD and the GoJ have approached cooperation in the area of reform of the Jamaican justice sector⁴⁶⁹:

'There is broad consensus among the Jamaican Government, the EU and other development partners that the high level of criminality combined with institutional weaknesses in the justice sector oblige the Government to spend a high share of its budget on crime related and preventive measures, impeding economic growth and more effective poverty alleviation policies. Insecurity and an insufficient capacity of the justice sector deter foreign investment and pose an enormous cost to the Jamaican economy and citizens at large.'

In a similar way, the EU funded Gender Analysis (2017) highlights the pervasiveness of high levels of gender-based violence⁴⁷⁰. This is all the more surprising as there appears to be no de jure discrimination in Jamaican law against women and girls. Where discrimination existed (such as the law against women working at night, and the law mandating differential retirement ages for men and women), it was repealed or amended to create an environment of equal protection for men and women under the law. This non-discriminatory approach has also been extended to boys and men (who now have similar protection against sexual assault, and the right to spousal maintenance). The Gender Profile list important advances in terms of non-discriminatory legal frameworks⁴⁷¹. At the same time, it stresses the fact that despite these legal advances, there is concern about weaknesses in guaranteeing de facto equality. This is illustrated by the lack of adequate legal protections in areas of specific concern to women such as sexual harassment at the workplace and gender-based violence, for which the current legislation appears to be inadequate⁴⁷².

Empirical evidence furnished by the Gender Analysis shows the gaps in ensuring equal access to justice by Jamaican women and men victims of gender-based violence throughout their lives (as youth, as adults and as elderly persons). The following are some of the key barriers identified:

- Delays: Women are the primary victims of domestic violence and gender-based violence. Delays in court mean the perpetrator goes unpunished for protracted periods while the victim (the woman) remains unprotected. This could further expose victims to harm as they try to access services.
- Lack of resources and poor infrastructure: The budgetary allocation to the justice sector has not increased appreciably in real terms since 2012/13. While the sector also benefits from funding of special projects by international donors, the level of funding needed for major investments in additional courts infrastructure and personnel has been lagging. There are too few courtrooms in the system, and some facilities do not provide appropriate accommodations for litigants. There is no separate waiting area to ensure protection of women victims in court and they have to wait in the general area with the accused and his family/supporters, exposing them to intimidation and ridicule. All this significantly encourages the victim to discontinue the case against the perpetrator.

⁴⁶⁹ European Commission (2014): National Indicative Programme 2014-2020 for Jamaica.

⁴⁷⁰ Delegation of the EU to Jamaica, Belize, the Bahamas, Turks and Caicos Islands and the Cayman Islands (2017): Gender Analysis – Jamaica, p.19.

⁴⁷¹ For example, Jamaica has introduced legislation against trafficking in persons (Prevention, Suppression and Punishment) Act (2007), which was amended in 2013. The amendments, inter alia, increased the penalties for offences under that Act. The country also passed a Child Pornography (Prevention) Act in 2009. Under this act, the previously common law crime of child pornography was given legislative standing and provides protection for boys and girls against this exploitation. See Delegation of the EU to Jamaica, Belize, the Bahamas, Turks and Caicos Islands and the Cayman Islands (2017): Gender Analysis – Jamaica, p.9.

⁴⁷² Delegation of the EU to Jamaica, Belize, the Bahamas, Turks and Caicos Islands and the Cayman Islands (2017): Gender Analysis – Jamaica, p.9.

- Inconsistencies in law enforcement: There is a persistent perception that the outcomes of the justice system vary according to socio-economic status, age, and gender. There is the perception of an implicit bias against men in the system, especially young men from poor communities, who are collectively assumed to be lawless. As to women, there is the perception that how they dress to attend courts, their language, level of education, and their neighbourhoods influence sentencing.
- Socio-economic discrimination in access to Justice: The Justice Reform Implementation Plan (JRIP) 2015-2020, notes that access to justice is an increasingly complex and important strategic issue for the Jamaican Courts. The economic disparity between higher-income residents, often well educated (and legally represented), and low-income residents with little job security or prospects to be able to afford representation, presents challenges for the Courts in providing equal access to justice.
- Low levels of knowledge about rights and basic justice services available to victims of GBV. For example, unawareness of services offered by the Legal Aid Clinics or those provided by the Victim Services Division.

Source: Author's analysis based on documentation and interviews.

8.4.1.2 Capacities of rights-holders and duty-bearers

In theory, Jamaica has a clear definition of women and girls as rights-bearers and of the State's institutions as duty-bearers.⁴⁷³ In practice, women's and girls' rights to a life free from any form of GBV and the State's duty to protect and prevent VAWG is not always met with due diligence. This is largely due to the structural nature of violence and an overburdened judicial system, which makes effective and efficient law enforcement difficult. Interviews with two CSOs working with LGTBI groups stressed the fact that the forms of violence endured by non-heteronormative persons were also met with impunity.⁴⁷⁴

Against this backdrop, during the period under review the EU deployed efforts to enhance the capacities of judicial authorities (including police and prison systems). This has been done within the broader framework of responding to the alarming levels of crime and violence affecting the country as a whole. EU efforts have been in line with the GAP II priority 'Girls & women free from all forms of VAWG' and are reported as relevant to the 11th EDF SRC Justice Jamaica, and EIDHR 2017 for Jamaica and Belize, and the JSAT for Jamaica.⁴⁷⁵ **The EU has also invested efforts in enhancing the technical capacities of government officials to improve their knowledge of EU processes for use of programme and reporting requirements.**⁴⁷⁶ A 2019 external Evaluation of the EU-funded Project "Reducing Domestic, Sexual and Gender-Based Violence against Women in the context of HIV and AIDS"⁴⁷⁷ lists the following GEWE outcomes which can be attributed to EU support:

- Women and girls experienced better health and empowerment due to their increased knowledge on VAW within the context of HIV.
- Involvement by male advocates made a difference in the respective communities (i.e. intervening in domestic disputes with the aim of educating the persons directly affected).
- New openings within the policy and legislative framework, as many critical stakeholders (including duty bearers)⁴⁷⁸ recognised the importance of the issue of VAW in HIV-AIDS context, agreed to begin a conversation around the issue, and made commitments, which execution will require extensive follow up from CSO implementer.⁴⁷⁹

Evidence was also found regarding improvement in access to justice for women and children in family courts, which can be attributed to EU support through BS for the Justice Sector: i) increase in availability of family courts, as full operational family courts increased by 4 compared to 2016 baseline; ii) provision of legal aid has also increased in 30% compared to the 2016 baseline; iii) sex-disaggregated indicators were included in BS for the period 2014-2020 but they are non-binding.⁴⁸⁰ **These small advances constitute evidence of micro-level improvements in law enforcement (through provision of justice in GBV related cases) at community (parish) level.**

⁴⁷³ Delegation of the EU to Jamaica, Belize, the Bahamas, Turks and Caicos Islands and the Cayman Islands (2017): Gender Analysis – Jamaica, p. 8.

⁴⁷⁴ Source: interviews.

⁴⁷⁵ EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR).

⁴⁷⁶ 2018 ROM Reporting p.3 for the FED-Project "Justice, Security, Accountability and Transparency (JSAT).

⁴⁷⁷ See DoA CRIS-386453 and "Evaluation Report," June 2019.

⁴⁷⁸ See Evaluation Report, op. cited p.13: regarding original outcome #5 ("Commitments garnered from 8 key duty-bearers to respond to VAW and HIV issues"); evaluation results show that a total of 10 key duty bearers made commitments under the project". Duty bearers included officers from the Ministry of Labour and Ministry of Health.

⁴⁷⁹ "Evaluation Report," op. cited, p.16.

⁴⁸⁰ Jamaica Justice Sector Reform Programme, CRIS number: 2015/38731, p.22.

Notwithstanding advances in terms of government's response to gender sensitivity in justice,⁴⁸¹ no direct evidence (i.e. statistics) was found to demonstrate the larger effects of the EU's contribution to improving law enforcement regarding VAWG and also in terms of increases in actual provision of justice in related cases. The main reason is that there is an important gender lacuna in the data collection systems of Jamaica's justice sector. This does not allow for a clear analysis of the experiences and outcomes of men and women in the system. Court data on the number of matters heard does not provide information on any socio-demographic variable of the parties; not even sex. The area of juvenile justice is the only aspect of the system which provides data on the sex of offenders alongside the category of offence for which they appeared before the courts. Reports from the DPP's office and MoJ's statistics do not provide sex-disaggregated data. Without sex-disaggregated data, it is impossible to assess whether men and women have different outcomes in the system – whether young men are in fact more severely punished than women who are brought before the court for the same offences; whether cases involving male and female parties are adjudicated differently than cases involving same-sex parties. At the time of the Gender Analysis (2016) gender data were not readily accessible/easily verifiable in many areas.⁴⁸²

In addition to enhancing GEWE awareness and capacities of duty bearers, EU support has also contributed to enhancing the capacities of women and girls as rights bearers. This has been done through support to CSOs and women's NGOs. The broader policy frameworks informing this support have been human rights and international frameworks on women's and girls' rights such as CEDAW, as seen in NIP 2008-2013 and in Country Gender Profile.⁴⁸³ It is worth mentioning that during the period under review, EU's support has been geared to building CSOs (including women's NGOs) capacities for better lobbying, advocacy and campaigning on the human rights of diverse groups of women and men.⁴⁸⁴ The rationale behind this strategy has been to create a capable CSOs force to push for non-discriminatory laws, policies, norms and social relations. Consequently, support to rights bearers has combined improvement in service delivery with enhancing CSOs capacities lobbying and advocacy for rights-based implementation of policies and practices. During interviews, CSOs and Women's NGOs interlocutors highlighted the added value of EUD support. In their view, it has contributed to:

- Improving their work on gender equality from a rights-based perspective. This includes working to promote and defend the rights of those enduring conditions of multiple discrimination and marginalisation (women survivors of SGBV, women and men living with HIV, women and men in prisons, adolescent pregnant mothers) while empowering marginalised women and girls, men and boys and LGTB persons to advocate for their fundamental rights both at national and community level.
- Strengthened their work within communities towards transforming perceptions and attitudes that condone or naturalise VAWG and SGBV, including violence against LGTBI persons due to their gender identity and sexual orientation.
- Increased their capacity for more effectively engaging in policy dialogues with duty bearers. As one CSO interlocutor put it: "Without EU support we would not have been able to engage political leaders in the way that we did. Without EU support they wouldn't have spoken out on the issues. We would not have been able to demonstrate how impactful such a simple thing like meeting with parliamentarians can be without EU support".⁴⁸⁵

⁴⁸¹ Some of these are, i) changes to legislation which have influenced the number of cases flowing through the courts, the introduction of specialized courts, and increasing the number of judges, which will affect men and women in different ways; ii) policies to facilitate child diversion and restorative justice aimed at removing some matters from the purview of the Courts, and preventing other matters from entering an already overburdened system. See Delegation of the EU to Jamaica, Belize, the Bahamas, Turks and Caicos Islands and the Cayman Islands (2017): Gender Analysis – Jamaica.

⁴⁸² At the time of the Gender Analysis (2016) gender data in the following areas were not readily accessible/easily verifiable: i) Sex-disaggregated breakdown of the number and types of cases before the courts: This would have assisted in understanding whether men and women access the courts for different reasons; ii) Sex-disaggregated data on the users of the Legal Aid Clinic (LAC), and the types of cases for which assistance is sought; iii) Sex-disaggregated data on sentences handed down by the court by offence. This would have allowed for an examination of the perception of the severity gap in sentencing of men and women for the same offence. iv) Data from the Family Court on the number of persons by sex who accessed the various services. v) Data on the percentage of cases of domestic violence which are withdrawn by the claimant, and the reasons for withdrawal. Data on the through-put of matters in the courts: This would require tracking of disposal time by type of case and would have allowed for assessment whether men or women are more affected by delays in the courts.

⁴⁸³ European Commission (2008): Jamaica: Country Strategy Paper and National Indicative Programme (2008-2013), p.14.; and EU Delegation to Jamaica (2017): Gender Country Profile - Jamaica. Justice, Environment & Climate Change and Public Finance Management, p.27.

⁴⁸⁴ Urban and rural marginalised women and girls, survivors of SGBV across age groups, LGTBI persons, children in conditions of vulnerability, women in danger of trafficking, women and men inmates.

⁴⁸⁵ Source: interviews.

- Served as bridge to reach and funding from other donors (embassies, UN agencies).

8.4.1.3 Agents of change

The EUD has supported efforts by CSOs and women’s NGOs to raise awareness and empower women and girls to claim their rights (agency). This has been done through projects such as the one implemented by CSO Eve for Life. The project aimed at raising awareness, mobilising communities and resources (for adequate service provision) to end child sexual abuse and sexual exploitation in Jamaica. This project empowered girls from marginalised groups (including victims of SGBV) to claim their rights and also to advocate with public authorities (Public Prosecution office) and communities of their right to a life free from violence. During interview, CSO interlocutor stated that this project has created a group of male advocates to promote women’s rights which has continued to work beyond the timeframe of the project, thus ensuring sustainability of results at community level.⁴⁸⁶ Another case in point is the project aiming at reducing domestic, sexual and gender-based violence against women within the context of HIV and AIDS. This project approached women and girls as rights bearers, and included a gender-transformative component, in the sense that it mobilised and trained men and boys to advocate for women’s rights.⁴⁸⁷

CSOs and women’s NGOs interlocutors⁴⁸⁸ also stressed the adequacy of EU support for tackling the widespread culture of social impunity surrounding VAWG and combatting gender stereotypes. Thanks to EU support, they have been able to work with communities (parishes) on masculinities (including “toxic masculinities”, as one women’s NGO interlocutor put it). Specific work has also been done with community work to denaturalise incest as a common practice, in addition to tackling intimate partner violence and combating stigmatisation of persons from LGTB groups. This support has been provided through CSOs and EIDHR CfP and has been addressed through a broader rights-based approach. Results highlighted by interviewees were: i) increased political assertiveness by women/girls, men/boys and LGTB persons (through advocacy and lobbying activities, including legal literacy, they are now better claiming their rights and encouraging others to do so; ii) Increased awareness by policy makers and community members of the human rights of multiply discriminated persons (girl survivors of SGBV, LGTB persons, persons living with HIV AIDs; iii) social recognition of the role CSO/women’s NGOs and their target groups play in society (both at community, Parish and national level). This is demonstrated through the fact that these organisations and their beneficiaries are consulted by public authorities, take part in policy dialogues with some politicians and are heard by community leaders, MPs and government officials. As two interviewees put it “without EUD grant we could not have been able to engage with political leaders and training of men from the communities to be advocates against sexual violence. One of them added shifting narrative from “toxic masculinities” to alternative, transformational masculinities could not have been possible without EU support.⁴⁸⁹

8.4.1.4 Sustainability

Sustainability issues matter to the EUD, as evidenced in NIP 2008-2013, relevant sections included in Project documents and EUD internal reporting templates. For example, in JSAT ROM Report for 2018 it is explained that sustainability is ensured by the high relevance of the JSAT Programme vis-à-vis the Government’s priority sectoral policies and prevailing challenges addressed by public institutions (e.g., the Ministry of National Security (MNS); the Ministry of Justice (MOJ); the National Environment and Planning Agency (NEPA), and the Ministry of Economic Growth and Job Creation (MEGJB). At the macro policy level, the NIP 2008-2013 also draws important links with environmental and macro-economic economic stability.

However, gender-responsive sustainability is seldom addressed in project documents and reports (e.g., in terms of attitude/perceptions by public institutions/officials of actions/initiatives promoting GEWE in the three key sectors of intervention). In a similar way, issues such as resistance and gender bias at high levels of policy decision-making are seldom addressed in programme/project design and implementation. CSO interlocutors confirmed that sustainability has indeed been a requirement for EU funding, even though gender responsive sustainability has not been directly addressed. **Two challenges emerged from CSOs interviews: sustainability in terms of a) achieving gender-responsive behaviour changes and b) working towards the achievement of women and adolescent girls’ agency (social, political and economic), so that they can impact on the policies/laws affecting them.** These are long term objectives requiring longer-term funding (at least 5 years).⁴⁹⁰

⁴⁸⁶ CRIS-386464, and interview with Executive Director of Eve for Life.

⁴⁸⁷ See “Evaluation Report,” op cited.

⁴⁸⁸ Source: interviews.

⁴⁸⁹ Source: interviews.

⁴⁹⁰ Source: interviews.

8.4.2 Effects on women's voice and participation (EQ9)

8.4.2.1 Women's influence on decision-making

There have been recent attempts by the EU to address women's participation in policy processes in the context of its support to the PFM reform, but there is limited evidence on concrete actions supporting women as influencers of policy-making (be it relevant to VAWG or other focal areas of BS). For instance, there is no reference regarding EU support to increase women's participation in policy and political processes in the EAMRs and programming documents reviewed. However, the action document 'Support to the PFM Reform Programme' states that "the area of gender in public financial management has not been fully explored in Jamaica and provides opportunities for the EU to add value". **EU interest in promoting CSOs and women's voices in decision-making related to PFM was further confirmed by the EUD PM responsible for BS-PFM.** As shown in the section 8.3.1, the EU has reinforced its efforts to raise gender equality issues in recent EU BS programmes in general, motivated by GoJ's slow response regarding implementation of EU's recommendations. As reported in the 2019 EU PFM and Transparency Assessment Report: "the PFM-RAP does not reflect integration of a gender approach in crafting the budgets, as had been recommended by the Gender Analysis for Jamaica". EUD GFP specified that the GEWE perspective will be reflected in the CSO component of this programme, which is under preparation. In fact, up to 2019, fewer women had been included in the budgetary cycle, making it likely that the resulting annual budget was neither gender-sensitive nor sensitive to specific issues affecting women and girls.⁴⁹¹ The EUD PFM interlocutor confirmed, that there have been some

Box 21

Barriers to women's influence on decision-making in Jamaica

In theory, legal barriers to women's political participation do not exist in Jamaica.⁴⁹² Quotas or other similar measures have not been set up either to help address the issue of women's participation in political life. According to the UPR Report 2015, progress has been made within public decision-making, as women account for 59% of workers in the public sector and 41% in the private sector.⁴⁹³ Another notable development was the election of Jamaica's first female Prime Minister and, in addition, during the UPR reporting period several key political posts were occupied by women: including the Chief Justice of Jamaica, the Director of Public Prosecutions, the Solicitor General, the Auditor General, the Head of the Jamaica Defence Force Coast Guard, the Children's Advocate, the Chief of State Protocol, and the Deputy Commissioner of Police. According to the same 2015 UPR Report, a Joint Select Committee was established to address the underrepresentation of women in Parliament, local authorities and other areas of public and political leadership. Nevertheless, calls by the CEDAW committee have been made to strengthen measures to address barriers to participation.

In practice, evidence suggests that barriers do exist. In particular, they are significant as regards women's influence in decision-making related to public finances. In Jamaica, men predominantly exert control over the resources and determine access to public finances. At the level of public bodies, men are better represented than women as heads of agencies (with a breakdown of 70/30) while women are better represented than men (60/40) as accountability officers within the central government. Despite the participation of women in budgeting processes, there is still limited control over it, as, in particular, greater representation has not resulted in gender responsive budgeting. There is also a disparity with respect to the public bodies that influence and control resource distribution: men are overwhelmingly represented (83/17). It is for this reason that, although women represent 50.5% of the population, less than 1% of the budget is dedicated to addressing gender-related challenges.⁴⁹⁴

Source: Author's analysis based on cited sources.

developments on the GoJ's part resulting from EU's persistence in mainstreaming during policy discussions. To date, resistance to gender issues in PFM is lower than in previous years but space remains nevertheless limited. The EUD has seized this small opening as a window of opportunity. To date, the EUD's gender mainstreaming efforts are part of the discussions with GoJ on Budget Support to PFM. Moreover, the GEWE perspective will be reflected in the CSO component of the PFM programme and the EUD is committed to incorporating a gender-budgeting component in this CSO component.⁴⁹⁵

⁴⁹¹ EU (2019): Public Finance Management and Transparency Assessment Report.

⁴⁹² OECD (2019): Social Inclusion & Gender Index Jamaica.

⁴⁹³ United Nations Human Rights Council (2015): Universal Period Review (UPR): Jamaica Report.

⁴⁹⁴ EU Delegation to Jamaica (2017): Gender Analysis - Jamaica.

⁴⁹⁵ See EQ3 section on mainstreaming in BS in the focal EU sectors.

Evidence of resistance to Gender Mainstreaming and GRB was also found in the Environment and Climate Change sector, another key area of cooperation. As expressed in the Action Document of the Project 'IFMJ - Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica', the Bureau of Gender Affairs (BGA) needs to continue its efforts to sensitise the government to the importance of adopting gender responsible budgeting and the Gender Focal Points (GFPs) within MEGJC may assist in improving the coordination of gender issues (supported by the BGA).⁴⁹⁶

8.4.2.2 Women's voice in the society

There is evidence that the EU has provided sustained support to amplifying women's voices in areas related to VAWG and reproductive rights. Concrete actions have included mentorship programmes to empower women victims of GBV to provide support to their peers. In particular to empower them to do better advocacy work with state agencies responsible for service delivery to victims (including the timely prosecution of perpetrators). There is also evidence of actions aiming to empower women and men in prisons, in particular in terms of self-empowerment and self-improvement (psychological) for more capably facing challenges after serving their prison terms.⁴⁹⁷ Women have also been heard in parliamentary discussions on women's right to abortion.⁴⁹⁸ Interviews with CSO interlocutors provide further evidence of the EUD's support to mobilising women at the grassroots level to influence policies and communities' attitudes on sexual and health reproductive rights (SHRR) and specific forms of GBV affecting girls, adolescents, including teenaged-mothers. For example, one CSO interlocutor working in an EU- Funded Project targeting teenage mothers, survivors of SGBV (including incest) and HIV-positive girls confirmed that thanks to the EUD support they had been able to achieve an increase in the agency of teenage girls, meaning their capacity to influence policy changes at community level. Thanks to the legal literacy workshops organised in the framework of the project⁴⁹⁹, they were able to acquire legal and policy knowledge, became more assertive in advocacy for their rights and are more valorised by their community members. Furthermore, they have been consulted by government officials on gaps in legal system (by prosecutors, lawyers, police). CSO interlocutor noted that the category "adolescent girl" is not included in national policy, a fact which adds policy relevance to the results achieved through this EU-funded programme.

8.4.2.3 Discriminatory social norms

The EU has contributed to changes in discriminatory gender norms at the local (micro) level. This has been done through projects mentioned earlier, such as the ones implemented by CSOs 'Jamaica Aids Support for Life' and Women's NGO 'Eve For Life'. As stated earlier, the former aims at reducing domestic, sexual and gender-based violence against women within the context of HIV and AIDS. This project includes a strong gender-transformative component, especially in terms of creating a group of male advocates to promote women's rights. The project will mobilise men and boys from leadership, community-based programmes, clubs and associations such as Father's Incorporated and police youth clubs. Training in women's rights will be provided against the backdrop of a broader human rights framework, along with advocacy and safety plans, and how these male advocates can play their part in community-based policing.⁵⁰⁰ The 'Eve for Life' project has proactively engaged community leaders and influential voices on issues related to sexual violence and exploitation, and the eradication of gender- and child-based violence. One important result achieved by this project is commitments garnered from 10 key duty-bearers⁵⁰¹ to respond to VAW and HIV issues. These achievements were confirmed by CSO interlocutor, who highlighted the positive work done through the Programme in terms of transforming mindsets and naturalisation of incest. Now, men have contributed to de-normalising incest in the targeted communities and are sensitising other men on SGBV.⁵⁰²

Efforts have also been deployed to enhance the capacities of justice providers (courts, prisons, police force) to better handle cases of GBV, as well as the capacities of social services providers to ensure adequate service availability/delivery (water, sanitation and hygiene; maternal health and other reproductive rights) based on the specific needs of women and girls (especially those living with HIV-AIDS, pregnant girls/young women). **Additional efforts have been deployed to encourage gender equitable participation in local governance related to sustainable water management in the**

⁴⁹⁶ European Commission (2017): Action Document for Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica, p.12.

⁴⁹⁷ See CRIS-390964; Confirmed by Executive Director of Stand up for Jamaica.

⁴⁹⁸ See CRIS-386464 and interviews.

⁴⁹⁹ See CRIS-386464, "Mobilising Communities to end sexual abuse and the sexual exploitation of adolescent girls and young women in Jamaica: An investment into the next generation of girls and young women," and interviews.

⁵⁰⁰ 2018 ROM Report d-24523, p.6.

⁵⁰¹ For a description of duty-bearers see "Evaluation Report," op cited, p.13.

⁵⁰² Source: interviews.

context of climate change. The project implemented by the Westmore public authority and it aimed at equitable participation of women and men in local development planning.

There is, however, less evidence on changes in perception/attitudes and behaviour by public institutions/officials regarding women's access to decision-making in the three key sectors of interventions (see also section 8.4.2.1 above). It appears that women are more often portrayed as beneficiaries of projects than as agent of transformative policy changes.

8.4.2.4 Sustainability

As mentioned above, although sustainability issues matter to the EUD, as evidenced in relevant sections included in Project documents and EUD internal reporting templates, the sustainability of the effects in this particular area are difficult to assess. In terms of resources, despite showing an adequate level of funding in core reform areas (based on the targeted amounts foreseen in the 11th EDF, it remains unknown how much of these budgetary resources allocated to country support were allocated to GEWE in general, and to improving women's voice and participation in these areas in particular. Further evidence could not be collected by the Evaluation Team during the field phase.

8.5 Main findings - Institutional culture shift at EUD/embassy level

8.5.1 Leadership and accountability (EQ2)

8.5.1.1 Leadership

Although recent, the EUD's commitment with a practice of gender-responsive leadership has been systematic and is widely recognised. The EUD is perceived as doing GEWE Championship at different levels (high-level, technical level, CSOs level). Currently, there is **senior gender champion system** in place even though not formalised (Ambassador & HoC). Ambassador is a trained gender expert who personally motivates and reminds everyone to keep gender in policy dialogue.⁵⁰³ This also shows a positive development vis-à-vis previous years.⁵⁰⁴ The EUD senior gender champions use their position in discussions with government interlocutors to address pivotal matters through policy/political dialogue and public speeches. GEWE work by Ambassador, HoC and GFP was highly appreciated by the EUD staff and CSOs interviewed. The EUD-GFP was praised by her mainstreaming guidance and supportive role. The interviews carried out through the field mission confirmed that the EUD GEWE efforts have increased at different levels: i) gender issues have not been always easy to negotiate with government but for the EUD it is "non-negotiable"; ii) gender issues are always being discussed no matter which sector.⁵⁰⁵

8.5.1.2 Technical expertise

Evidence from interviews also shows that the **EUD GEWE efforts not only increased but were also more focused after publication of Gender Country Profile and after the EUD portfolio was aligned with the GAP II thematic priorities.** As regards availability of GEWE expertise, presently, the EUD has one formally appointed GFP and one GFP who has not been formally appointed. Both have sector expertise (Justice and Citizen Security).

Further evidence collected during the field phase confirms that gender expertise at EUD has been beneficial to pay attention to EU GAP II requirements, but **more resources would be needed for enhancing internal capacity of EUD staff on GEWE, especially in challenging areas** (for ex. Budget Support in PFM and in forthcoming BS on Security). **GEWE training needs in other sectors were mentioned by the EUD interlocutors: in addition to gender-budgeting for PFM, fisheries and women in gangs** were mentioned by the EU PM. In his explanation of fisheries as a topic for future training, the EU-PM for BS in Climate Change and Environment explained that natural resources (forests and sea) are being depleted and communities living in these areas are poor and have no choice but to deplete these resources. The EUD-PM of BS in Citizen Security expressed that focus in this sector has tended to be on men's involvement in violent crimes; and this is what GoJ perceives as a gender priority. He added that it has been a "struggle to see what's happening with women... and women are not only victims, in some communities they are very much involved in gangs too. There is no real analysis on this however."

⁵⁰³ Source: interviews.

⁵⁰⁴ EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR).

⁵⁰⁵ Source: interviews.

8.6 Annex

8.6.1 List of persons consulted

<i>Organisation</i>	<i>Position</i>
Equality for ALL Jamaicans (JFLAG)	Executive Director
EUD Jamaica	Programme Officer - Civil Society (Citizen Security)
EUD Jamaica	Programme Officer - Climate Change
EUD Jamaica	Gender Focal Point
EUD Jamaica	Programme Officer - Health
EUD Jamaica	Head of Cooperation
EUD Jamaica	Programme Officer - Public Finance
EUD Jamaica	Programme Officer - Trade
Eve for Life	Executive Director
Fredrick Ebert Stiftung Jamaica	Former Director
Jamaica Network of Seropositives (JNPlus) (CSO)	Country Project Officer
Ministry of Justice Jamaica	Director of the Victim Services Division
Ministry of Justice Jamaica	Ministry's Chief Technical Director
Planning Institute of Jamaica (PIOJ)	EU Unit Manager
Stand Up for Jamaica	Executive Director
UN Women Jamaica	UN Women Representative for the Multi-Country Office (MCO) - Caribbean
UWI – Equal Rights and Justice	Project Manager
Women to Girls Development Foundation	Executive Director
Women's Empowerment for Change	Executive Director

8.6.2 List of documents

8.6.2.1 EU Strategy Programming

- European Commission (2008): Jamaica: Country Strategy Paper and National Indicative Programme (2008-2013)
- European Commission (2014): National Indicative Programme 2014-2020 for Jamaica

8.6.2.2 EU Reporting

- EU Delegation to Jamaica (2011): External Assistance Management Report (EAMR)
- EU Delegation to Jamaica (2012): External Assistance Management Report (EAMR)
- EU Delegation to Jamaica (2013): External Assistance Management Report (EAMR)
- EU Delegation to Jamaica (2014): External Assistance Management Report (EAMR)
- EU Delegation to Jamaica (2015): External Assistance Management Report (EAMR)
- EU Delegation to Jamaica (2016): External Assistance Management Report (EAMR)
- EU Delegation to Jamaica (2017): External Assistance Management Report (EAMR)
- European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries - Jamaica
- European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries – Jamaica
- European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries – Jamaica

8.6.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions presented in Table 21 and Table 22.

8.6.2.4 Gender-specific studies

- ECLAC (2015): National review of Jamaica in the context of the twentieth anniversary of the Fourth World Conference on Women and the adoption of the Beijing Declaration and Platform for Action
- EU Delegation to Jamaica (2017): Gender Analysis - Jamaica. Justice, Environment & Climate Change and Public Finance Management
- EU Delegation to Jamaica (2017): Gender Country Profile - Jamaica. Justice, Environment & Climate Change and Public Finance Management
- ILO (2018): Gender at work in the Caribbean - Country Report Jamaica
- OECD (2019): Social Inclusion & Gender Index Jamaica.
- Planning Institute of Jamaica (2018): Jamaica Voluntary National Review Report on the Implementation of the 2030 Agenda for Sustainable Development

8.6.2.5 Other

- EU (2018): The CARIFORUM-EU Economic Partnership Agreement (EPA) - Factsheet: how the EU is putting the EPA into practice
- EU (2019): Public Finance Management and Transparency Assessment Report.
- European Commission (2017): Action Document for Addressing Environmental and Climate Change challenges through Improved Forest Management in Jamaica
- Government of Jamaica (2011): National Policy on Gender Equality
- Human Rights Campaign (2014): Report 2014
- Statistics Institute of Jamaica. <https://statinja.gov.jm/>
- United Nations Human Rights Council (2015): Universal Period Review (UPR): Jamaica Report

9 Country case study: Kosovo

9.1 Introduction

9.1.1 Context

Kosovo is committed to the Sustainable Development Goals (**SDGs**) and has contributed much to setting this new global agenda. Although Kosovo is not a signatory to major international agreements on human rights due to its status, the Constitution of Kosovo states that all **international human rights instruments** are directly applicable. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) is also enshrined in Article 22 of Kosovo's Constitution. The promotion and enforcement of fundamental rights and freedoms and equal treatment of all citizens of Kosovo is regulated through different civil and criminal legislations including the package of human rights legislation (i.e. the laws on anti-discrimination, the Ombudsperson and gender equality), which entered into force in July 2015. The adoption of the package of human rights legislation was highlighted as a major step forward in 2015 EC Kosovo Country Report. It strengthened the institutional set-up and clarified the roles of various institutions.

Kosovo's legal framework on equality between women and men has further improved through the adoption of the **Law on Gender Equality (LGE)** in 2004 in accordance with international standards. The LGE foresees measures to prevent gender discrimination and ensure gender equality. It also provided for the establishment of gender equality officers (GEO) in all municipalities, ministries and central level institutions as well as for the Agency of Gender Equality (AGE) in the Prime Minister's (PM) Office in February 2005. The Agency is the central executive unit for drafting the national gender equality agenda at country-level and a key and reference source of gender expertise. It plays a primary role on the **coordination and monitoring** of the integration and implementation of the gender equality agenda in the drafting of public policy frameworks (both legal and developmental) for central and local level public administration institutions in Kosovo.

9.1.2 Overview of the EU cooperation

The EU has actively supported international effort to build a new future for Kosovo since 1999. Since 2008, the EU helps to ensure stability in the country through the **EULEX** rule of law mission⁵⁰⁶ and the presence of a **Special Representative (EUSR)**.⁵⁰⁷

The **Stabilisation and Association Process (SAP)** is the EU's policy towards the Western Balkans, established with the aim of eventual EU membership.⁵⁰⁸ For Kosovo, the Stabilisation and Association Agreement entered into force in April 2016 and establishes a permanent free trade arrangement with the EU. In November 2016, Kosovo adopted the European Reform Agenda (ERA) that focuses on a limited number of urgent priorities in the fields of good governance and rule of law, competitiveness and investment climate, and employment and education.

Successive Instruments for **Pre-accession Assistance (IPA)** strategy papers set out the priorities for European financial assistance to support candidates on its European path. The IPA I and II Multi-annual Indicative Programmes (MIP) for the period 2010-2020⁵⁰⁹ translate the political priorities set out in the enlargement policy framework into key areas where financial assistance is most useful. Priorities are aligned with the 2030 Agenda and the Sustainable Development Goals (SDGs). IPA I provided financial assistance through five components: a) transition assistance and institution building, b) cross-border cooperation, c) regional development, d) human resource development, and e) rural development. Since 2014, financial assistance under IPA II pursues the following four specific objectives: a) support for political reforms, b) support for economic, social and territorial development, c) strengthening the ability

⁵⁰⁶ The EU Rule of Law Mission in Kosovo (EULEX) is the largest civilian mission ever launched under the European Security and Defence Policy. The aim is to assist the Kosovar authorities in the area of rule of law, specifically in the police, judiciary and customs. EULEX is a technical mission that mentors, monitors and advises, while retaining a number of limited executive powers. See also <https://www.eulex-kosovo.eu/?page=2,16>

⁵⁰⁷ The EUSR, who is also the Head of Office (equivalent of Head of Delegation for other IPA beneficiaries), provides overall coordination for the EU presences in Kosovo. She also offers advice and support to the Government of Kosovo in various political processes, and contributes to the development and consolidation of respect for human rights and fundamental freedoms in Kosovo. The EUSR reports to the Council of the EU through the High Representative/Vice President of the European Commission.

⁵⁰⁸ Western Balkan countries are involved in a progressive partnership with a view to stabilising the region and establishing a free-trade area. The SAP was launched in June 1999 and strengthened at the Thessaloniki Summit in June 2003 taking over elements of the previous Accession process.

⁵⁰⁹ EC (2009): Multi-annual Indicative Planning Document (MIPD) 2009-2011 for Kosovo (under UNSCR 1244/99); EC (2011): Multi-annual Indicative Planning Document (MIPD) 2011-2013 for Kosovo (under UNSCR 1244/99); EC (2014): Indicative Strategy Paper for Kosovo (2014-2020).

of the beneficiaries to fulfil the obligations stemming from Union membership by supporting progressive alignment with, implementation and adoption of, the Union acquis, d) strengthening regional integration and territorial cooperation. Furthermore, the IPA II Regulation states that financial assistance shall mainly address five policy areas: a) reforms in preparation for Union membership and related institution- and capacity-building, b) socio-economic and regional development, c) employment, social policies, education, promotion of gender equality, and human resources development, d) agriculture and rural development, and e) regional and territorial cooperation.

Table 23 below gives an overview of the main areas of cooperation and the indicative budget allocation for IPA I and II. "Promotion of gender equality" falls under sector e. Education, employment and social policies.⁵¹⁰

Table 23 IPA I and II indicative allocation (EUR million) per priority sectors⁵¹¹

	2010	2011	2012	2013	2014	2015	2016	2017	2018-2020	Total
a. Democracy and governance	n/a	n/a	n/a	n/a	18	12.1	38.86	44.96	55.5	169.42
b. Rule of law and fundamental rights	n/a	n/a	n/a	n/a	20.6	23	8	3	39.5	94.1
c. Environment, climate action and energy	n/a	n/a	n/a	n/a	6.6	33	0	10	95.3	144.9
d. Competitiveness, innovation, agriculture and rural development	n/a	n/a	n/a	n/a	22.65	14	10	8.2	69.5	124.35
e. Education, employment and social policies	n/a	n/a	n/a	n/a	0	0	17	12	41.5	70.5
Total	67.3	68.7	68.8	71.4	66.75	82.1	73.86	78.16	301.3	878.37

Source: Figures IPA I: https://ec.europa.eu/neighbourhood-enlargement/instruments/overview_en; figures IPA II: https://ec.europa.eu/neighbourhood-enlargement/instruments/funding-by-country/kosovo_en

In 2016, EUO reported on the GAP II objectives presented in Box 22, whereas in 2017, according to the 2017 EAMR, no specific GAP II objectives were selected, but "eradication of violence against women, equality of access to education, economic opportunities and decision-making as well as empowerment of women and promotion of their rights across the board have been identified as the most relevant in the Kosovo context."

Box 22 Reported GAP II objectives in 2016 - Kosovo

Objective 7: Girls and women free from all forms of violence against them (VAWG) both in the public and in the private sphere.
Objective 13: Equal access for girls and women to all levels of quality education and vocational education and training (VET) free from discrimination.
Objective 15: Equal access by women to financial services, productive resources including land, trade and entrepreneurship.
Objective 17: Equal rights and ability for women to participate in policy and governance processes at all levels
Objective 18: Women's organisations and other CSOs and Human Rights Defenders working for gender equality and women's and girls' empowerment and rights freely able to work and protected by law

Source: GAP II Report 2018

In 2018, after consultations with official National Gender Equality Mechanisms (NGEM), civil society and EU Member States and the completion of a Gender Analysis, the EUO identified the following GAP II objectives as priorities (see Box 23) while reporting on objectives 7, 8, 13, 15, 17,18.

⁵¹⁰ CSP Kosovo 2014-2020.

⁵¹¹ Indicative allocation per priority sector is only available for IPA II, as IPA I did not target reforms within the framework of pre-defined sectors.

Physical and Psychological Integrity:

- Objective 7: Girls and women free from all forms of violence against them (VAWG) both in the public and in the private sphere.
- Objective 10: Equal access to quality preventive, curative, and rehabilitative physical and mental healthcare services for girls and women.
- Objective 11: Promoted, protected and fulfilled right of every individual to have full control over, and decide freely and responsibly on matters related to their sexuality and sexual and reproductive health, free from discrimination, coercion and violence. (not reporting)

Economic and Social Empowerment

- Objective 13: Equal access for girls and women to all levels of quality education and vocational education and training (VET) free from discrimination.
- Objective 14: Access to decent work for women of all ages.
- Objective 15: Equal access by women to financial services, productive resources including land, trade and entrepreneurship.
- Objective 16: Equal access and control over clean water, energy, transport infrastructure, and equitable engagement in their management, enjoyed by girls and women. (not reporting)

Voice and Participation

- Objective 17: Equal rights and ability for women to participate in policy and governance processes at all levels.
- Objective 18: Women's organisations and other CSOs and Human Rights Defenders working for gender equality and women's and girls' empowerment and rights freely able to work and protected by law.
- Objective 20: Equal rights enjoyed by women to participate in and influence decision-making processes on climate and environmental issues. (not reporting)

Source: GAP II Report 2018

The evaluation team identified a number of EU-funded GEWE-targeted interventions in Kosovo. The majority of these interventions are funded by the IPA instrument and implemented by Civil Society Organisations (CSOs). UN organisations in Kosovo have only received funding (around EUR 0.5 million) through a regional UN Women project. With EUR 3.96 million GEWE-targeted contracted amount between 2010 and 2018, Kosovo is one of EU's top recipients of GEWE-targeted funding within the Enlargement Region. Table 24, Table 25 and Table 26 below contain a detailed list of interventions on national level (financed either by IPA, EIDHR or through the EUSR).

Table 24 GEWE-targeted interventions (G2 equivalent) in Kosovo (IPA funding)

<i>Intervention title</i>	<i>CRIS ref.</i>	<i>Contract year</i>	<i>Contracting party</i>	<i>Committed amount</i>
Rule of law & fundamental rights				EUR 832,064
Strengthening the Rule of Law (IPA 2010)				
Strengthening Institutions in the Fight against Trafficking in Human Beings and Domestic Violence	C-275720 ⁵¹²	2011	Kentro Merimnas Oikogeneias Kai Paidiou	EUR 832,064
Public Administration Reform				EUR 119,479
Support to Public Administration Reform (IPA 2013)				
Women together for the empowerment	c-355528	2014	Nvo Zensko Pravo Udruzenje	EUR 119,479
Agriculture and Rural Development				EUR 731,611
Balanced Regional Development (IPA 2012)				
Supportive business environment for women start-ups in North and South Mitrovica	c-354659	2014	Community Building Mitrovica Sdruzenje	EUR 330,325
Agriculture and Rural Development (IPA 2014)				

⁵¹² Contract 260893 (IPA 2009) was about the provision of technical expertise by preparation of detailed ToR for this contract and is therefore not listed separately.

<i>Intervention title</i>	<i>CRIS ref.</i>	<i>Contract year</i>	<i>Contracting party</i>	<i>Committed amount</i>
Improving the Processing of Collected Mushrooms, Junipers and Raspberries while Generating Female Jobs and Increasing Kosovo Exports	c-384771	2017	Besiana - G Shpk	EUR 401,286
Education, employment & social policies				EUR 889,119
Support to Education and Employment (IPA 2012)				
Economic empowerment and capacity building of widow women in Mitrovicë/Mitrovica and Prishtinë/Pristina region	c-354976	2014	Iniciativa Per Zhvillimin E Bujqesise Se Kosoves Fondacija	EUR 157,914
Soft forestry fruits for the entrepreneurial rural women	c-354864	2014	Centro Laici Italiani Per Le Missioni Associazione	EUR 168,625
Labour Market Measures (IPA 2016)				
Empowering youth and women towards employment in Ferizaj and Mitrovica regions	c-399818	2018	Kosovar Catholic Church Caritas	EUR 261,861
EPIC-Employability & Private business Incubator Centre. Easy access to labour market for youth and women	c-400925	2018	Qendra Per Zhvillim Ekonomik Dhe Social	EUR 300,719
Democracy & Governance				EUR 790,793
Civil Society (IPA 2013)				
(CSF) Strengthening Women-led Civil Society Organisations in Kosovo	c-352636	2014	Kosovo Women's Network (KWN)	EUR 194,845
Civil Society (IPA 2016)				
(CSF) IPA Work Programme on Rights of lesbian, gay, bisexual, transsexual and intersex persons	c-385356	2017	Qendra Per Zhvillimin E Grupeve Shoqerore	EUR 55,948
Strengthening Women's Participation in Politics	c-404465	2018	Kosovo Women's Network (KWN)	EUR 540,000
Regional & territorial cooperation				EUR 120,357
IPA 2011				
(CBC) Equality and Gender Mainstreaming Across Borders	c-351639	2014	Qendra Kosovare Per Studime Gjinore Fondacija	EUR 120,357
Other				EUR 309,049
Support Measures and technical Assistance Facility (IPA 2011)				
Economic empowerment and capacity building of widow women in Mitrovicë/Mitrovica and Prishtinë/Pristina region	c-354975	2014	Iniciativa Per Zhvillimin E Bujqesise Se Kosoves Fondacija	EUR 126,972
Support Measures and Technical Assistance Facility (IPA 2012)				
Gender Mainstreaming Assistance for the IPA 2014 Programme in Kosovo	c-336444	2014	Business And Strategies In Europe	EUR 62,886
Gender Mainstreaming Assistance for IPA 2015 Programming in Kosovo	c-357899	2015	Kosovo Women's Network (KWN)	EUR 19,999
EU Legal Approximation Facility (IPA 2014)				
Gender Mainstreaming Assistance for IPA 2016 Programming in Kosovo	c-370276	2015	Kosovo Women's Network (KWN)	EUR 70,000
Other				
Support on GAP II Implementation	c-401277	2018	Kosovo Women's Network (KWN)	EUR 20,000
Workshop on the Gender Equality Index as a tool for introducing gender mainstreaming in public policies			Agency for Gender Equality	EUR 9,192

Source: Inventory carried out by Particip based on CRIS data.

Table 25 Largest gender-sensitive (G1) IPA-interventions in Kosovo

<i>Intervention title</i>	<i>CRIS ref.</i>	<i>Decision/ Contract year</i>	<i>Contracting party</i>	<i>Committed G1 amount</i>
Democracy and Governance				
Support to Public Administration Reform Process	d-032-353	2014	Private sector	EUR 3 million
Rule of Law and Fundamental Rights				
Support to Communities' Rights in Kosovo (IPA 2016)	c-391105	2017	UN agency (IOM)	EUR 8 million
Support to the Rule of Law	d-024-216	2013	Private sector, EU MS	EUR 5 million
Justice and Home Affairs	d-024-988	2013	Private Sector, NGOs	EUR 3.7 million
EU Support to the Ombudsperson Institution (IPA 2017)	c-404501	2018	Private sector (Human Dynamics)	EUR 2.7 million
Competitiveness, innovation, agriculture and rural development				
Private Sector Development	d-024-988	2013	Private Sector, Municipalities	EUR 12.5 million
Agriculture and Rural Development Support Programme	d-032-355	2014	Private Sector	EUR 6.7 million
Support to enhance Kosovo's competitiveness (IPA 2016)	c-392248	2017	EBRD	EUR 5 million
Education, employment and social policies				
Aligning Education with Labour Market Needs – II (IPA 2017)	c-402911	2018	EU MS (ADA)	EUR 3.8 million
Support Implementation of the Kosovo Education Sector Strategic Plan (IPA 2011)	c-339486	2014	Private Sector (OMNIA)	EUR 2.8 million

Source: Inventory carried out by Particip based on CRIS data.

Table 26 GEWE-targeted interventions in Kosovo (EIDHR and EUSR funding)

<i>Intervention title (short title)</i>	<i>CRIS ref.</i>	<i>Contract year</i>	<i>Contracting party</i>	<i>Planned amount</i>
Strengthening the Role of Women's Civil Society Organisations in Promoting Women's Human Rights and Political Participation	c-354401	2014	Kosovo Women's Network (KWN)	EUR 199,979
Young Women Engaged in Political Parties and Political Processes	c-382895	2016	Quendra Kosovare per Studime Gjinore	EUR 190,970
Protection and reintegration of victims of gender-based violence in northern Kosovo	c-382963	2016	Nvo Zensko Pravo / NGO Women Rights	EUR 140,660
Empowering Women's Participation in Politics and Decision-making in Kosovo	EUSR/PR/088/2018/NA-II	2018	Kosovo Women's Network (KWN)	EUR 18,055

Source: Inventory carried out by Particip based on CRIS data.

Table 40 below contains GEWE-targeted interventions covering Kosovo which were funded by the EU at regional level. In section **Error! Reference source not found.**, we present the 10 largest IPA interventions marked as G1 by EU staff in Kosovo.

Table 27 GEWE-targeted programmes on regional level (covering all IPA-beneficiaries)

<i>Intervention title (short title)</i>	<i>CRIS ref.</i>	<i>Contract year</i>	<i>Contracting party</i>	<i>Planned amount</i>
Preparatory measures for the participation of candidate countries and potential candidate countries in EIGE's work	c-304223	2012	EIGE	EUR 97,100
Participation of candidate countries and potential candidates in EIGE's work	c-343490	2014	EIGE	EUR 95,600

<i>Intervention title (short title)</i>	<i>CRIS ref.</i>	<i>Contract year</i>	<i>Contracting party</i>	<i>Planned amount</i>
Involvement of EU candidate countries and potential candidates in work of the European Institute for Gender Equality and deepening of cooperation in common priority areas.	c-362071	2015	EIGE	EUR 200,000
EIGE's cooperation with the EU candidate and potential candidate countries 2017-2019: improved monitoring of gender equality progress	c-389613	2017	EIGE	EUR 200,000
Increased capacity of EU candidate countries and potential candidates to measure and monitor impact of gender equality policies (2018-2022)	c-402854	2018	EIGE	EUR 928,950
Empowering CSOs in Combatting Discrimination and Furthering Women's Labour Rights ⁵¹³	c-394402	2018	KWN	EUR 988,898
Ending violence against women in the Western Balkan Countries and Turkey (Implementing Norms, Changing Minds)	c-380469	2017	UN WOMEN	EUR 5 million

Source: Inventory carried out by Particip based on CRIS data.

Finally, Kosovo (alongside Colombia and the Philippines) is one the of three pilot countries under EU intervention 'Gender-sensitive transitional justice' (CRIS ref. ICSP/2014/355-412) implemented by UN Women in the area of conflict-prevention and peace-building under IcSP, Article 4.⁵¹⁴

Regarding **EU Member States'** (EU MS) actions, Austria, the Netherlands, Luxembourg, Finland and Sweden have been active in the area of GEWE in Kosovo. Stating its long-lasting commitment to gender equality, Sweden has included an internal gender analysis in any project assessment, and is targeting gender equality through institutional support and technical assistance to AGE (EUR 1.5 million in total). The Embassy of Sweden further leads a donor coordination platform on civil society support that pays particular attention to gender equality matters. Luxembourg, on the other hand, is not funding any gender-targeted inventions, but has made efforts to include a very basic gender dimension in its three priority sectors in Kosovo, namely poverty, health and education, by including women's specific needs in the programme planning. Austria has supported GEWE at various levels and is also requiring mandatory gender analysis and mainstreaming of gender in all programmes. Like the EU, ADC/ADA is working closely with the local CSO Kosovo Women's Network (KWN) in the area of women rights and SGBV. They are also in contact with AGE but have no direct collaboration. All ADA projects need to have OECD gender marker 1 at least. The Netherlands as well have included gender aspects in all priority sectors and have further provided a good governance platform for Municipalities to include more young women in decision making at the local level. Finland has funded a project on supporting survivors of sexual violence during the war.⁵¹⁵

9.1.3 Focus of the case study

Although the case study covers the whole EU support to GEWE, the analysis of outcomes puts a specific focus on the areas of i) Violence against Women and Girls (VAWG), ii) women in agri-businesses, and iii) women's influence on decision making. In addition, gender mainstreaming will be examined in more detail in the fields of i) Public Administration, and ii) Agriculture & Rural Development, since these are major sectors of EU's cooperation with the country (accounting for around 13 and 9 per cent of IPA funding respectively in the evaluation period⁵¹⁶).

⁵¹³ Not covering Turkey.

⁵¹⁴ The intervention aims to increase the effectiveness of transitional justice processes to contribute to a more just and stable society by increasing the extent to which these processes prioritise survivors and their respective needs, as well as to take into account the different needs of conflict-affected populations.

⁵¹⁵ 2018 GAP II reporting.

⁵¹⁶ Calculation based on figures from Annual Action Programmes for Kosovo (annex) for the years 2010-2018.

9.2 Main findings – Summary: Kosovo

1. There were several efforts made in recent years by the EU and EU MS to ensure the availability of detailed and sound evidence. During the period under review, main 'European' efforts were first spearheaded by Sweden in 2012 and were later taken over by the EU. While there is no major problem with the availability and use of sex-disaggregated and gender-sensitive indicators, stakeholders were unanimously concerned with the lack of technical capacity to adequately use the data available.
2. Only a small share of the EU assistance to Kosovo has been marked as gender sensitive and gender mainstreaming in the two key sectors of cooperation has been limited during the evaluation period. Since 2015, EU has received substantial technical support from KWN, who provided EU staff with a helpdesk for gender mainstreaming in IPA programming and GAP II implementation.
3. In recent years, EUO senior management has raised specific GEWE issues with senior government officials on a regular basis and at specific events. GEWE-related issues have also been regularly raised in the context of accession negotiations, particularly regarding perceived weaknesses in implementation of Kosovo's legal framework for gender equality. However, the regular inclusion of gender issues in policy dialogues has not yet impacted design of major programmes.
4. EU support to GEWE in Kosovo has focused on providing support to civil society organisations rather than national institutions such as AGE. IPA bilateral funding was channelled mostly through local CSOs and in particular through KWN. However, since IPA has a primary focus on EU accession and on supporting line ministries in this process, there is a need for more direct EU support to national authorities, particularly the NGEMs.
5. The EU has monitored gender equality at policy level to some extent, but the EU programming documents have yet to reflect baseline data available from the 2018 Kosovo Gender Analysis against which to monitor progress. Broader M&E activities have paid some attention to gender equality.
6. Little complementarity is evident between the IPA/EIDHR-funded interventions, and the activities of EU MS, notably Sweden (SIDA) and Austria (ADA). In some cases, EU and EU MS have funded similar projects through different implementing partners
7. EU is not fully exploiting its high degree of political leverage and weight in the country. In 2018 EUO played a critical role in discouraging the government from including AGE in the second round of agencies to be dismantled in the context of the EU-led Public Administration Reform (PAR).
8. Consultations with NGEMs are not organised systematically, and ministries and municipalities lack the necessary resources to participate meaningfully in sector programming. AGE is an important coordination mechanism but has not been considered as such until recently. The lack of synergy between the actions carried out at the local level through CSOs and central level through public institutions is likely to limit the prospects of sustainability.
9. Like national authorities, smaller CSOs still lack capacity and knowledge, both in regard to implementation of GEWE projects and to drafting proposals for EU-funding. CSOs, some of which have been actively supported by the EU, have carried out relevant actions in all spheres of gender equality.
10. EU has made some contributions through policy dialogue to strengthening the VAWG legal framework. A National Strategy for Protection against Domestic Violence 2016-2020 was approved in December 2016 and the position of a National Coordinator for the Protection from Domestic Violence was created, but with very limited resources.
11. Although in general Kosovo's legal and policy framework provides for gender equality, important challenges remain with respect to its implementation. Due to the prevailing lack of trust in governmental institutions, victims of domestic violence tend to turn to non-governmental services instead.
12. Women in Kosovo continue to experience discrimination in terms of access to decent work. Gender mainstreaming in the business sector faces many challenges and the situation has not notably improved. There is only little evidence from documentation available that equal access to decent work has been directly addressed through specific EU-funded interventions.
13. The Kosovo Law on Gender Equality (LGE) is one of the most advanced instruments of its kind in the region, and yet gender-based economic inequality in Kosovo is estimated to be the highest in Europe. Promoting women's access to economic resources is a key element of the Kosovo Programme for Gender Equality (KPGE) 2019-22 managed by the AGE.

14. EUO/EUSR through its support to local CSOs and especially KWN is making efforts to strengthen women's voice in the society, but there is only limited evidence of EU external action substantively contributing to changing discriminatory social norms and stereotypes.
15. There has been active engagement of EU senior management in the area GEWE in Kosovo. In addition to the part-time Gender Focal Point at the EUO, there is a dedicated Gender Adviser at the EUSR office, making EUSR Kosovo the only EUSR that has a full time employed Gender Adviser; the two work closely together.
16. There have been efforts to strengthen gender expertise of EUO/EUSR staff in recent years, and the institutional culture has changed towards gender mainstreaming. However, the needs to further 'sensitise' EU tasks managers to GEWE remain and gender expertise is still outsourced (to KWN). Gender mainstreaming is not yet institutionalised and depends too much on personal efforts and interest.
17. Several of those interviewed in the EUO/EUSR thought that the introduction and implementation of GAPI & GAPII had made a difference in the interest and motivation of staff relative to GEWE obligations. However, it was felt by both EU and EU MS interviewees that the lack of concrete feedback from Brussels on GAP reporting undermined the process.

9.3 Main findings - Design and implementation approach

9.3.1 Gender mainstreaming (EQ3)

9.3.1.1 Gender analysis

There were several efforts made in recent years by the EU and EU MS to ensure the availability of detailed and sound gender evidence. During the period under review, main 'European' efforts were first spearheaded by Sweden in 2012 and were later taken over by the EU. Prior to 2012, AGE, in cooperation with the Kosovo Statistical Agency, had published reports on the situation of 'Women and Men in Kosovo' on a regular basis. In 2012 and 2014, a first 'Gender Study in Kosovo' and a 'Kosovo Gender Profile' have been developed by Sweden and provided the most updated and comprehensive picture of "*gender differences at all levels with regard to the national framework, key actors, rule of law, justice, human rights, politics, the socio-economic situation, gender-based violence, and other sectors*" in Kosovo.⁵¹⁷ In 2018 the EU has funded the Kosovo Women's Network (KWN) to compile the Kosovo Gender Analysis⁵¹⁸. The document appears to be a good attempt by the EU to bring together the work on gender undertaken by other bodies such as AGE and the activities of Non-governmental organisation (NGOs) and CSOs who form the KWN. Data available from other international agencies relative to gender inequalities was reflected in the Kosovo Gender Analysis and can now be used. The intention to use this data in 2019 relative to support to CSOs and local authorities under GAP II is stated in the EAMR.⁵¹⁹ AGE, with financial support from SIDA, has been working on a new Kosovo Gender Profile to be published in 2020, taking the results of the 2018 Gender analysis into account.

While there is no major problem with the availability and use of sex-disaggregated and gender-sensitive indicators, stakeholders were unanimously concerned with the lack of technical capacity to adequately use the data available. Besides the above-mentioned documents and strategies produced by AGE and KWN, SIDA, with EU-co funding, has been supporting the Kosovo Agency for Statistics, while EIGE in the course of the IPA-funded project "Cooperation with EU candidate countries and potential candidates: improving monitoring on gender equality processes" is currently working with AGE (supported by SIDA) on a gender index for Kosovo. In 2018, statistical officers in Kosovo were trained on the Gender Equality Index methodology in order to start developing a partial Gender Equality Index for Kosovo. Within the same project, EIGE hosted a study visit for CSOs from the Western Balkans, including Kosovo, to share knowledge on gender equality.

The Kosovo Agency for Statistics is currently the only government body reporting gender data. While it is too soon for the work carried out in the context of the 2018 Kosovo Gender Analysis to be reflected in EU documentation, the increased availability of gender evidence is likely to facilitate gender mainstreaming in EU programming. However, stakeholders pointed out that the proper usage of data rather than the lack of data itself was considered as an issue in Kosovo, reflecting on the technical capacities of both the EUO (see section 9.5.1.2), implementing CSOs, and the national government.

⁵¹⁷ ORGUT (2014): Country Gender Profile: An Analysis of Gender Differences at all Levels in Kosovo.

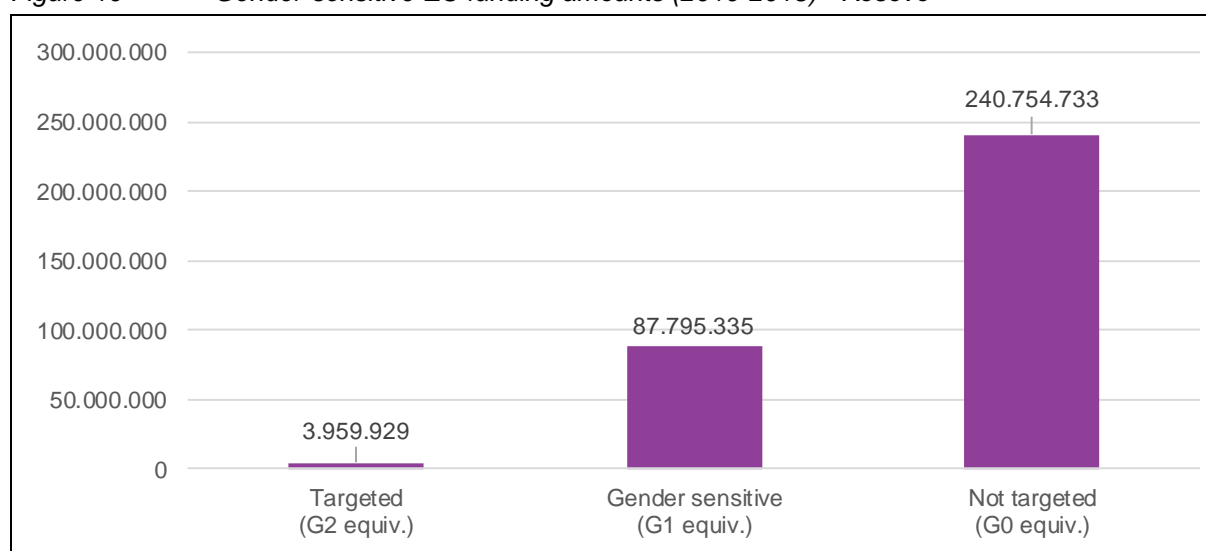
⁵¹⁸ Kosovo's Women Network (2018): Kosovo Gender Analysis.

⁵¹⁹ EC (2018): EAMR.

9.3.1.2 Mainstreaming in spending actions

Overall, according to the gender marker system, only a small share of the EU assistance to Kosovo has been marked as gender sensitive. The situation has drastically changed in 2018, which may point to an inconsistent approach in the use of gender markers throughout the years. This in turn may point to a lack of technical capacity and gender mainstreaming training. According to the team's analysis of CRIS data covering the period 2010-2018, only around 28% of the interventions funded by the EU in Kosovo were gender-targeted (gender as a principal objective -G2-) or gender-sensitive (gender as a significant objective-G1-) – see Figure 10. With EUR 3.96 million gender-targeted contracted amount between 2010 and 2018, Kosovo is one of EU's top recipients of gender-targeted funding within the Enlargement Region.

Figure 10 Gender-sensitive EU funding amounts (2010-2018) - Kosovo



Source: Authors calculations based on CRIS data

The review of project documentation in two key sectors of cooperation (Public Administration Reform, and Agriculture and Rural Development) shows that gender mainstreaming has been limited during the evaluation period. In the field of Public Administration Reform, although they were marked as gender-sensitive, interventions related to the IPA 2013 Annual Action Programme do not integrate a gender perspective and, in fact, don't mention any kind of gender mainstreaming. In the field of agriculture and rural development, the interventions under the IPA 2014 Annual Action Programme at least explicitly encouraged and favoured women's applications in its call for proposals and requested sex-disaggregated data on the expected benefits. The related EU-funded contracts, for instance, have foreseen the equal employment of women as well as apprenticeships for unemployed women (project "Promotion of quality agri-produce in Kosovo", funded under IPA 2014) or prioritise employment of women for seasonal harvesting jobs (project "Increase agricultural apple production and post-harvest storage capacities for apples", financed under IPA 2014). Unfortunately, apart from the stated economic aspects, no further reference to gender equality, especially women's empowerment, was found in the documents. The team's analysis revealed, however, that a gender dimension could have been easily integrated into more interventions. As an illustration, the IPA 2012-funded project "Action of Women in Agri-business" (A.W.A.R.E)' with a planned amount of EUR 0.45 million had the following specific objective: *To support the development of the whole pork chain in the Region West by the valorisation of cooperative production and traditional knowledge of rural minority women.* It was marked as gender blind by the EU, despite the fact that it had women as the main target group and presented an obvious space to explicitly promote women's empowerment. The lack of a gender perspective is also apparent in the 2018 ROM report of the intervention.

Since 2015, EU has received substantial technical support from KWN, who provided EU staff with a helpdesk for gender mainstreaming in IPA programming and GAP II implementation (three contracts with a total volume of EUR 110,000). While support is ongoing and considered as beneficial by both KWN and EUO, interviews suggested that it had not been fully utilised by EU project managers and may not be seen as a substitute for EU-internal capacity building. Compared to the situation a few years ago, when all measures except for support to women's organisations were gender-blind, gender mainstreaming in action documents has improved in recent years. However, gender mainstreaming across sectors, in particular in IPA programming, needs be further improved (see Box 24).

In order to ensure effective gender mainstreaming aligned with the EU GAP, EUO contracted local gender expertise through KWN, which has been recognized as a best practice in the region and at HQ. After having received a smaller contract covering 2015, from December 2015 onwards KWN implemented "Gender Mainstreaming Assistance for IPA 2016 Programming in Kosovo" (until September 2018, EUR 70,000) and worked to gender mainstream 45 IPA action documents for 2016, 2017 and 2018 from all sectors. Besides providing comments on draft action as well as other documents, KWN under this contract also delivered training and coaching packages on gender mainstreaming for EUO/EUSR staff and MEI Gender Equality Officers and provided helpdesk services for EU Office task managers and Ministries.

The intervention's final report finds that, although KWN regularly promoted the availability of the helpdesk during events, trainings and meetings, assistance was provided to ministries only on three occasions. This can be explained by the fact "that ministries had little to no information about the ADs generally, inclusive of gender mainstreaming commitments more specifically"⁵²⁰. In addition, ministries were only to a limited extent involved in the oversight of actions' implementation, when contracts were directly made between EUO/EUSR and implementing partners. In addition, it seemed like implementing partners had not been informed by ministries or the EUO/EUSR of gender obligations or the availability of the helpdesk, which hampered effective gender mainstreaming in the designing and implementation of EU actions.

However, the impact of KWN's work on the action documents is clearly visible, as a systematic analysis of action documents from the evaluation period shows. While action documents from 2010-2014 can be considered as nearly gender-blind, raising gender issues rather sporadically and vaguely, action documents from 2015 onwards include a more elaborated section on gender mainstreaming, provide more sex-disaggregated baseline data and formulate sex-disaggregated indicators (see e.g. Action Documents on Education from 2011, 2016 and 2018 or on Agriculture/Food security from 2010, 2015 and 2017).

Source: Project documentation and team analysis of EU action documents from 2010-2018.

9.3.1.3 Mainstreaming in non-spending actions

In recent years, EUO senior management has raised specific GEWE issues with the PM and other senior government officials on a regular basis and at specific events such as the Anti-corruption week. The 2018 GAP II report notes 198 occasions when this was done. These issues included gender-based violence, in particular domestic violence, need for greater representation of women in the Cabinet and in political and public life. These issues are also regularly raised with other EU Heads of Mission. WASH and Sustainable energy were the only topics where gender equality issues were not covered.⁵²¹ In 2018, the EUSR launched a series of monthly debates under the title "*EU Gender Talks: Because We Make a Difference*", with the aim to raise awareness and improve gender equality. The sessions have gathered more than 600 participants from Kosovo institutions, CSOs, EU MS and other international stakeholders.⁵²²

GEWE-related issues have also been regularly raised in the context of accession negotiations. This was particularly the case regarding perceived weaknesses in implementation of Kosovo's legal framework for gender equality. There are some general references to GEWE in Enlargement Progress Reports. For instance, the IPA Progress Report 2019 highlights that "*Kosovo should in particular [...] strengthen the implementation of the Law on gender equality, promote the representation of women in decision-making roles and advance the implementation of the strategy and action plan on protection against domestic violence*".⁵²³ But, in general, references remain general and evidence gathered doesn't point to a systematic approach to raising GEWE-related issues in the context of accession negotiations.

However, the regular inclusion of gender issues in policy dialogues has not yet impacted design of major programmes. EU continues to support the oversight and implementation of HR legislation, active citizenship and empowerment of young women, the rights of the child and other particularly vulnerable groups under EIDHR. While EUO and EUSR work closely together on gender issues, EUSR appears to have more expertise, more visibility and is significantly more politically engaged.

⁵²⁰ KWN (2018): Final report "Gender Mainstreaming Assistance for IPA 2016 Programming in Kosovo"

⁵²¹ EC (2018): EAMR; EC (2018): GAP II Report.

⁵²² EUSR (2019): Advancing Gender Equality (internal Draft).

⁵²³ EC (2019): Kosovo 2019 Report. 2019 Communication on EU Enlargement Policy.

9.3.2 Instruments and modalities (EQ6)

9.3.2.1 Choice of financing instruments, incl. their combination

The evaluation found no comparative advantages of the EU financing instruments and no clear evidence of linkages between IPA and EIDHR interventions. The focus of EU support to GEWE has mostly been on actions at the local level involving CSOs, even when taking place in the context of broad sector programmes. To finance these actions, the EU has used IPA country level funding, IPA Civil Society and EIDHR. EU support to GEWE in Kosovo has mainly been funded through IPA country level programming and funding coming from other instruments appears to have come as top-up to the IPA funding. Overall, there seems to have been very limited linkages between the various instruments.

9.3.2.2 Choice of modalities and funding channels

So far, EU support to GEWE in Kosovo has focused on providing support to civil society organisations rather than national institutions such as AGE. The statistical analysis of the EU gender-targeted interventions in Kosovo during 2010-2018 shows that the EU has funded many small and relatively short-term interventions in a variety of areas. The average size of gender-targeted projects has been EUR 180,000 and no intervention exceeds EUR 1 million.

IPA bilateral funding was channelled mostly through local CSOs and in particular through the Kosovo Women's Network (KWN) who have enjoyed almost uninterrupted funding through a series of contracts. The technical assistance contracts are managed by the EUO/GFP. The KWN includes about 100-120 members and has been awarded a series of contracts for delivering training and technical support to EUO/EUSR staff. Apart from the above-mentioned gender analysis and the "gender helpdesk" for the EUO/EUSR, KWN has supported the coordination and implementation of the GAP II reporting and implemented four projects targeting women's political empowerment. There is no GEWE targeted funding going through EU MS or UN organisations at national level. Only on regional level, the EU is funding a EUR 5 million UN Women project in the area of VAWG. This reflects the fact that EU support to GEWE in Kosovo (at least EU financial assistance) focussed on initiatives at the local level rather than on policies and institutions at the central level. Nonetheless, CSOs interviewed stressed the need for more earmarked funding for grass-roots organisations.

However, since IPA has a primary focus on EU accession and on supporting line ministries in this process, there is a need for more direct EU support to national authorities, particularly the NGEMs. EU has considered investing in CSOs more sustainable than funding EU MS or UN agencies, as it builds capacities of national stakeholders who in the long term continue to hold government accountable for the implementation of laws. Supporting CSOs was also considered as more efficient and less costly. Although these rationales are valid and other development partners, including UN agencies, and EU MS such as Sweden, have been supporting GEWE at central government level, various stakeholders interviewed demand more direct EU support to the national women's machinery. It should be noted though that the EU was not completely absent in terms of promoting GEWE at the central level, as it provided indirect support through various contracts with KWN, and through the regional UN Women project on VAWG. EUO also provided some support through gender training of government staff at central and municipal levels. According to field interviews, it is foreseen that IPA supports some of UN Women actions at central level in a near future.

9.3.2.3 Monitoring, evaluation and learning

The EU has monitored gender equality at policy level to some extent, but the EU programming documents have yet to reflect baseline data available from the 2018 Kosovo Gender Analysis against which to monitor progress. Gender equality has been monitored to a certain extent through the Enlargement Reports and the GAP II reporting exercise. Data available from other international agencies relative to gender inequalities was reflected in the 2018 Kosovo Gender Analysis and should now be used. As mentioned above, the intention to use this data in 2019 relative to support to CSOs and local authorities under GAP II is stated in the EAMR.

Broader M&E activities have paid some attention to gender equality. While the 2016 and 2017 GAP II reports do not report any monitoring missions which included recommendations on gender mainstreaming actions, according to the 2018 report, there have been some 15 monitoring missions (3 ROM, 4 spot checks, 2 HQ monitoring missions, 5 external monitoring missions, 1 evaluation mission) in the respective year. Issues raised included the need to provide additional gender-disaggregated data; and the importance of including gender as a crosscutting issue in all priority areas identified. As immediate follow-up it was recommended to include gender-disaggregated data in activity reports, to embed attention to gender in all five priority sectors, and to consider GAP indicators in all project actions. However, some monitoring activities, including ROM, still pay limited attention to GEWE, and most projects are not able to provide sex-disaggregated monitoring data. Gender mainstreaming in general

is not well-monitored in the country, and implementing partners still lack the understanding that gender analyses should be a prerequisite for programming.

While the yearly reporting exercise introduced by GAP II is generally considered as helpful and has improved the monitoring of gender mainstreaming actions by individual staff the reporting system itself is not perceived as user-friendly and could be further improved (e.g., by making the use of gender markers mandatory). Backstopping from the DG NEAR HQ is weak due to limited staff capacity – there is usually no feedback provided on GAP II reporting or draft action documents. Learning through reporting is therefore limited.

9.3.3 Coordination and EU added value (EQ4)

9.3.3.1 Complementarity

EUO and EUSR work closely together, reflecting their different orientations – one developmental and one political – in their respective approaches to gender equality. Little complementarity is evident between the IPA/EIDHR-funded interventions, and the activities of EU MS, notably Sweden (SIDA) and Austria (ADA). Although EU MS embassies participate in the GAP II reporting, this exercise has not strengthened collaboration between EUO and EU MS. Unlike some other countries there is no EU/MS network of GFPs in Kosovo and the EUSR Gender Advisor has limited contact with MS embassies (which tend to be very small in Kosovo). While the Austria-funded project *‘Further Advancing Women’s Rights in Kosovo’* is providing gender advisory services to all ADA implementing partners in Kosovo and the EUO/EUSR are somewhat involved in the (EU-funded) UN Women-implemented Regional Programme *‘Ending violence against women in the Western Balkan Countries and Turkey’*, which is managed from the HQ in Brussels, the different timing of donors’ programming cycles, among others, has hindered EU joint programming so far.

In some cases, EU and EU MS have funded similar projects through different implementing partners, e.g., in the case of the EU-funded Kosovo Gender Analysis, produced by KWN in 2018, and the SIDA-funded Kosovo Gender Profile, produced by AGE, due to be published in 2020. EUO/EUSR has recently abandoned its plans to create a second gender coordinating mechanism in favour of supporting the existing mechanism, namely AGE in PM’s Office, which is already supported by SIDA and other international donors. This decision was welcomed as the right step towards better donor coordination and empowerment of local stakeholders (see also 9.3.4.1).

9.3.3.2 Value added

EU is not fully exploiting its high degree of political leverage and weight in the country. Kosovo’s commitment to join the EU, the significant physical presence of EU, as well as the availability of funding through IPA provide excellent opportunities for EU to promote a strong gender equality agenda at the political level. EU can also easily promote the reputation of governmental bodies such as AGE, e.g., by inviting them to more meeting.

In 2018 EUO played a critical role in discouraging the government from including AGE in the second round of agencies to be dismantled in the context of the EU-led Public Administration Reform (PAR). After the issue had been brought to the delegation’s attention by Sweden, the EU Ambassador used her political weight to ensure the preservation of the agency. The continued existence and strengthening of the agency are considered crucial to maintaining Kosovo’s steady progress on gender equality. This event represents a good practice for effective cooperation between EU and EU MS, with the EU demonstrating leadership and using its political leverage and weight in the country.

9.3.4 Partnerships (EQ5)

9.3.4.1 Support to nationally-led coordination mechanisms

Consultations with NGEMs are not organised systematically, and ministries and municipalities lack the necessary resources to participate meaningfully in sector programming.⁵²⁴ EU has had little direct contact with the official National Gender Equality Mechanisms (NGEM), namely AGE in the Prime Minister’s Office so far. There was some indirect support provided to AGE through the IPA contracts implemented by KWN (workshops for gender mainstreaming provided to gender officers, see 9.3.2.2). Also, the support to KWN has included providing support to municipal gender equality officers. EU MS (Switzerland, Germany) have also been active in supporting these mechanisms, though further support of local government structures is still clearly needed.

AGE is an important coordination mechanism, but has not been considered as such until recently. SIDA has substantially supported AGE over the last years, achieving some promising

⁵²⁴ EC (2018): EAMR.

results. AGE was established in 2004 and has been located at the Prime Minister's Office since then, basically functioning like a ministry without portfolio. In the spirit of "burden-sharing" and coordination with EU MS, EU has not funded AGE directly. Given the ending support from Sweden and a new government in place, AGE is hoping for the EU or other donors to continue to provide support. Interviewees unanimously criticised the lack of EU cooperation with the government in the area of Rule of Law, in particular in regard to the national gender machinery (i.e. AGE), gender-sensitive budgeting and gender impact assessments. However, the relationship between AGE and EU has improved recently and is currently very positive, with a more proactive EU and regular meetings increasing the visibility of gender equality issues. This will hopefully result in a more coherent approach to GEWE which involves both support to CSOs, to date the main focus of EU efforts, and support to public sector organisations.

Box 25 SIDA's support to AGE (Kosovo)

The SIDA-funded project "**Institutional strengthening of Gender Mechanism in Kosovo**" aims at an advancement of gender equality through a leading role from AGE and national gender mechanisms by supporting the implementation of the Law on Gender Equality through mainstreaming its provisions into policies and legislation and trainings of line ministries and municipalities. The project, which started in 2016 and will end in 2020 (no extension planned) follows a two-fold approach providing long term technical assistance and issue-based consultancy support. With EUR 1.5 million in total, the project is SIDA's 2nd biggest GEWE-targeted project worldwide.

AGE is still engaged in capacity building of GFP in ministries and at municipality level, with respect inter alia to gender budgeting and gender impact assessment. Training is ongoing with police, prosecutors, different student groups, journalists, students of journalism (80% girls) and information officers (on stereotypes). Further, a university curriculum on gender economics has been introduced in early 2020 as well as syllabi on gender equality for primary and secondary schools.

Source: Project documentation.

Given the lack of coordination amongst relevant actors, there was little opportunity to tailor and diversify interventions that would lead to the involvement of a broader range and variety of beneficiaries, and to tackling challenges identified under the Kosovo Programme for Gender Equality (KPGE). Moreover, there was no system in place to ensure that interventions and activities undertaken were in line with the KPGE objectives (see Box 26), and no mechanism in place to track such measures. In order to implement Kosovo's many laws, strategies, and action plans, as well as to strengthen current mechanisms, Kosovo public institutions need to allocate more financial support.

Box 26 AGE and the Kosovo Programme for Gender Equality (KPGE)

The Law on Gender Equality (LGE) adopted in 2004 foresees measures to prevent gender discrimination and ensure gender equality. It further provided for the establishment of gender officers in all municipalities, ministries and central level institutions as well as for the Agency of Gender Equality (AGE) in the Prime Minister's Office in February 2005. Initially established as "Gender Equality Office", it transformed into an Agency in September 2006, in the light of the complete transfer of institutional responsibilities from UNMIK to Kosovo's institutions including gender equality responsibilities. This transformation was done in accordance and pursuant to normative requirements emerging from international documents and instruments and the legal framework of Kosovo.

Pursuant to the LGE, the Agency is the central executive unit for drafting the national gender equality agenda at country-level, a primary and reference source of gender expertise and with a primary role on the coordination, monitoring of integration and implementation of the gender equality agenda in the drafting of public policy frameworks (both legal and developmental) for central and local level public administration institutions in Kosovo. The agency has drafted and monitored the implementation of the first Kosovo Programme for Gender Equality (KPGE) that covered the period from 2008 to 2013. The development of KPGE was an obligation deriving from the Law No. 2004/2 on Gender Equality (Article 2). This was in line with the Convention for Elimination of All Forms of Discrimination against Women (CEDAW), included in the Constitution of Kosovo (Article 3); and which upholds the objectives for European Integration and Millennium Development Goals (FPAP 2008-2013, p 101). During KPGE's life cycle, several strategies have been developed and several new institutional mechanisms were established, thus aiming to contribute in Kosovo's gender equality agenda. With the purpose of fulfilling the legal obligation regarding the level of implementation of the KPGE 2008-2013, AGE has drafted the first assessment report. The assessment confirmed that KPGE was a relevant document as it identified key challenges that hindered gender equality in Kosovo.

In accordance with the legal obligation, i.e. Article 11 of the Law on Gender Equality, AGE has drafted the new KPGE for 2020-2024. This document is a planning tool for implementing relevant activities and public policies, as well as capacity building for the gender mainstreaming perspective at country level. The new KPGE shall identify a national vision, goals and objectives and an appropriate action plan, including responsibilities, resources and timeframes for relevant activities to enhance the principles of gender equality, the fulfilment of women's rights and the achievement of a peaceful, prosperous and harmonious society for women and men in Kosovo. The new KPGE is being drafted based on the new methodology incorporating sustainable development goals pertaining to gender indicators of SDGs to the objectives and activities of the proposed programme and foresees three pillars: 1) Economic Empowerment and Social Welfare; 2) Human development, roles and gender relations; 3) Women's rights, access to justice and security. The entire process is supported by SIDA.

Source: UNDP (2014): Kosovo Gender Equality Strategy (GES) 2014-2017; Kosovo Gender Studies Center (2019): Women's Participation in Decision-Making in Kosovo.

Officials face many challenges in carrying out their duties, including lack of budget and the government's lack of political will to involve them in developing gender-sensitive laws and policies. Gender equality officers in the municipalities and ministries are part of the national mechanisms for improving gender equality, along with the AGE. The fact that most of the gender equality officers at the local and central levels are women, indicates the tendency of institutions to leave women's issues to women, not expecting men to engage in the struggle for gender equality. In addition, national authorities lack capacity and knowledge with regard to guidelines and applications for EU funding, preventing them from seeking support more actively.

The Ministry of European Integration has also received indirect support for GEWE from the EU through the KWN Help Desk. AGE whose function it is to support line ministries on GEWE, have not been directly involved because of their limited resources of personnel and budget. The Ministry is mandated to coordinate the integration process by bringing Kosovo's laws and regulations in line with European standards. An official in the Department of Development Assistance is leading the process of mainstreaming gender into IPA action documents as the Ministry currently has no gender equality officer. Under IPA II 2014-2020 gender issues are mainstreamed into new templates as well as the now obligatory Country Strategy Paper. The KWN Help Desk function supported by EUO assisted the Ministry through training, though follow-up of training is needed. Although have not been directly involved, AGE personnel is kept informed of the progress of line ministry activities.

9.3.4.2 CSO's involvement (incl. women's organisations)

CSOs, some of which have been actively supported by the EU, have carried out relevant actions in all spheres of gender equality, including access to justice, economic empowerment, GBV, and political participation, e.g., the Kosovo Women's Network, with almost 100-120 organisations and individuals as members (see 9.3.2.2), and the Network of Roma, Ashkali and Egyptian Women's Organisations, with almost 20 organisations and activists as members. Additionally, a coalition of eight shelters provides protective services to survivors of domestic violence. The projects supporting KWN involved supporting their members through sub-granting at the local level through numerous grants that prioritised support to rural, poor, PWD, and minority women, as verifiable by the list of grant recipients of the Kosovo Women's Fund in those actions. Also, the following programmes enlisted above went to/targeted minority women, while others included minority women among their target groups: i) Women together for the empowerment; ii) Supportive business environment for women start-ups in North and South Mitrovica; iii) Protection and reintegration of victims of gender-based violence in northern Kosovo. Through providing contracts in relation to IPA and GAP II to KWN EUO has sought to systematically ensure women's CSO's inclusion in IPA programming discussions. EU has also been supporting CSOs working on gender issues with Serbian and other ethnic minority communities and with a focus on young women (e.g., through the KGSC project, supported through the KWN Kosovo Women's Fund).

CSOs, as well as national authorities, still lack capacities and knowledge, both in regard to implementation of GEWE projects and to drafting proposals for EU-funding. EU application guidelines still constitute a barrier for many NGOs, that can only apply with support of KWN or international partners with some EU experience. No contacts could be awarded in the last EIDHR call for proposals in the gender lot, as none of the few shortlisted organisations submitted a proposal on time. Women-led organisations in particular often lack the financial means to engage qualified consultants for drafting proposals.

9.3.4.3 Partnership at global level

The EUO/EUSR is an active member of the Security Gender Group (SGG), established in 2009 by UN Women and co-chaired by UN Women, the OSCE and KWN, which brings together government officials, donors and civil society to coordinate actions related to women's security and activities marking

specific dates, such as International women's Day, for instance. In 2019, the group achieved the amendment of the criminal code. Donor coordination involved information and knowledge exchange; sharing gender expertise and good practices and applying formal advocacy informal peer pressure to institutions.

EUO/EUSR further reports some contacts and collaboration with EBRD, the World Bank, and UN Women (apart from the regional programme), though only with the latter with respect to gender mainstreaming activities. The UNKT consists of OHCHR, UNDP, UNFPA, UNICEF and UN Women. As of 2018/19, EUO/EUSR will have more contacts with key international stakeholders through its decision to support AGE and its coordinating mechanisms (see 9.3.3.1). As already mentioned, better coordination between donors, CSOs and national authorities is necessary in order to sustainably support gender equality.

9.4 Main findings - Effects of the EU support

9.4.1 Effects on physical and psychological integrity (EQ7)

Note: The information below is to be seen as complementary to the findings presented in the regional case study on EU support to VAWG in the Western Balkans and Turkey.

9.4.1.1 VAWG policy and legal frameworks

Kosovo cannot ratify any international conventions including those related to combating violence against women due to its status. However, Kosovo's legal and policy frameworks reflect the provisions of CEDAW, and UNSCR 1325. Domestic violence, rape and sexual harassment are addressed by the Law on Protection against Domestic Violence, the Criminal Code and the Law and Gender Equality respectively,⁵²⁵ and legislation also criminalises trafficking. However, gender-based violence and especially domestic violence remain widespread in Kosovo, with 68% of women having experienced domestic violence in their lifetime. Socialised gender norms, archaic power relations and untreated war trauma are considered as contributing factors to the continued high level of violence against women.⁵²⁶

EU has made some contributions through policy dialogue to strengthening the VAWG legal framework. In the context of the Enlargement progress reports, the EU highlighted the lack of a clear legal definition of domestic violence and sexual harassment in Kosovo's Criminal Code. Through its EULEX mission and the Security Gender Group (SGG), it contributed to successfully drafting and negotiating the text of the new Criminal Code in Kosovo, taking effect in 2019. The SGG, of which the EUO/EUSR is an active member, coordinates actions related to women's security, particularly domestic violence and sexual violence perpetrated during the war. EU has further acknowledged the adoption of two remaining secondary laws stemming from the law on gender equality. In the context of the EU-funded UN Women-implemented regional programme 'Ending violence against women in the Western Balkan Countries and Turkey (Implementing Norms, Changing Minds)', the EU has also supported CSOs advocacy actions for the effective implementation of the Strategy for Protection against Domestic Violence. The EUSR herself participated in the First International Conference against Gender-Based Violence in Prishtine.

A National Strategy for Protection against Domestic Violence 2016-2020 was approved in December 2016 and the position of a National Coordinator for the Protection from Domestic Violence was created, but with very limited resources. In its dialogue with national authorities, the EU has pushed for the appointment of a National Coordinator for the Protection from Domestic Violence foreseen in the Strategy. Following his appointment in January 2018, there have been increased efforts to implement the Strategy. However, the national coordinator operates with limited capacities: The deputy minister of justice automatically assumes the office of the national coordinator, and there is no extra budget or staff foreseen. Not institutionalised, depends a lot on individual. Monitoring of the national strategy in 2018 revealed a lack of reporting by the ministries. Due to the ongoing reorganisation of the government, the position of national coordinator was vacant during field phase of this evaluation.

9.4.1.2 Capacities of rights-holders and duty-bearers

Although in general Kosovo's legal and policy framework provides for gender equality, important challenges remain with respect to its implementation. Due to the prevailing lack of trust in governmental institutions, victims of domestic violence tend to turn to non-governmental services instead. There are still concerns about lenient sentencing in cases of gender-based violence,

⁵²⁵ OECD (2019): SIGI Index, 2019.

⁵²⁶ Kosovo Women's Network (2018). Kosovo Gender Analysis.

the sustainable funding for shelters for victims and the effective reintegration of victims.⁵²⁷ The knowledge and attitudes among some police, judges and prosecutors are still hindering women's access to justice, including in cases related to gender-based violence, despite the legal obligation on police officers, prosecutors and judges to recognise the principles of gender equality enshrined in the Constitution and to act in a non-discriminatory manner. The government has tried to address this issue through gender-targeted training measures and a special Domestic Violence Investigation Unit.⁵²⁸

EUO/EUSR is focussing some efforts through CSOs to further strengthen rights-holders and duty-bearers' capacities to counter VAWG at different levels. This was the case, for instance, through the IPA (2010) funded project 'Strengthening Institutions in the Fight against Trafficking in Human Beings and Domestic Violence', implemented by the Greek NGO KMOP, increasing the capacity and efficiency of Kosovo authorities to re-integrate victims of human trafficking and strengthening law enforcement agencies to successfully engage in victim/witness protection. A more recent example is the EIDHR-funded project 'Protection and reintegration of victims of gender-based violence in northern Kosovo', implemented by the Kosovan NGO Women Rights (Zensko Pravo), that includes a series of capacity building activities with the Kosovo police. No evidence was found on the medium-terms effects of these actions on their respective target groups.

The EU, in partnership with UN Women, has played an instrumental role to develop gender-sensitive transitional justice mechanisms in Kosovo. The EU-funded global 'Gender-Sensitive Transitional Justice' (GSTJ) project assisted the Government of Kosovo in establishing a reparations programme: a Commission for the Verification of the Status of Victims of Sexual Violence, which works to identify survivors of Conflict-Related Sexual Violence and to provide reparations (in the form of a monthly pension) while allowing survivors to remain anonymous. The Commission received its first government funds in September 2017 and began accepting applications in February 2018. The intervention adopted an innovative approach which consisted in linking transitional justice and recovery with economic empowerment. Micro grants were provided to survivors to support their livelihoods, with more than 177 survivors benefiting by early 2019.

Through the regional UN Women project a database on domestic violence has recently been handed over to and installed in the Ministry of Justice (see Box 27).

Box 27 *Instalment of a national database on domestic violence in Kosovo*

As part of the regional UN Women project "*Ending violence against women in the Western Balkan Countries and Turkey (Implementing Norms, Changing Minds)*" (2017-2020, EU contribution EUR 5 million), a database on domestic violence has recently been handed over to and installed in the Ministry of Justice. The project represents a good practice of communication and joint learning between different stakeholders in the region. In Kosovo, the project managed to build communication between the Ministry of Justice and municipalities in the North, hereby creating inter-ethnic dialogue; In March 2019, an MoU was signed with the Ministry of Justice, the Kosovo Police, the Kosovo Prosecutor's Office, the Ministry of Social Welfare and the National Coordinator for Domestic Violence in order to develop a unified database of cases of domestic violence. The database, which is unique in the region, is now managed by the Ministry of Justice. Municipalities have received training on how to use the database and KWN was involved in consultations. EUSR is actively monitoring the implementation of all aspects of this programme and continues to coordinate with MS, and other national & international stakeholders.

Source: Project documentation and interviews.

9.4.1.3 Agents of change

Apart from some policy advocacy by the EUO/EUSR with respect to VAWG and support to CSOs working in this field, no particular attention has been paid to further engaging men & boys for behavioural change. EU action on regional and national level targets men and boys only through isolated project activities. This was, for instance, the case for the above-mentioned project for the protection of VAWG-victims in northern Kosovo (see 9.4.1.2) and the UN regional programme, which in order to achieve "*greater understanding of gender equality and discrimination among communities*" (SO2) foresees awareness-raising campaigns targeting also male community members.

In terms of broader awareness-raising, EUO/EUSR reports regular interaction with media without specifying topics covered. No precise information was found in the documents reviewed nor was systematic, programmed media interaction reflected in the field interviews, other than through the Sida-support to AGE to work with media (information officers and public relations in public and private sector; students of journalism) to change media stereotyping. A campaign led by the Kosovo Gender Studies

⁵²⁷ EC (2019): Kosovo 2019 Report.

⁵²⁸ Kosovo Women's Network (2018): Kosovo Gender Analysis.

Centre (KGSC) under the EU-UN Women regional programme on ending violence against women aims to involve the public in preventing violence (see Box 28).

Box 28 *Increased reporting rates of violence in Kosovo*

The campaign, led by the Kosovo Gender Studies Centre (KGSC) under the EU-UN Women regional programme on ending violence against women, is built around a single overarching message – preventing violence against women is everyone’s responsibility. So far, the campaign has reached over 800,000 people through events, social media, and a short video featured on buses traveling from Pristina, the capital, to the three target cities of the campaign – Gjakovë, Gjiilan, and Prizren.

In contrast to traditional awareness raising campaigns, KGSC aims to change individuals’ behaviour rather than their attitudes and beliefs. To achieve this, the campaign focuses on education, awareness raising, and messaging that urges Kosovars to speak up if they suspect something. The campaign is targeted at individuals around the age of 35 – the age group most likely to report violence to the police, whether as witnesses, neighbours, or victims themselves.

Reporting rates to the police of incidents of VAWG have increased by 20% since the launch of the campaign in the three target municipalities.

Source: <https://eca.unwomen.org/en/news/stories/2020/2/innovative-campaign-contributes-to-increased-reporting-rates-of-violence-in-kosovo>

9.4.1.4 Sustainability

The lack of synergy between the actions carried out at the local level through CSOs and central level through public institutions is likely to limit the prospects of sustainability. So far, there is limited coordination between the actions of the EUO whose focus is on providing support to CSOs, and other international bodies supporting gender mainstreaming in the public sector, e.g., through providing support to AGE. Closer collaboration and support to national institutions and ministries is required to ensure sustainability. Previous EU support to national authorities has focussed on training gender officers in municipalities which should be continued and built upon; in addition to building up local data bases and expertise. EUO is now more responsive to national needs and priorities as embodied by AGE. It is important now to support and build on its key function which is to implement the Kosovo Gender Programme on Gender Equality, as required by the Law on Gender Equality.

9.4.2 Effects on economic and social women’s empowerment (EQ8)

9.4.2.1 Decent work

Women in Kosovo continue to experience various forms of gender discrimination in terms of access to decent work. Gender mainstreaming in the business sector faces many challenges and the situation has not notably improved. In the latest Enlargement progress report, the EU underlines the need to amend the law on labour and reform the maternity and parental leave system, which presents an obstacle to hiring female staff, particularly in the private sector. Only 12% of women in Kosovo are active in the labour market, i.e. either employed or registered as unemployed/looking for work, secondary legislation for the implementation of the Law on Protection from Discrimination has not been adopted and institutions continue to perform poorly in processing and investigating cases of discrimination. In addition, increasing participation of women from marginalised communities in the labour market should be a priority.⁵²⁹

There is only little evidence from documentation available that equal access to decent work has been directly addressed through specific EU-funded interventions. The EU (with co-funding from Swedish Development Cooperation) has financed a recent study⁵³⁰ which examines gender-based discrimination and labour, as part of a regional initiative to address such discrimination in six Western Balkan countries. The research was conducted in 2018⁵³¹ and aimed to identify shortcomings in the relevant legal framework; the prevalence of gender-based discrimination related to labour; the extent to which people have filed claims; and how institutions have treated such cases. As indicated above, there are also some references to EU monitoring of non-discrimination in employment and social policy in EU Enlargement progress reports. However, in general, the focus of EUO/EUSR efforts seem to have been on specific GEWE areas such as political representation and addressing VAWG in a variety of forms

⁵²⁹ EC (2019): Kosovo 2019 Report.

⁵³⁰ KWN (2019): Gender-based discrimination and labour in the Western Balkans.

⁵³¹ It was a as a collaborative effort of six women’s rights organisations in the Western Balkans: the Kosovo Women’s Network, the Gender Alliance for Development Centre, Reactor-Research in Action, the Kvinna till Kvinna Foundation, Women’s Rights Centre and the Helsinki Citizens’ Assembly Banja Luka.

(see sections 9.4.1 and 9.4.3). A cooperation between SIDA and UNOPS with support of UN Women in the field of labour rights is planned.

9.4.2.2 Access to economic resources

The Kosovo Law on Gender Equality (LGE) is one of the most advanced instruments of its kind in the region, and yet gender-based economic inequality in Kosovo is estimated to be the highest in Europe. As mentioned above, while Kosovo's legal and policy framework provides for gender equality in regard to access to (non-)land assets and financial services⁵³², challenges remain with its implementation. The LGE protects and promotes equality between the sexes as a basic value of the democratic development of society, and in principle provides equal opportunities for the participation of women and men in most areas political, economic, cultural and social life. However, the LGE has not yet been "mainstreamed" across other legislation. Women are estimated to own only 5-11% of all businesses, of which over 99% are micro-enterprises. In addition to reflecting other underlying inequalities, women's lack of property ownership impedes their access to loans and start-up capital.

Promoting women's access to economic resources is a key element of the Kosovo Programme for Gender Equality (KPGE) managed by the AGE in the Prime Minister's Office, but has not received much attention from the EU until recently. Businesses are not monitored for the application of the Law on Labour (2010), and its gender equality implications. In addition, there is a lack of expertise in research and analysis of economic indicators based on gender. However, some EU actions in recent years have targeted the establishment of a supportive business environment for women entrepreneurs or prioritised women's employment in order to contribute to sustainable economic and social improvement. For instance, the private company Besiana SHPK, which is owned by a woman and employs almost exclusively women, received a grant of EUR 400,000 for "improving the Processing of Collected Mushrooms, Junipers and Raspberries while Generating Female Jobs and Increasing Kosovo Exports". Albeit with its challenges, its noteworthy that the gender mainstreaming of IPA programmes has included encouraging the Ministry of Agriculture to establish affirmative measures for women farmers to receive subsidies, financed in part by the EU.

Box 29 AGE offering tax-free registration of joint property in Kosovo

In order to improve women's access to property, AGE in cooperation with the Kosovo Cadastral Agency, proposed an affirmative measure, 'Administrative Instruction on Special Measures for Registration of Joint Immovable Property on Behalf of Both Spouses'. This affirmative action aims to protect women's marital property established or created during marriage, by making the registration process for women free of charge. The action was first adopted by the CFR in 2016 and has been extended twice since then, remaining in force until 2019. AGE organised an awareness campaign, showed a promotional video on Kosovo's public service broadcaster and three local television media channels, and displayed 120 posters and billboards across Kosovo. By December 2017, 1,197 couples nationwide had registered their joint property.

Source: https://eurogender.eige.europa.eu/system/files/post-files/kosovo_-_tax-free_registration_of_joint_property_on_behalf_of_both_spouses_affirmative_.pdf

9.4.2.3 Enabling technology

Enabling technology was not a focus area of the EU assistance to Kosovo.

9.4.2.4 Sustainability

See section 9.4.1.4. The sustainability of the effects in this area are dependent on Kosovo's structural economic challenges such as access to finance.

9.4.3 Effects on women's voice and participation (EQ9)

9.4.3.1 Women's influence on decision-making

The EU, especially the EUSR, has been active in terms of supporting the increase of the number of autonomous women's organisations in legislative processes and raising the percentage of women in key institutions at various levels. While efforts by the Ministry of Local Government Administration have led to some improvements,⁵³³ women and especially ethnic minority women remain underrepresented as elected officials, civil servants and in political posts.⁵³⁴ Efforts at national and local

⁵³² OECD (2019): Social Institutions & Gender Index, <https://www.genderindex.org/wp-content/uploads/files/datasheets/2019/XK.pdf>

⁵³³ EC (2019): Kosovo 2019 Report.

⁵³⁴ Kosovo Women's Network (2018). Kosovo Gender Analysis.

level to strengthen the role of women and gender equality are hampered by a lack of funding, executive powers and political party agendas. Women's unfavourable situation in this regard requires further attention and improvement. Kosovo's Law on General Elections has a mandatory quota of 30% of Assembly seats reserved for women and does therefore not comply with the superseding Law on Gender Quality, that foresees equal participation (50%) at every level of decision making in political and public life. This point was reinforced by AGE and the Ombudsperson in public statements surrounding the recent snap parliamentary elections. As part of the EU-funded project Equal Rights for All Coalition, implemented by the European Centre for Minority Issues (ECMI) and the Kosovo Centre of Gender Studies, the latter published a paper on "Women's participation in decision-making in Kosovo" in 2017.

On national and local level, the Women's Caucus, Officers for Gender Equality (OGEs), Municipal Officers for Gender Equality (MOGE), and municipal women's caucuses make efforts to contribute to gender mainstreaming initiatives. GE officers in ministries and municipalities are part of the AGE network and may benefit from Sweden's support to AGE. Indirectly, the EU supported training and mentoring for them in gender mainstreaming IPA programmes, as well as worked with MEI and line ministries to encourage their increased participation in programme design. However, the Ministry of European Integration reported these individuals to be weak and marginalised. The EUSR is further interacting regularly with the Women Caucus of the Kosovo Parliamentary Assembly, which brings together all women parliamentarians from all political parties and communities. In June 2019, the EUSR participated in the Women's Caucus extraordinary parliamentary session with young women, which aimed at encouraging and inspiring them to join politics. The EUSR also regularly urged key national stakeholders to ensure greater coherence between policy commitments on GEWE and the legislation on elections. In May 2019, the EUSR launched the project '*Women in Politics - Confidence, influence and Effective leadership*'. In cooperation with the Geneva Centre for Security Policy and the Centre for Creative Leadership, 24 Kosovo women from all Kosovo communities, with leadership potential in areas of public life, received training, individual coaching and networking expertise.

Although EUO/EUSR officials have advocated the need for gender-responsive budgeting, this has not yet been implemented. Instead, as stated above, EUO/EUSR support focussed on increasing the number of autonomous women's organisations involved in legislative processes and raising the percentage of women in key institutions at various levels. In 2012, KWN with support of ADA and Kvinna till Kvinna established the Kosovo Women's Fund (KWF) to provide micro-grants and capacity building for women's grassroots organisations. An external evaluation from 2014 reports that proposal writing of grant recipients had improved, advocacy initiatives undertaken had contributed to changes in local policies, incl. the reallocation of funds in municipal budgets to benefit more women in communities, and that as a result of the project the number of women in decision-making processes had increased.⁵³⁵ Two other external evaluations of KWN's work⁵³⁶ were also very positive, highlighting the benefits of KWN's network structure and the impact of the EU/EU-MS-funded projects on women, marginalised and vulnerable groups and youth.

9.4.3.2 Women's voice in the society

EUO/EUSR through its support to local CSOs and especially KWN is making efforts to strengthen women's voice in the society. In Kosovo, a broad range of mostly local CSOs is working on democracy and advocacy, organised in various networks and platforms, like *Civikos* and *KOSID – Kosovo Civil Society Consortium for Sustainable Development*. As stated above (see 9.3.2.2), the EU has worked closely with CSOs in Kosovo. Having grassroots women-led CSOs as its main beneficiaries, the EU action properly addresses the concerns raised in many reports and researches, that women-led CSOs outside Prishtina tend to be severely under-funded, largely due to their low capacities and low attention given to small CSOs. During the EUSR-supported initiative 'Strengthening Women Participation in Politics and Decision-Making in Kosovo', the Coalition for Equality was established in 2018. The Coalition is a group composed of women in politics from the central and local levels, non-governmental women-led organizations and women activists who support and empower each other in improving the position of women in politics, decision-making and advancement of gender equality in Kosovo.⁵³⁷

The EU has also supported various actions in the area of Women, Peace and Security. Kosovo adopted their first National Action Plan (NAP) on Women, Peace and Security in March 2014 for the period of 2013-2015. The NAP was developed by central institutions of the Republic of Kosovo alongside members of civil society and supported by UN Women and OHCHR.⁵³⁸ Direct EU support to AGE has

⁵³⁵ Kosovo Women's Network (2014): Final Evaluation Report: External Evaluation of Kosovo Women's Fund.

⁵³⁶ Kosovo Women's Network (2018): External Evaluation of the Kosovo Women's Network, its Strategy for 2015-2018 and Key Programs Contributing to this Strategy; and KWN (2017): External Evaluation of the EU Civil Society Facility for Kosovo Action Implemented by KWN.

⁵³⁷ <https://womensnetwork.org/coalition-for-equality-discusses-kosovos-feminist-government/>

⁵³⁸ <https://www.peacewomen.org/nap-kosovo>

only been provided through this regional programme (managed from Brussels). As explained in section 9.4.1, the EU has supported the work of the Verification Commission of victims of sexual violence during the war in recent years. It has provided constant attention to ensuring equal representation in various working groups and discussion fora within the judicial and prosecutorial system in the context of the EU support to peace processes in Kosovo. The EUSR plans various activities in 2020 to commemorate the 20th anniversary of UNSCR 1325. In addition, the activities of AGE supported by the Sida (see 9.3.4.1) should eventually result in giving women a stronger and more accurate voice.

9.4.3.3 Discriminatory social norms

There is only limited evidence of EU external action substantively contributing to changing discriminatory social norms and stereotypes. There is no evidence of EU support on this topic beyond a few *ad hoc* actions. There have been some EU-funded awareness raising activities in the area of VAWG which aimed at combating negative social norms. As indicated in section 9.4.2, the EU (with co-funding from Swedish Development Cooperation) has also financed a recent study⁵³⁹ which examines gender-based discrimination and labour, as part of a regional initiative to address such discrimination in six Western Balkan countries. Sida has also worked with AGE to support information and PR officers as well as students of journalism to change gender stereotyping in media representation. In January 2018, the EUSR launched a series of monthly debates⁵⁴⁰ under the title '*EU Gender Talks - Because We Make a Difference*'. Chaired by the EUSR or her delegate, the discussions contextualise different topics in relation to gender⁵⁴¹, with the aim to raise awareness, contribute to the change of mentalities and improve equality policies in Kosovo. There is no evidence of EU support beyond these specific activities. Women continue to face challenges as regards property ownership and inheritance,⁵⁴² and there is no evidence of awareness raising on these issues.

9.4.3.4 Sustainability

As stated above (see 9.4.1.4), more adequate level of funding and closer coordination with international actors would likely enhance sustainability. The evaluations of KWN's work (see section 9.4.3.1) highlight the absence of systematic and easily accessible funding for grassroots organisations in Kosovo. In addition, more consistent use of available baseline data in programmes, and establishment of monitoring systems against that baseline would help to ensure sustainability.

9.5 Main findings - Institutional culture shift at EU level

9.5.1 Leadership and accountability (EQ2)

9.5.1.1 Leadership

There has been active engagement of EU senior management in the area of GEWE in Kosovo. As highlighted in section 9.3.1.3 above, EUO/EUSR senior management has been active in raising GEWE issues in policy and political dialogue in Kosovo. Moreover, the Head of Cooperation has reportedly discussed gender issues in annual meetings taking place at HQ. In 2018, the Ambassador required obligatory training on gender equality for all EUO/EUSR staff, as a corrective action towards improving knowledge and enhancing capacities of existing human resources to integrate a gender perspective in their respective areas of work. The previous Deputy Head of Cooperation was nominated "gender champion" by the team of gender advisors and focal points in the EUO/EUSR in 2018. This nomination took place after he raised gender equality issues in various fora and supported several internal steps to improve EUO/EUSR's performance related to the GAP II implementation.

Inside the delegation, women are well represented in leading positions (e.g., Ambassador, Deputy HoC). Discussions about GAP II implementation and staff members' responsibilities were organised during regular staff meetings, showing management's leadership on these issues and encouraging staff to take specific steps to ensure implementation of GAP II in their respective areas of work. Consultations were organised with EU MSs, civil society, and government stakeholders to discuss Kosovo Gender Analysis and the selection of GAP objectives to be prioritised in Kosovo.

In addition to the part-time Gender Focal Point at the EUO, there is a dedicated Gender Adviser at the EUSR office, making EUSR Kosovo the only EUSR that has a full time employed Gender

⁵³⁹ Kosovo Women's Network (2019): Gender-based discrimination and labour in the Western Balkans.

⁵⁴⁰ According to the information provided by the EUSR in the context of the GAP II reporting, the sessions have gathered more than 600 participants from Kosovo institutions, civil society organisations, EU MS representatives and other international stakeholders.

⁵⁴¹ They included topics such as Women in Business, Gender and Youth, Gender in the Electoral Cycle and Women and the Environment.

⁵⁴² EC (2019): Kosovo 2019 Report.

Adviser; the two work closely together. Since 2015, the EUO GFP is also the assistant to the Head of Cooperation and focuses on several other horizontal issues (e.g., cross-border cooperation). She is Task Manager for the contract with the Kosovo Women’s Network to provide a Help Desk function within the EUO and *inter alia* responsible for the GAP reporting, while the EUSR Gender Adviser has a more political focus and has a stronger engagement with AGE. In addition, some teams inside the delegation have appointed programme managers as GFP (e.g., Rule of Law). The Chief Political Adviser/Executive Coordinator, one political officer, and one legal assistant also work on gender at different levels of responsibility. In addition, all EUSR staff are trained on basic gender equality concepts, international and EU standards, along with methods for integrating a gender perspective in all EUSR work. EULEX also works with appointed Gender Focal Points and a full-time International Gender Adviser who offers strategic advice on gender mainstreaming in the implementation of the mission’s mandate.⁵⁴³

9.5.1.2 Technical expertise

There have been efforts to strengthen gender expertise of EUO/EUSR staff in recent years, and the institutional culture has changed towards gender mainstreaming. KWN developed a basic training package which was tailored to Kosovo and provided training to more than 150 EU staff. These trainings were perceived as useful by beneficiaries, while a recent gender mainstreaming training in Brussels was perceived as not well tailored for the Enlargement context. A toolbox available online needs to be updated. KWN has provided substantial support related to gender mainstreaming in IPA programming and GAP II implementation, though the help desk function has not been fully utilised by EU project managers (see 9.3.4.1). There also have been recent internal discussions at EUO/EUSR level on how to reflect gender balance and representation of minority groups in internal recruitment processes.⁵⁴⁴

However, the needs to further ‘sensitise’ EU tasks managers to GEWE remain and gender expertise is still outsourced (to KWN). Gender mainstreaming is not yet institutionalised and depends too much on personal efforts and interest. The EUO/EUSR appears to still rely heavily on the expertise of KWN to ensure gender mainstreaming of newly designed interventions, and a new contract was signed with KWN to provide a continuous support function to EU staff on GEWE. Task managers still do not feel fully equipped to properly mainstream gender through the whole project cycle. While the substantial support given to the EU through KWN, for instance through reviewing action documents, has notably improved the mainstreaming of gender in IPA programming, it seems to have counteracted to a certain extent the sustainable development of EU internal skills. In addition, staff turnover is also hampering EU-internal build-up of gender expertise.

Several of those interviewed in the EUO/EUSR thought that the introduction and implementation of GAPI & GAPII had made a difference in the interest and motivation of staff relative to GEWE obligations. However, it was felt by both EU and EU MS interviewees that the lack of concrete feedback from Brussels on GAP reporting undermined the process. The reporting exercise by itself has been perceived as helpful by some EU staff, but they would like to receive feedback from HQ on the reports. More backstopping from EU HQ would also be good, but needs to be tailored to DG NEAR context. Whilst the GAP process was generally believed to send a message to the field of the importance of GEWE it was perceived as triggering noticeable change or improvement. GAP II has not been mainstreamed into financial instruments or operationalised into contracts etc. due to the conflicting time frames – IPA programmes were programmed before the introduction of GAP. Another major problem with GAP was that it is a staff working document instead of a regulation and hence taken less seriously. GAP III should be more dynamic, more forward looking, and also obligatory.

9.6 Annex

9.6.1 List of persons consulted

Organisation	Position
Agency for Gender Equality	Chief Executive Officer of the Agency
Austrian Development Agency	Project Manager for Education, GFP in the office
EUD Kosovo	Deputy Head of Cooperation
EUD Kosovo	Focal points EIDHR, task manager
EUD Kosovo	Gender Adviser
EUD Kosovo	Gender Focal Person
EUD Kosovo	Head of Cooperation
EUD Kosovo	Task manager / GFP for Rule of Law and Fundamental Rights

⁵⁴³ <https://www.eulex-kosovo.eu/?page=2,41>

⁵⁴⁴ EC (2018): GAP II Report.

EUD Kosovo	Task manager economic development
EUD Kosovo	Task manager IPA assistance
Kosovar Gender Studies Center	CEO
Kosovo Women's Network	Programme Director, Lead Researcher
Kosovo Women's Network	Project Coordinator, in charge of gender-based discrimination regional project
Kosovo Women's Network	Project Coordinator, Legal Assistant gender mainstreaming in EU integration process
Ministry of European Integration	Senior Officer for Development Assistance/ Rule of Law Sector/ Department of Development Assistance, Ministry of European Integration
Ministry of Justice	National Coordinator against Domestic Violence (former)
NGO 'Žensko Pravo' Women Rights	Programme Director
SHpK Besiana	Manager, of the company
SIDA	Programme Manager Democratic Governance, Civil Society, Gender Equality and Human Rights, GFP at the Embassy
SIDA/AGE	Team Leader Sida funded project "Institutional strengthening of Kosovo Agency for Gender Equality and Gender Mechanism"
UN Women	Head of Office
UN Women	Technical Project Analyst

9.6.2 List of documents

9.6.2.1 EU Strategy Programming

- European Commission (2007): Multi-annual Indicative Planning Document (MIPD) 2007-2009 for Kosovo (under UNSCR 1244)
- European Commission (2008): Multi-annual Indicative Planning Document (MIPD) 2008-2010 2008-2010 for Kosovo (under UNSCR 1244/99)
- European Commission (2009): Multi-annual Indicative Planning Document (MIPD) 2009-2011 for Kosovo (under UNSCR 1244/99)
- European Commission (2011): Multi-annual Indicative Planning Document (MIPD) 2011-2013 for Kosovo (under UNSCR 1244/99)
- European Commission (2014): Indicative Strategy Paper for Kosovo (2014-2020)
- European Commission (2010): Annual Programme for Kosovo under the IPA Transition Assistance and Institution Building Component for 2010
- European Commission (2011): Annual Programme for Kosovo under the IPA Transition Assistance and Institution Building Component for 2011
- European Commission (2012): Annual Programme for Kosovo under the IPA Transition Assistance and Institution Building Component for 2012
- European Commission (2013): Annual Programme for Kosovo under the IPA Transition Assistance and Institution Building Component for 2013

9.6.2.2 EU Reporting

- EU Office in Kosovo (2011): External Assistance Management Report (December 2011)
- EU Office in Kosovo (2012): External Assistance Management Report (January 2012)
- EU Office in Kosovo (2012): External Assistance Management Report (December 2012)
- EU Office in Kosovo (2013): External Assistance Management Report (January-December 2013)
- EU Office in Kosovo (2014): External Assistance Management Report (January-December 2014)
- EU Office in Kosovo (2015): External Assistance Management Report (January-December 2015)
- EU Office in Kosovo (2016): External Assistance Management Report (January-December 2016)
- EU Office in Kosovo (2017): External Assistance Management Report (January-December 2017)

- EU Office in Kosovo (2018): External Assistance Management Report (January-December 2018)
- European Commission (2011): Enlargement Progress Report – Kosovo Report - Commission Staff Working Document, Brussels
- European Commission (2012): Enlargement Progress Report – Kosovo Report - Commission Staff Working Document, Brussels
- European Commission (2013): Enlargement Progress Report – Kosovo Report - Commission Staff Working Document, Brussels
- European Commission (2014): Enlargement Progress Report – Kosovo Report - Commission Staff Working Document, Brussels
- European Commission (2015): Enlargement Progress Report – Kosovo Report - Commission Staff Working Document, Brussels
- European Commission (2016): EU GAP II report for 2016 by EU actors in partner countries – Kosovo
- European Commission (2017): 2017 Annual Implementation Report of Gender Action Plan II
- European Commission (2017): EU GAP II report for 2017 by EU actors in partner countries – Kosovo
- European Commission (2018): Enlargement Progress Report – Kosovo Report - Commission Staff Working Document, Brussels
- European Commission (2018): EU GAP II report for 2018 by EU actors in partner countries – Kosovo
- European Commission (2019): Enlargement Progress Report – Kosovo Report - Commission Staff Working Document, Brussels

9.6.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions presented in Table 24, Table 26 and Table 40.

9.6.2.4 Gender-specific studies

- EU (2017): Women’s Participation in Decision-Making in Kosovo
- EU (2018): Kosovo Gender Analysis
- European Parliament (2017): Rights and Empowerment of Women in Western Balkans.
- EUSR (2019): Advancing Gender Equality (internal Draft)
- Government of Kosovo (2016): Evaluation of the Kosovo Programme for Gender Equality
- Government of Kosovo (2019): Performance Report of the Agency for Gender Equality
- KIPRED (2018): Accessing Justice for Gender-Based Violence Victims in Kosovo: Ending Impunity for Perpetrators
- Kosovo Gender Studies Center (2019): Women’s Participation in Decision-Making in Kosovo
- Kosovo Women’s Network & Kvinna Till Kvinna Foundation (2018): An Independent Evaluation of the Implementation of the EU Gender Action Plan II in Western Balkans Countries
- Kosovo Women’s Network (2014): Final Evaluation Report: External Evaluation of Kosovo Women’s Fund
- Kosovo Women’s Network (2017): A Gendered Reading of the External Evaluation of the Instrument for the Pre-accession Distance
- Kosovo Women’s Network (2017): External Evaluation of the EU Civil Society Facility for Kosovo Action Implemented by KWN
- Kosovo Women’s Network (2018). Kosovo Gender Analysis
- Kosovo Women’s Network (2018): External Evaluation of the Kosovo Women’s Network, its Strategy for 2015-2018 and Key Programs Contributing to this Strategy
- Kosovo Women’s Network (2018): Proposed indicators for OPSYS
- Kosovo Women’s Network (2019): Following through on EU Commitments to Gender Equality
- Kosovo Women’s Network (2019): Gender-Based Discrimination and Labour in Kosovo

- Kosovo Women's Network (2019): Gender-Based Discrimination and Labour in the Western Balkans
- Kosovo Women's Network (2019): Gender-based discrimination and labour in the Western Balkans
- Kosovo Women's Network and ADA (2015): "No more excuses: an analysis of attitudes, incidence and institutional responses to domestic violence in Kosovo"
- OECD (2019): SIGI Index, 2019
- OECD (2019): Social Institutions & Gender Index
- ORGUT (2014): Country Gender Profile: An Analysis of Gender Differences at all Levels in Kosovo
- SIDA (2012): Gender Study in Kosovo
- UN Women: Report on Gender-Based Violence in Kosovo (internal document)
- UNDP (2014): Gender Equality Strategy 2014-2017

10 Country case study: Lebanon

10.1 Introduction

10.1.1 Context

With a population of 6.1 million⁵⁴⁵, the Lebanese Republic is a small country bordered by Syria to the north and east and Israel to the south. Since gaining independence from France in 1943, Lebanon's history has been characterised by alternating periods of political stability and turmoil. Owing to the ongoing Syrian war, the country has hosted 1.5 million Syrian refugees since 2011⁵⁴⁶.

While Lebanon is a semi-presidential parliamentary democracy, the political system is characterised by confessionalism, as political posts are proportionately reserved for representatives from the country's main religious communities (mainly Muslims and Christians).

The latest parliamentary elections were held in May 2018 based on a new electoral law passed in June 2017. While the EU Election Observation Mission praised the elections as transparent, peaceful and well organised, areas for improvement were identified including the need to enable more women to participate in elections. Despite being very active in all areas of Lebanese life, women remain underrepresented in Lebanese politics and the 2017 electoral law was deemed to have insufficiently addressed these shortcomings.⁵⁴⁷

Some institutional progress in human rights has been recently made including the adoption of an anti-torture law in October 2017. Supported by the EU, progress was also made on establishing a secretariat for the national mechanism to improve reporting to international human rights bodies. The law on establishing the National Human Rights Institution and the National Preventive Mechanism to investigate allegations of torture and ill-treatment has not yet been implemented. The State Ministry for Economic Empowerment of Women and Youth (EEWAY), with EU support in the form of TA, prepared a draft national strategy for women's rights to be endorsed by the Council of Ministers but, unfortunately, the State Ministry was dissolved by the new government that took office in January 2020.

Lebanon has ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1997 but maintains reservations to Article 9(2) (equal rights with respect to nationality of children), Article 16(1)(c), (d), (f), and (g) (equality in marriage and family relations), and Article 29(1) (administration of the Convention and arbitration in the event of a dispute).

Article 7 of the 1926 Constitution states that all Lebanese are equal before the law and are to equally enjoy their civil and political rights, however, no reference is made to sex or to gender equality. Discrimination on the basis of sex is not prohibited by the Constitution.

Discriminatory laws towards women persist in Lebanon. Women are insufficiently protected by criminal law. Rape other than by a spouse is a criminal offence under the Penal Code; spousal rape is not a crime. The controversial Article 522 of the Penal Code (which exempted rapists from punishment if they married their victims) was abolished in August 2017. Nevertheless, some exceptions still exist for the perpetrator to be exonerated under certain circumstances. Abortion is generally prohibited by the Penal Code and adultery figures as an offence. Homosexual sex remains criminalised, although some courts have taken a more lenient interpretation when adjudicating cases. Article 562 of the Penal Code allowed for perpetrators to receive reduced sentences for "honour killing," but this Article has been repealed (in 2011). Women and girls are protected by the Law on Protection of Women and other Family Members from Domestic Violence, Law No. 293 of 2014 and a bill proposing amendments to improve the Law has been drafted.⁵⁴⁸ Nevertheless, domestic violence remains under-reported. Sexual harassment in the workplace is not prohibited although some acts are punishable under the Penal Code.

Labour laws in Lebanon offer protection to women in some respects but remain lacking in others. For instance, women have the right to equal pay for the same work as men⁵⁴⁹ and cannot be dismissed by employers when they become pregnant.⁵⁵⁰ Women are entitled to 10 weeks of paid maternity leave from their employer, but this is below the ILO's standard of 14 weeks. Women are, restricted from working in certain occupations that are considered hazardous and domestic workers, typically women, are excluded from protections offered by the Labour Code.⁵⁵¹

⁵⁴⁵ This figure includes approx. 4 million Lebanese, 1.5 million Syrian refugees and half a million Palestinian refugees.

⁵⁴⁶ Foreign Policy news (2019): <https://foreignpolicy.com/2019/07/31/lebanon-is-sick-and-tired-of-syrian-refugees/>.

⁵⁴⁷ EU (2018): JOINT SWD - Report on EU-Lebanon relations in the framework of the revised ENP (2017-2018).

⁵⁴⁸ UNDP (2018): Lebanon, Gender, Justice and The Law.

⁵⁴⁹ Lebanon Labour Law (1946): Article 26 of the Labour Code 1946 (as amended).

⁵⁵⁰ Lebanon Labour Law (1946): Articles 29 and 52 of the Labour Code.

⁵⁵¹ UNDP (2018): Lebanon, Gender, Justice and The Law.

The impact of Lebanon's confessional approach on women cannot be overestimated. There are 18 confessional groups and individuals are required to belong to one. Although rare, polygamy is permitted for Muslims, and male guardianship over women still exists for Muslim and Druze marriages. Women do not enjoy equal rights in marriage and divorce and divorce or annulment under the various sectarian Personal Status Laws. This can lead to perverse situations as when, for example, a woman desiring a divorce is forced to change her confessional status to obtain one. Muslim women have a right to inheritance but typically receive less than men. Thus, for example, it is possible that the widow of a small business owner who participated actively in the work of the firm will receive a pittance as compared to her husband's sons. Christian men and women, however, have equal inheritance rights. The custody of children typically rests with the mother for young children but in many cases a mother's custodial rights can be limited. Furthermore, men are granted guardianship over children, whereas women are not.⁵⁵²

Preparations are underway to raise the legal minimum age of marriage for women to 18, as currently there is no law prohibiting early marriage and all religious groups allow girls under the age of 18 to marry. In the World Economic Forum's Global Gender Gap Report, Lebanon is near the bottom, currently ranked 145 out of 153 countries.⁵⁵³

10.1.2 Overview of the EU cooperation

The EU has a long history of co-operation in justice and political reform and social cohesion reform in Lebanon. Table 28 below gives an overview of the main areas of cooperation and the related planned NIP allocations under the 2007-2013 and 2014-2020 funding cycles

Table 28 2007-2013 and 2014-2020 initial NIP allocations - Lebanon

	(2007-2013)	(2014-2020)
Sector 1	Political reform EUR 47 million	Justice and security system reform EUR 47 million – 58 million
Sector 2	Social and economic reform EUR 177million	Reinforcing social cohesion, promotion sustainable economic development and protecting vulnerable groups EUR 126 million – 154 million
Sector 3	Reconstruction and recovery EUR 113 million	Promoting sustainable and transparent management of energy and natural resources EUR 63 million – 77 million
Support measures / Non-focal sectors	n/a	Complementary support for capacity development and civil society EUR 79 million – 96 million
Total	EUR 337 million	EUR 315 million – 385 million

Source: 2007-2010 NIP/2011-2013 NIP/ 2014-2016 SSF.

The evaluation team identified a number of EU-funded gender-targeted interventions in Lebanon, many of which have an emphasis on women's social and economic empowerment. Within these, many interventions are funded by the ENI instrument and implemented by CSOs. Table 29 and Table 30 below contain a detailed list:

Table 29 GEWE-targeted contracts in Lebanon

Domain	Intervention title	Contract year	Cris ref.	Contracting party	Planned amount (EUR)
ENI	Southern Neighbourhood global allocation for 2015-2017				
	Lebanon Gender Analysis	2017	388231	Agriconsulting Europe sa	EUR 41,980
ENI	Promotion of Social Justice in Lebanon (D23432) – contracts focusing on GEWE				
	Gender Equity and Empowerment of Women in Lebanon – GEEWL/NCLW	2014	352324	Eurecna spa	EUR 870,000
	DAWRIC - Direct Action for Women: Reform Inclusion and Confidence	2016	377236	British Council	EUR 790,000

⁵⁵² UNDP (2018): Lebanon, Gender, Justice and The Law.

⁵⁵³ World Economic Forum (2019): Global Gender Gap Report 2020.

Domain	Intervention title	Contract year	Cris ref.	Contracting party	Planned amount (EUR)
ENI	2009 Reinforcing Human Rights and Democracy in Lebanon (D20489) – contracts focusing on GEWE				
	Women & Youth: Active actors in rural tourism towards sustainable development in Deir El Ahmar and rural Lebanese territories	2016	375262	Women's Association of Deir el Ahmar (WADA)	EUR 400,000
	Women Active in Rural Economic Development (WARED)	2016	375287	Safadi Foundation Association	EUR 414,000
	Enhanced Socio-economic status of women in south Lebanon	2016	375291	Lebanon Family Planning Association	EUR 369,000
ENI	Others				
	TAIEX Expert Mission on Drafting the Gender Equality Strategy	2017	n/a		EUR 10,200

Source: Authors' GEWE-targeted interventions inventory

Table 30 GEWE-sensitive contracts in Lebanon

Domain	Intervention title	Contract year	Cris ref.	Contracting party	Planned amount (EUR)
ENPI	Reinforcing Human Rights and Democracy in Lebanon (D20489)				
	Technical Assistance for the Provision of Capacity Building in the Framework of AFKAR III	2016	370806	Transtec sa	EUR 999,800
	Develop a stimulating socio-economic environment in North Lebanon	2016	375270	Institut Europeen De Cooperation Et De Developpement	EUR 500,000
	Socio-professional reintegration program for former substance abusers	2016	375292	Regroupement Mere De Lumiere, Regroupement Oum El Nour	EUR 470,018
	Inspire, Empower, Transform- Increasing resilience of disadvantaged communities in North Lebanon	2016	375293	Fista	EUR 475,263
ENPI	Promotion of Social Justice in Lebanon (D23432)				
	Support to Parliamentary Development in Lebanon	2013	334931	International Management Group	EUR 1.9 million
	Assisting Lebanon in the implementation of recommendations from international human rights mechanisms including the UPR	2015	358166	United Nations High Commissioner For Human Rights	EUR 1.5 million
	Technical assistance to support promotion of social dialogue in Lebanon	2015	362109	Gopa-Gesellschaft Fur Organisationplanung Und Ausbildung Mbh	EUR 1.9 million
	Technical Assistance to Support Youth Development in Lebanon	2016	374016	The British Council Royal Charter	EUR 795,788
	"Protection of vulnerable Lebanese and Syrian refugees, and ensuring the protection of human rights and access to social justice of refugees and stateless persons in Lebanon"	2016	375714	United Nations High Commissioner For Refugees	EUR 2 million
	Young people and drugs: a new participatory approach for Lebanon	2016	378093	Scoon Association	EUR 482,995
ENI	Access to basic services for the vulnerable population in Lebanon – Education & Health (D25043)				

Domain	Intervention title	Contract year	Cris ref.	Contracting party	Planned amount (EUR)
	Enhancing Access to Non Communicable Diseases and Mental Health Services at the level of Primary Health Care for Vulnerable Syrian refugees and Lebanese communities in Lebanon Response to the Syrian crisis	2015	371621	World Health Organization	EUR 2.3 million
	Supporting vulnerable Refugees and Lebanese through support to Public Education and Health Assistance	2015	369106	United Nations High Commissioner For Refugees	EUR 15.9 million
ENPI	Civil Society Partnership to Promote Reform in Lebanon				
	Towards an active participation of civil society in the reform process (TA'CIR)	2016	377249	Acted	EUR 5 million
	Mid Term evaluation for TA'CIR Programme	2018	400575	Altair Asesores SI	EUR 69,500

Source: Authors' GEWE-sensitive interventions inventory

10.1.3 Focus of the case study

Although the case study covers the whole EU support to GEWE, the analysis of outcomes puts a specific focus on the areas of i) VAWG, ii) economic and social empowerment, and iii) women's influence on decision making.

In addition, gender mainstreaming will be examined in more detail in the fields of i) social justice and ii) and local development (e.g., through the participation of CSOs to reform processes).

10.2 Main findings – Summary: Lebanon

1. The gender situation in Lebanon is difficult, and the EU has found it difficult to achieve significant progress. Reasons are multiple. Lebanon has for many years been characterised by political volatility and security issues. The Syrian conflict and resulting refugee inflows have exacerbated both, on top of which have recently come rapid economic deterioration and the Covid-19 crisis. Underlying all are the structural problems of the confessional political system and conservative social attitudes, both inimical to GEWE.
2. The EU has engaged in advocacy and political dialogue related to GEWE, but not consistently and at the highest level over the entire evaluation period.
3. The EU has provided support to the National Commission for Lebanese Women (NCLW), the agency now responsible for implementing the National Action Plan on Gender Equality. Prior to this, the EU supported the State Ministry for Economic Empowerment of Women and Youth (EEWAY), including providing TA to the drafting of the Gender Strategy; subsequently, the Ministry was dissolved and, in its absence, further responsibilities were absorbed by the NCLW. While the latter is judged functional, its capacity is low and many of the Ministry's responsibilities were never allocated to any other institution.
4. A bright spot is the presence of a number of highly capable gender-oriented NGOs in Lebanon, with whom the EU has worked closely, both in terms of engagement in programming and as project implementers.
5. Serious barriers to GEWE retard progress. Under the confessional system, women are systematically discriminated against in marriage, inheritance, child custody, and property rights. Apart from some advocacy in areas such as child marriage and gender aspects of criminal law, the EU has been unable or unwilling to launch a frontal attack on the discriminatory nature of the Lebanese patchwork of civil and religious law. The one area where there has been progress in policy terms is VAWG, but the capacity of Government (essentially the Ministry of Social Affairs) to implement policies is low.
6. The EU has supported economic empowerment projects in the North of Lebanon (with some extension into other regions). While of high quality and implemented by reliable NGOs, these have been rather timid, in that they have worked around, rather than confronted, social barriers to women's full economic empowerment.
7. Women's political voice is little heard in Lebanon, as indicated by the very low representation of women in Parliament. The Council of Lebanese Women, an umbrella organisation of women's NGOs, advocates for a quota system; specifically, a 30% quota at local authority level expected to trickle up to national level, but multiple problems - the confessional system, the interests of

prominent local families who expect representation, and the conservative attitudes of women themselves - have led to an overall lack of interest on the part of political parties.

10.3 Main findings - Design and implementation approach

10.3.1 Gender mainstreaming (EQ3)

10.3.1.1 Gender analysis

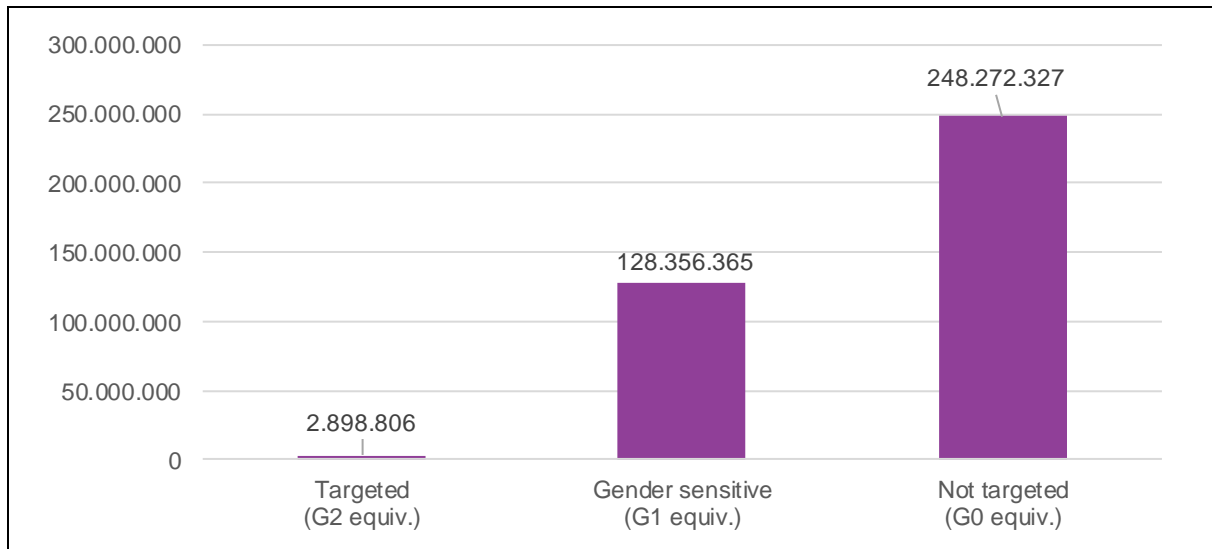
The EU has made a bona fide effort, over the evaluation period, to increase the quantity and quality of gender analyses in programming and the design of actions. EUD GAP reporting and EAMRs make clear that **gender analyses were consistently carried out by the EUD or its consultants and the results were integrated into strategic programming**. While the EUD fell short of the GAP requirement of incorporating gender analysis into all new programmes, it carried out analysis on principal topics, which contributed to better designing selected programmes. All programmes formulated in 2016 and 2018 were based on the 2015 Gender Country Profile wherever budget constraints allowed for gender expertise (in some sectors it did not). While, as of the 2018 EAMR, it was not possible to include a gender analysis in all new programmes/sectors, terms of reference for all identification missions included an analysis of the targeted sector from a gender perspective to allow better formulation of gender indicators and address relevant gaps. A weak point, identified in a TAIEX Final Report, is the inadequacy of sex-disaggregated official data relevant to assessing gender equality, a problem that could be addressed by greater government commitment. Additional resourcing, but particularly greater government support (which could leverage other funds) would contribute to collecting data on gender equality measures that would better establish baselines for monitoring progress, particularly in the area of SGBV. EUD, Dutch, and German GAP II reporting confirm that sex-disaggregated and gender-sensitive indicators are consistently used in the programming and project cycles. The 2018 EAMR reported that beneficiaries are now contractually obligated to provide sex-disaggregated data in results reporting. Reporting from the GEEWL/NCLW project identifies significant contributions to upgrading national gender indicators.

10.3.1.2 Mainstreaming in spending actions

EAMRs (e.g., 2018) indicate that **gender analyses have been used in identifying GAP II thematic priorities; specifically, SGBV, women's economic empowerment, and women's voice and participation in the public sphere**, all of which can fairly be called transformative. Contributing to gender mainstreaming, the EUD GFP was given the opportunity to comment on final draft Action Documents likely to require particular attention to gender sensitivity. In recent years, the GFP has been increasingly involved early on in the design of new interventions (not just for quality checks before finalisation of the action documents, but already during the preparatory phase of the action document).

Overall, according to the gender marker system, **only a small share of the EU assistance to Lebanon has been marked as gender-sensitive**. However, according to the team's analysis of CRIS data covering the period 2014-2018, around 35% of the interventions funded by the EU in Lebanon were gender-sensitive (i.e. targeted or non-targeted as marked G2 or G1 by the EUD) – see Figure 11 below. Regarding gender-targeted interventions, the EU has contracted around EUR 2.9 million between 2010 and 2018 in Lebanon.

Figure 11 Gender-sensitive EU funding amounts (2010-2018) - Lebanon



Source: Authors calculations based on CRIS data

EU programming does not squarely address the fact that GFPs in ministries remain marginalized, with little understanding of their role and little interest in their contribution. Based on only two non-targeted interventions identified – *Support to Parliament* and *Support to Universal Periodic Review*, efforts to ensure a gender-sensitive perspective have had little impact. French expertise provided by the first led to a legislative oversight session on gender mainstreaming and a workshop on incorporating gender mainstreaming into the legislative process. In the second, beneficiaries saw sex-disaggregation of indicators as irrelevant, as they did gender-specific aspects of tripartite dialogue. The main achievement regarding gender mainstreaming seems to have been equal representation of men and women in training activities. The mid-term evaluation of the TAC'IR local-area development project was harshly critical of the project's failure to take into account the differential impact of project interventions on men and women which, the evaluators concluded, reinforced and worsened, rather than reduced, gender inequalities.

In general, more has been learned on gender-targeted actions than on gender mainstreaming; something that may derive in part from weak government commitment to gender.

10.3.1.3 Mainstreaming in non-spending actions

Gender and women's empowerment issues were regularly raised in high-level policy dialogue, e.g., by the HoD in discussions with the Prime Minister, the Minister of Women's Affairs, the National Commission for Lebanese Women, female Ambassadors and Parliamentarians, and civil society groups. A focus was advancing the principles of equality and non-discrimination, mainly with regard to nationality law, domestic violence and personal status law including custody, marriage and divorce. As the May 2018 parliamentary elections approached, dialogue focus shifted to increasing women's political participation. At times, according to the EUD GFP, sector mainstreaming was become box checking and a question of numbers of women benefitting from project actions.

A significant constraint to policy dialogue was that Lebanon, over the evaluation period, was not judged eligible for budget support, removing one important platform for dialogue. There is **no evidence that gender was included in sector political dialogues including, crucially, the security sector.** However, gender was thoroughly integrated into technical dialogue under programmes to support vulnerable (essentially refugee) populations; e.g., in health (including sexual and reproductive health and maternal and child health) and education. The EU's limited engagement with gender in Lebanon is consistent with the overall context of fractured and unstable governments dealing simultaneously with a refugee crisis and political factionalism that weaken the foundations of Lebanese democracy. **There is no evidence that policy dialogue translated into improved programming.** Policy dialogue was more oriented towards advocacy than towards eliciting government priorities that would immediately influence strategic programming or project design; i.e., form the basis of a so-called "To Do" list. Yet, as stated above, gender analyses and, specifically, the Gender Focal Point contributed significantly at both strategy and project levels.

A basic problem is that between crises on top of crises (Syria, economic collapse and now Covid-19) and constant changes of government, political will to focus on and tackle gender issues is very low. Symbolic of this is the closure of the short-lived State Ministry for Economic Empowerment of Women and Youth.

EUD staff interviewed themselves admitted that mainstreaming is not at the level it should be, citing constant changes in government.

10.3.2 Instruments and modalities (EQ6)

10.3.2.1 Choice of financing instruments, incl. their combination

The dominant financing instrument used was ENI, with presumably some gender-relevant actions funded by EIDHR that have not yet been identified in desk phase. IcSP was also applied in Lebanon, but no gender-relevant actions were identified in the inventory. **Strategic documents and project documents reviewed do not discuss any motivations for the choice of instruments**, which appears to be more pragmatic than strategic in nature.

10.3.2.2 Choice of modalities and funding channels

Looking at the EU's Lebanon portfolio as a whole, by far the majority of EU-supported projects were implemented via delegated cooperation by UN agencies (UNHCR, ILO, IOM, UNICEF, UNDP, etc.) because of their specialised expertise. **In the area of actions targeted at gender**, as shown by Table 29, **most actions were implemented by national agencies/institutions**, although also represented is one international NGO and one MS consulting company. As described under JC 3.3, **policy dialogue took the form more of advocacy than eliciting government priorities to be fed into programme design**. The EUD staffer interviewed expressed a higher opinion of NGOs than the MoSA as implementing partners in terms of efficiency, yet NGO representatives interviewed regarded MoSA as a key partner. **National ownership overall is to be weak**; an outcome not inconsistent with reliance on international organisations and NGOs for implementation, as well as lack of political will to come to grips with gender issues.

10.3.2.3 Monitoring, evaluation and learning

Engendering M&E is still a work in progress in Lebanon. Project documentation consulted during desk review consists mainly of Final Narrative Reports and does not include logical frameworks, which would more likely be presented at decision or Action Fiche stage. Exceptions are the *TAC'IR* project mid-term review, which in Annex 5 presents project's logical framework and the Final Narrative Reports for *DAWRIC - Direct Action for Women: Reform, Inclusion and Confidence and Promotion of Social Dialogue in Lebanon*. These are relatively simple, straightforward, with results frameworks consisting of conventional Overall Objective, Purpose (or Results) and associated Activities. Engendering M&E is still a work in progress in Lebanon, particularly at the downstream stage of intervention logics because of gaps in the availability of sex-disaggregated data noted elsewhere. Based on the limited evidence available, GEWE project purpose / results were in large part hortatory (e.g., 'Strengthen the role of CSOs', 'Ensure women's active involvement', etc.) and insufficiently precise to allow a credible overall assessment of what had actually been achieved.

10.3.3 Coordination and EU added value (EQ4)

10.3.3.1 Complementarity

There has been good complementarity between the EU and EU MS, but there is no evidence for an explicit division of labour in the area of GEWE. The EU chaired the EU MS Human Rights Working Group consisting of Human Rights focal points. For reasons of efficiency, the EUD Gender Focal Point participated in the Working Group. There was a dedicated donor coordination mechanism for gender led by the Canadian embassy. This committee convened quarterly in meetings that were attended by the EUD and EU MS and participation in these meetings helped to ensure complementarity in the EU's ENI programming for gender. When the EU selected GAP II priorities to pursue, the choice was discussed with MS. However, no evidence for an explicit division of labour affecting gender was found in desk review.

There is some evidence that steps towards EU / EU MS Joint Programming have been taken; however, gender has not been integrated into the progress in this area. The 2018 EAMR notes a lack of enthusiasm on the part of EU MS capitals.

10.3.3.2 Value added

EU value added in gender has been limited in Lebanon. In order to add more value, according to interviews, several conditions would have to be met. One is better coordination with MS. While persons interviewed identified an increase in EUD commitment to gender following the introduction of GAP II, there is need for a more aggressive position on promoting GEWE in high-level political and policy

dialogue. For this to occur, better synergies between the EU's political and cooperation sections would be required.

10.3.4 Partnerships (EQ5)

10.3.4.1 Support to nationally-led coordination mechanisms

EU actions contributed overall to strengthening national stakeholders' ability to engage with GEWE and advocacy in policy dialogue. However, the system has been somewhat complicated, if not chaotic. Both the 2018 Gender Analysis Final Report and 2017 TAEX report cited a need to sort out institutional relations and improve coordination. National responsibility for coordinating donors' actions in gender, which rested with the Office of the Minister of State for Women's Affairs (OMSWA), was shifted in early 2019 to the State Ministry for Economic Empowerment of Women and Youth. Coordination between NCLW and Ministry was good – the Ministry to coordinate all actors on national level; e.g., campaigns against sexual harassment. According to persons interviewed, NCLW and Ministry complemented each other. The Ministry worked in four areas; (i) improving environment to respect main rights of women, (ii) economic empowerment for women, (iii) entrepreneurship, and (iv) networking and partnership with private sector. NCLW worked on issues not related to economic empowerment. The Ministry, with support from the World Bank, implemented the National Strategy. Then, within a matter of months, the Ministry was abolished; its portfolio not effectively distributed across other ministries, and the NCLW became the sole agency responsible for implementing the National Action Plan. The national fiscal allocation for implementing the plan is grossly insufficient, according to one source interviewed.

EU support to capacity building at NCLW, and the challenges facing that organisation, have been described elsewhere. However, persons interviewed pointed out that the NCLW has become more active and visible over the years and can be considered functional.

Overall, there has been good exchange of information on GEWE between donors in recent years. Gender coordination between donors in Lebanon is led by the Canadian Embassy. EU and EU MS are always invited and join the quarterly meetings. The EU Human Rights Focal Group convened by EUD every 6 weeks, and some meetings are devoted to GEWE.

In the specific area of VAWG, the EU's 2018 Gender Analysis Final Report found considerable overlap and competing messages among donors' actions.

10.3.4.2 CSOs' involvement (incl. women's organisations)

Many of the projects reviewed were implemented in partnership with, if not by, local NGOs, but no specific instances of NGO involvement in M&E were found in desk review. EAMRs make clear that, in accordance with the EU's Lebanon Civil Society Roadmap, civil society has been consulted regarding EU programming (e.g., the current SSF) related to gender; however, no evidence has been found of civil society participating in designing thematic programme Calls for Proposals. A challenge identified in ROM reporting is that NCLW, being short of human resources, should coordinate and collaborate more closely with civil society organisations active in the gender field. The EUD GFP, interviewed, was highly complementary of civil society organisations' gender work in Lebanon, comparing it favourably with the NCLW's lack of capacity

10.4 Main findings - Effects of the EU support

10.4.1 Effects on physical and psychological integrity (EQ7)

10.4.1.1 VAWG policy and legal frameworks

EU contributions in terms of strengthening policy and legal frameworks in the area of VAWG were principally in the earlier half of the evaluation period. In 2014, a significant step forward was the adoption and immediate implementation of legislation (Law 293) protecting women and other family members from domestic violence. Emergency protection procedures were introduced. While representing progress, NGOs and other observers have identified a number of gaps and weaknesses in the approach taken by Law 293 – it does not address marital rape, for example, and women's organisations have criticised its focus on "domestic violence" (covering children as well as women) as opposed to SGBV. **Other progress was registered in the guidelines for physicians** on reporting cases of SGBV and rape, protection of victim confidentiality, and elimination of the loophole that allowed rapists to escape prosecution by marrying their victim. However, according to the EUD's 2017 GAP II reporting, child marriage, closely associated with domestic violence, remains common, especially among Syrian refugees. **The EUD has consistently engaged in advocacy related to VAWG and strengthened the advocacy of government institutions such as NCLW as well as NGOs.** VAWG

was regularly raised in policy dialogue, including at the highest levels. However, there is no evidence from the desk review that EU spending actions contributed directly to legislative reform related to VAWG (e.g., drafting of legislation). The EU did provide TA to the Office of the Minister of State for Women's Affairs, created in December 2016, in drafting the National Gender Strategy 2018-2022. In addition, the EU financed UNICEF to advise the Ministry of Social Affairs (the agency responsible for implementing Law 293) in drafting its strategic plan in the area.

10.4.1.2 Capacities of rights-holders and duty-bearers

VAWG in Lebanon is inextricably intertwined with a lack of economic empowerment – the 2017 EU Gender Situation Analysis identified economic dependency as a principal cause of failure to seek legal relief for SGBV – so all actions supported by the EU to increase the economic independence of women contribute to tackling SGBV, as well. While **there is an abundance of CSO advocacy designed to raise women's awareness regarding VAWG**, the EU Gender Analysis noted **a wide range of potentially confusing messages which are often heavily "westernized" and reflect a rights-based approach**. Such an approach might resonate well with the urban middle class but is less effective with rural women than would an approach treating SGBV more as a matter of discrimination against women. The *TAC'IR* mid-term evaluation cited the EU's conclusion in its 2015 CSO Mapping that civil society in Lebanon is fractured and weak overall; this presumably includes NGOs active in the area of VAWG. One NGO representative interviewed observed that too many NGOs are concentrating on VAWG with insufficient coordination, because the area is easier to work in than political and economic empowerment of women.

There is a lack of capacity on the duty-bearer side, as well. Courts of Urgent Matters are tasked with adjudicating complaints brought under Law 293, but this is only a small part of their jurisdiction and the legal process is inefficient. Judges have tended to take a restrictive view of the law, disallowing instances of verbal, emotional, sexual, and economic violence. As of the 2018 Gender Analysis Final Report, there existed easily accessible data covering jurisprudence related to VAWG. **Despite the roles of the Ministry of Social Affairs, VAWG is mostly dealt with outside government, in particular through NGOs and CSOs.** While an informal referral system is in place, there continues to be no formal one. While Social Development Centres offer protection, the Gender Analysis suggested a system of "one-stop shops" so that victims are not forced to navigate a complicated system to obtain needed shelter, psycho-social services, social assistance, child custody, legal counselling and representation, etc.

10.4.1.3 Agents of change

The EU's Gender Analysis reports that **NGO awareness-raising campaigns have heavily focused on victims' rights**, which makes it **likely that the role of men is not adequately addressed**. The finding of the analysis that NGO campaigns have been heavily "westernized," concentrating on urban, middle class women as victims suggests that men and traditional leaders have been little targeted by organisations active in the field.

10.4.1.4 Sustainability

No spending actions directly related to VAWG have been examined, so it is not possible to offer an assessment of this JC.

10.4.2 Effects on economic and social women's empowerment (EQ8)

10.4.2.1 Decent work

Women are paradoxically underrepresented in Lebanese economic life in general (e.g., the female labour force participation rate is among the lowest in the world) while overrepresented in elite professions such as medicine and engineering. I.E, if women do work, they are more likely than men to work in a highly trained capacity. Women who do work outside the home are more likely than men to work in the informal sector. Many women who do not figure in the labour force statistics work informally as unpaid family labour and, if they participate in family businesses, often have little decision-making authority. While the female labour force participation rate shows signs of increasing, there is no sign that fundamental structural obstacles to female equality in the labour market are being eliminated. Rising enrolment in secondary and higher education, with a resulting increase in labour force participation, has not been matched by job growth, resulting in growing female unemployment and many frustrated female jobseekers dropping out of the labour force or opting for informality.

Several projects examined have dealt with aspects of women's economic activity – e.g., the WADA project on rural tourism in Northern Lebanon, and the agro-food processing *WARAD* project implemented by the Safadi Foundation, and the micro-entrepreneur capacity building project *Develop a*

Stimulating Socio-economic Environment in North Lebanon. Projects have benefited from continuity (i.e., they have run for many years) and good relations with the MoSA. At the same time, **the design of projects has been as much concerned with accommodating women's economic marginalisation – finding entry points that fit with entrenched gender roles – than with tackling it.** Given constraints in rural Lebanon, this may have been a justifiable approach. The project *Promotion of Social Dialogue*, providing TA to strengthen tripartite Government-employers' organisations-trade unions dialogue, had the potential to mainstream gender labour market issues, but the Final Narrative Report includes only passing reference to gender and beneficiaries are reported to have viewed it as irrelevant to tripartite dialogue.

Lebanese labour law guarantees equal pay for equal work but many disparities persist. As documented by Oxfam, some of these are mediated through the compulsory National Social Security Fund covering the formal sector, whose benefits structure systematically discriminates against women workers. **No evidence has emerged from desk review that EU actions have directly tackled formal-sector labour market discrimination.**

As documented in the draft Lebanon case study of the draft desk report of the ongoing evaluation of EU support to migration, **one area in which the EU has been extremely and visibly active is in comprehensively addressing the needs of migrant female domestic workers**, a feature of middle-class urban Lebanese life. Under the sponsorship *kafala* system, these women are sometimes exploited almost to the point of having been trafficked into forced labour. Through *PROWD - the Action Programme for Protecting the Rights of Women Migrant Domestic Workers (WMDWs) in Lebanon*, a representative labour organisation was put in place with EU support, though success has been limited because the group covered still does not have rights under Lebanese labour law and the *kafala* sponsorship system remains in effect. Structural attitudinal constraints are a factor; for example, an awareness-raising session for middle-class female bank employees who sponsor domestic helpers was reported (in a ROM report) to be largely ineffective because attendees did not perceive the *status quo* to be problematic

10.4.2.2 Access to economic resources

Lebanese civil law accords non-Muslim men and women equal inheritance rights. Inheritance law for Muslims depends on prevailing traditional law. While women of all confessions, married or unmarried, have the same rights as men under contract and property law, discriminatory practices, such as registering land under a male's name, are rife and place women at a disadvantage. Furthermore, the concept of marital property is unfavourable to women's interests. As discussed under JC 8.1, **apart from advocacy efforts, including actions related to policy dialogue, the EU has supported little direct action to address the problem of unequal access to economic resources.** The support to female employment and entrepreneurship actions reviewed above made some contribution but were, were, as stated, more designed to accommodate constraints than to eliminate them.

10.4.2.3 Enabling technology

The EU has consistently supported communication strategies of beneficiaries, but the specific technology aspect of it has not been reported. The economic empowerment projects cited above all included aspects related to literacy, numeracy, basic entrepreneurship skills, etc.

10.4.2.4 Sustainability

No evidence relevant to this JC has been gathered in desk review

10.4.3 Effects on women's voice and participation (EQ9)

10.4.3.1 Women's influence on decision-making

The EU has consistently advocated for increased participation of women in public life, which all observers characterise as being low. The EU directly targeted the strengthening of women's voices in its support to the NCLW and the British Council *DAWRIC* project on women's participation at local and municipal level. It mainstreamed gender into its '*Support to the Parliament*' and '*Support to Universal Periodic Review*' projects.

In general, women are active in civil society but far less active in formal politics; there is reportedly some increase in women's representation in government and Parliament, which lags far behind what would be expected. One NGO representative interviewed stated that women are systematically excluded from highest positions, citing not only attitudes of men, but attitudes of women themselves as barriers.

The Lebanese Council of Women – a network of 150 women's NGOs working on political participation supports a quota system. Political parties, who do not see women as electoral assets, are not convinced.

And the confessional political structure complicates matters. At local level, prominent families must be represented, and they prefer to nominate men. The current target of advocates is 30% representation in local authorities, which, it is argued, will trickle up to national level.

Gender-responsive budgeting is not a subject of discussion in Lebanon.

10.4.3.2 Women's voice in the society

According to GAP II reporting, the EUD in Lebanon has expressed its commitment to women's participation in the peace process. However, the extent to which this commitment has led to results is not clear. Among actions reviewed, the only action to have systematically prioritised raising girls' and women's confidence through broad-based actions to change both self- and community perceptions is *DAWRIC*.

While the EU has supported all beneficiaries to communicate more effectively, there has been no mention of using specific technology in order to do so. One NGO representative expressed concern that capacity building and empowerment were aimed more at NGOs themselves than at the grassroots who are the ultimate targeted beneficiaries

10.4.3.3 Discriminatory social norms

The EU has advocated for the elimination of discriminatory social norms and gender stereotypes. But, apart from strengthening the capacity of the NCLW, the only evidence of direct actions in support of attitudinal change comes in the form of the *DAWRIC* Final Narrative Report cited above. The women's economic empowerment projects described above will indirectly raise women's voice, and one NGO representative explicitly said that political empowerment will only follow economic empowerment.

10.4.3.4 Sustainability

Evidence on sustainability is mixed and suggests that sustainability was largely a function of beneficiary interest. Project documentation examined has consisted in large part of Final Narrative reports, so it is difficult to say whether sustainability was considered from the start. ROM reporting was optimistic on the sustainability of the *Support to Parliament* project, because trained staff were in place and their terms of reference were clear. Similarly, the *Support for Universal Periodic Review* project was judged positively because of genuine interest at the Ministry of Foreign Affairs in making progress towards meeting international commitments. However, the same report seriously questioned the *Support to the NCLW* project because the GFPs in ministries that were to be NCLW's clients were under-visible, underutilised, and unsure of their role. No steps had been taken at ministry level to confirm or ensure interest in gender mainstreaming. The mid-term review of the *TAC'IR* civil society local development project found that sustainability was "*not guaranteed*" but thought that it could eventually be achieved if beneficiary CSOs continued their actions.

10.5 Main findings - Institutional culture shift at EUD/embassy level

10.5.1 Leadership and accountability (EQ2)

10.5.1.1 Leadership

EU senior management has given high priority to improved performance on gender mainstreaming. There has been no senior gender champion appointed within the EUD according to GAP II reporting. According to the GAP II reporting, the HoD participated in panel debates such as the one on 'Women Diplomats: Engaging Women in Political Leadership' in 2018. She also made keynote speeches on women political participation in various events, including conferences organised by universities and other development partners. At the same time, EUD staff interviewed stated that, over the years, the willingness of the Delegation to pursue gender equality in high-level political dialogue has been variable; sometimes strong, sometimes weak.

10.5.1.2 Technical expertise

The GFP received GAP II training in Brussels in 2017 and subsequently conducted training for EUD staff, and external gender expertise has been hired as needed. The EUD has requested closer support from the relevant DG NEAR CoTE (Human Rights) both in terms of training and oversight at early stages of the programming cycle.

10.6 Annex

10.6.1 List of persons consulted

<i>Organisation</i>	<i>Position</i>
EUD Lebanon	Gender Focal Person
Italian Embassy in Beirut	Consul
National Commission for Lebanese Women	Coordinator Plan 1325
National Commission for Lebanese Women	President
Safadi Foundation	General manager
Women's association of Deir el Ahmar (WADA)	Founder & President

10.6.2 List of documents

10.6.2.1 EU Strategy Programming

- European Commission (2007): Lebanon: Country Strategy Paper (2007-2013) and National Indicative Programme (2007-2010)
- European Commission (2011): Lebanon: National Indicative Programme (2011-2013)
- European Commission (2014): Lebanon Single Support Framework (2014-2016)
- European Commission (2017): Lebanon Single Support Framework (2017-2020)
- European Commission (2019): Decision on the multiannual action programme 2019 and 2020 part I in favour of the Republic of Lebanon.

10.6.2.2 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions presented in Table 29 and Table 30.

10.6.2.3 EU Reporting

- EU Delegation to Lebanon (2008): External Assistance Management Report (EAMR)
- EU Delegation to Lebanon (2009): External Assistance Management Report (EAMR)
- EU Delegation to Lebanon (2011): External Assistance Management Report (EAMR)
- EU Delegation to Lebanon (2012): External Assistance Management Report (EAMR)
- EU Delegation to Lebanon (2013): External Assistance Management Report (EAMR)
- EU Delegation to Lebanon (2014): External Assistance Management Report (EAMR)
- EU Delegation to Lebanon (2015): External Assistance Management Report (EAMR)
- EU Delegation to Lebanon (2016): External Assistance Management Report (EAMR)
- EU Delegation to Lebanon (2017): External Assistance Management Report (EAMR)
- EU Delegation to Lebanon (2018): External Assistance Management Report (EAMR)
- European Commission (2012): European Neighbourhood Policy: Lebanon Country Progress Report (2011)
- European Commission (2013): European Neighbourhood Policy: Lebanon Country Progress Report (2012)
- European Commission (2014): European Neighbourhood Policy: Lebanon Country Progress Report (2013)
- European Commission (2015): European Neighbourhood Policy: Lebanon Country Progress Report (2014)
- European Commission (2016): European Neighbourhood Policy: Lebanon Country Progress Report (2015)
- European Commission (2018): European Neighbourhood Policy: Lebanon Country Progress Report (2017-2018)

- European Commission (2016): EU GAP II report for 2016 by EU actors in partner countries - Lebanon
- European Commission (2017): EU GAP II report for 2017 by EU actors in partner countries – Lebanon
- European Commission (2018): EU GAP II report for 2018 by EU actors in partner countries – Lebanon

10.6.2.4 Gender specific studies

- EU (2015): Gender Country Profile.
- EU (2018): Gender Analysis – Final Report.
- OECD (2019): Social Institutions & Gender Index Lebanon.
- UNDP (2018): Lebanon Gender Justice and the Law.
- World Economic Forum (2019): Global Gender Gap Report 2020.

10.6.2.5 Other studies/document

- EU (2018): Joint SWD – Report on EU-Lebanon relations in the framework of the revised ENP (2017-2018)
- Foreign Policy (2019): Lebanon Is Sick and Tired of Syrian Refugees
- Lebanese Labour Law (1946)

10.6.3 Gender-specific programmes and projects funded by EU MS

This annex gives an overview of GEWE-related interventions implemented by EU MS in Lebanon. The overview is based on information made available through the various GAP II reporting exercise(s).

Objective 1: Ensuring girls' and women's physical and psychological integrity

- 2016 GAP II reporting:
 - **Italy:** Social inclusion, Health and Economic opportunities to improve the livelihoods of vulnerable women in the Beirut Urban area of Nabaa – EUR 805,400,00
 - **Italy:** Protection of the rights of migrant women and refugees in Lebanon - Women Rights in Lebanon for Development (WORLD)– EUR 453,938,00
 - **Italy:** Support to detained women, their children and families”, component included in the initiative “The National Programme for Socio-economic Development – EUR 159,000,00
- 2017 GAP II reporting:
 - **Czech Republic:** Prenatal care for vulnerable women in Lebanon (Humanitarian Project)
 - **Italy:** “Support to detained women, their children and families”, component included in the initiative “The National Programme for Socio-economic Development”
 - **The Netherlands:** Improving prevention and response of security personnel (police) towards women and SGBV cases
 - **The Netherlands:** Protection and Mitigation of Gender Based Violence against Women and Girls in Lebanon

Objective 2: Promoting the economic and social rights/ empowerment of women and girls

- 2016 GAP II reporting:
 - **Italy:** Social inclusion, Health and Economic opportunities to improve the livelihoods of vulnerable women in the Beirut Urban area of Nabaa – n/a
 - **Italy:** Enhance the food security through the improvement of the dairy production practices of vulnerable groups – EUR 370,000

Objective 3: Strengthen girls' and women voice and participation

- 2016 GAP II reporting
 - **Finland:** Women In Front – USD 50,000
 - **Italy:** Gender and Governance Phase II – EUR 563,500,00
 - **The Netherlands:** Funding Leaderships and Opportunities for Women – EUR 2,600,000 for Lebanon (2015-2020)

- **The Netherlands:** SHIELD – EUR 132,316 (2014-2016)
- **The Netherlands:** IWSAW (LAU) – EUR 184,601
- **The Netherlands:** LOST – EUR 110,000 (2016-2017)
- **The Netherlands:** Women In Front – EUR 122,360 (2016-2018)
- n/a: Bursary support to vulnerable children including girls from community schools to access secondary education – EUR 300,000 (2018-2021)
- 2017 GAP II reporting:
 - **Italy:** Women and Governance - Phase II
 - **The Netherlands:** Women in Leadership positions
 - **The Netherlands:** Counselling Office for Women in Politics
 - **The Netherlands:** Women Empowered for Leadership

11 Country case study: Morocco

11.1 Introduction

11.1.1 Context

Morocco is a lower-middle-income country of about 34 million people. Politics take place in a framework of a parliamentary constitutional monarchy, whereby the Prime Minister is the head of government, and of a multi-party system. In 2011, a new Constitution providing more power to elected officials and expanding individual rights was introduced in the country. The Constitution proclaims the principle of gender equality in its Article 19.

The Government of Morocco promoted pro-poor growth and substantial investment in social sectors over the past 15 years. While extreme poverty was eradicated⁵⁵⁴, pockets of poverty remain across the country and territorial disparities reflect deep social and economic inequalities.

Moroccan laws are primarily based on French civil law and Islamic Sharia law⁵⁵⁵. Matters of personal status, such as inheritance, marriage, divorce, nationality, and child custody, are governed by the *Moudawana* or Family Code established in 2004.

The Ministry of Solidarity, Social Development, Equality and Family⁵⁵⁶ which has for main objective to promote equality and women's rights in Morocco has been the lead ministry in the development of the "Government Plans for Equality" (Plans Gouvernementaux pour l'Egalité – PGE), including the ongoing "PGE 2" (2017-2021) and its predecessor "PGE 1" (2012-2016). Within the Ministry, the Directorate for Women, which consists of two divisions and six services, is responsible for coordinating and supporting the various stakeholders involved in the field of Gender Equality and Women's Empowerment (GEWE) in the country. It also manages and monitors the implementation of the PGEs as well as the National Strategy for fighting Violence against Women. Other entities involved in the steering and monitoring of the Plan for Equality include: i) the Ministerial Commission for Equality, chaired by the Head of Government, which meets on annual basis; and ii) an Inter-ministerial Technical Committee that is scheduled to meet at least twice a year.

11.1.2 Overview of the EU cooperation

The relations between the EU and Morocco are framed in the European Neighbourhood Policy (ENP). An EU-Morocco Association Agreement came into force in March 2000, and, under it, Morocco has become one of the EU's privileged partners in North Africa. In 2008, in the context of the new ENP, the Kingdom attained "*statut avancé*" vis-à-vis the EU, leading to the creation of a political and strategic dialogue including democratization, human rights, and governance. This was a first for a non-EU Member State (EU MS).

In June 2019, the EU and Morocco released a joint statement after the Association Council outlining priorities and themes for closer cooperation in the years ahead. The partnership between the EU and Morocco includes one of the EU's most advanced trade relationships outside of Europe (although trade negotiations for a DCFTA, after being launched in 2013, have come to a standstill in 2014), as well as a range of initiatives including parliamentary exchanges, cooperation on security and migration, and EU assistance under the European Neighbourhood Instrument (ENI). Thanks to EU grants used to increase the concessional nature of loans from European financial institutions and to absorb political and economic risks, the country has been able, since 2011, to access loans worth EUR 6 billion in the sectors of sustainable energy, water management, transport, skills and private sector development. Morocco also benefits from funding under the North of Africa window of the EU Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa⁵⁵⁷, which was established in November 2015.

For 2014-2020, a range of EUR 1,323 million to EUR 1,617 million is allocated for bilateral assistance under the ENI (with a total committed amount of EUR 1,362 million for 2014-2019). Table 11 below summarizes the main areas of cooperation identified under the ENI and the related planned Multi-annual Indicative Programme (MIP) allocations. In addition to the ENI cooperation programmes, Morocco also receives additional funding under several thematic programmes and instruments, such as: the European Instrument for Democracy and Human Rights (EIDHR), the Civil Society Organisations and Local

⁵⁵⁴ The national poverty line (US\$2.15 per day) fell from 15.3% of the population in 2001 to 4.8% in 2014 (source: World Bank – 2018 Systematic Country Diagnostic).

⁵⁵⁵ The 2011 Constitution stipulates that Islam is the official state religion and 99% of Morocco's population identify as Muslim.

⁵⁵⁶ <http://www.social.gov.ma/en/rubrique/woman>

⁵⁵⁷ https://ec.europa.eu/trustfundforafrica/index_en

Authorities under the Development Cooperation Instrument (DCI). In the area of higher education, Morocco also benefits from the Erasmus+ programme which has been launched in 2014.

Table 31 Overview of NIP allocations - Morocco

	CSP/NIP (2007-2013)	SSF (2014-2020)
Sector 1	Social Policy development EUR 296 million (2007-2010) EUR 115-120 million (2010-2013)	Equitable access to social services EUR 397-485 million
Sector 2	Economic modernisation EUR 240 million (2007-2010) EUR 55-60 million (2010-2013)	Democratic governance, the rule of law and mobility EUR 331-404 million
Sector 3	Institutional support EUR 40 million (2007-2010) EUR 230-235 million (2010-2013)	Employment and sustainable and inclusive growth EUR 331-404 million
Sector 4	Good governance and human rights EUR 28 million (2007-2010) EUR 85-90 million (2010-2013)	Complementary support to the Action Plan, FTA and civil society EUR 265-323 million
Sector 5	Environment protection EUR 50 million (2007-2010) EUR 85-90 million (2010-2013)	n/a
Total	EUR 1 234 million	EUR 1 324 - 1 616 million

Source: 2007-2013 CSP/2011-2013 NIP/2014-2020 SSF.

Morocco is one of the two countries where the EU has funded a budget support programme focussing on GEWE (the PGE support programme and its successor the EGALITE – MOUSSAWAT programme). In addition to the accompanying measures implemented in the context of the above 'Budget Support packages', the EU provided complementary support in the area of GEWE in the context of other bilateral interventions (education, health, justice, support for civil society, etc.) and of actions financed under thematic budget lines (in particular, various grants financed under the EIDHR and covering issues such as violence against women and girls, women's participation in local governance, strengthening of CSO's role in advocacy and policy monitoring).

Table 32 below contains a detailed list of the EU-funded gender-targeted interventions in Morocco.

Table 32 GEWE-targeted contracts in Morocco

Intervention title (short title)	Contract year	CRIS ref.	Contracting party	Contracted amount
ENI funding				
Appui à la promotion de l'équité et de l'égalité entre les femmes et les hommes (PGE Support programme)	2012	D-22775	Government of Morocco (Budget support component) + Various (accompanying measures: TA, CSO component)	EUR 25 million ⁵⁵⁸
EGALITE – MOUSSAWAT (Budget Support)	2019	D-40260	Government of Morocco (Budget Support)	EUR 26 million ⁵⁵⁹
Programme d'appui au Partenariat pour la Mobilité UE-Maroc	2015	D-26434	Médecins du monde - dokters van dewereld	EUR 1.4 million
Renforcement des capacités des OSC locales pour un accompagnement des femmes victimes de violence	2017	c- 391804	Quartiers du Monde	EUR 0.5 million
EIDHR				
Sortir les femmes de l'emprise de la violence au Maroc: écoute, accompagnement et renforcement des capacités	2016	c-374641	Association marocaine d'éradication de la violence contre les femmes (AMVEF)	EUR 443,423
Promouvoir la réforme judiciaire pour la parité hommes/femmes au Maroc	2016	c-373880	Droit et justice	EUR 281,963
Filles de l'espoir	2015	c-371071	Soletterre-strategie di pace onlus	EUR 293,519

⁵⁵⁸ The total planned amount during the period under review was actually 7 million, since the biggest contract under this intervention (c-298751, EUR 18 million, contracted in 2012) is outside of the temporal scope.

⁵⁵⁹ EUR 26 million for budget support, out of a total of EUR 35 million for the whole financing decision.

<i>Intervention title (short title)</i>	<i>Contract year</i>	<i>CRIS ref.</i>	<i>Contracting party</i>	<i>Contracted amount</i>
Autonomisation des mères célibataires avec leurs enfants au Maroc dans le respect de leurs droits et dignité	2014	c-339586	Institution nationale de solidarite avec les femmes en detresse insaf	EUR 1.6 million

Morocco has also benefitted from EU-funded programme which paid a special attention to GEWE issues such as the EUR 17 million programme, which is implemented by UNOPS and supports civil society's actions in three thematic areas: i) Youth; ii) Gender equality; and iii) Environment.

11.1.3 Focus of the case study

This case study put a special emphasis on the EU institutional environment around the support provided to GEWE in Morocco and the delivery of budget support.

Remark on the methodology: due to the COVID-19 pandemic, the evaluation team had to carry out data collection remotely – i.e. the team met with the relevant in-country stakeholders (see list provided in annex) via phone or internet platforms.

11.2 Main findings – Summary: Morocco

1. The EU has contributed to developing gender evidence through various actions since 2014 (e.g., updating the gender profile produced in 2015, carrying out sector gender analyses in collaboration with France (AFD), supporting the collection of GEWE-related evidence, etc.). However, the use of gender evidence by the EU diverges across sectors; it has been hampered by a lack of capacity (time, expertise) within the various EUD sections and the diverging quality of the gender analyses themselves.
2. Gender mainstreaming in EU spending actions in Morocco has been uneven; in particular, it has been much higher in the social sectors than in most of the other parts of the portfolio (even though partially addressed mostly through gender responsive budgeting global support across all Ministries). Efforts are being pursued to ensure a greater integration of gender sensitive lens in programming and implementation. Moreover, complementarity between interventions explains to some extent why some interventions have been marked as gender-blind. The GFP, which is a full-time gender expert, has been instrumental in enhancing gender mainstreaming efforts in recent years.
3. The use of budget support to support GEWE stems from the broader bilateral cooperation context, where budget support has been the privileged modality of cooperation in the last decade. Given its strong result-oriented dimension, budget support has substantially enhanced EU's monitoring and learning mechanisms related to support to GEWE. Budget support has substantially contributed to enhancing EU's engagement on GEWE in the country; as the EU adequately saw budget support as one element of a mix of modalities, it has had an integrative effect on the EU's overall support to GEWE.
4. Overall, there has been a good level of coordination between the EU and EU MS. The EU "Working Group" on Gender that was established in 2015 and that is meeting regularly (more than 4 times per year although the frequency fluctuated from year to another) appears to be one of the most active donor working groups in Morocco.
5. In addition to some progress towards EU joint programming, which is now being actively pursued in three areas of cooperation including gender, there has been some recent promising examples of synergies created between EU and EU MS efforts in the area of GEWE. Although there is policy dialogue on GEWE with national authorities and relevant institutions have been invited in some of the meetings of the EU "Working Group" on Gender, joint EU and EU MS engagement in dialogue with national authorities could be still increased. The ongoing joint programming process on GEWE is an opportunity to build on the existing dialogue and foster a joint engagement in dialogue in this area, including on sensitive topics.
6. The EUD has played a unique role in policy dialogue and donor coordination in the area of GEWE; its presence in multiple sectors of cooperation put it in a privileged position to support gender mainstreaming in national policies.
7. While institutional coordination mechanisms have been rather functional, the Ministry of Solidarity still lacks the political weight and capacity to genuinely play a leading role in nationally-led gender coordination mechanisms; moreover, nationally-led donor coordination has been limited. In contrast, there has been a close partnership between European actors and UN Women in Morocco.
8. The EU has maintained constant attention to involving CSOs (national NGOs) in its interventions in the area of GEWE. However, despite these various initiatives, the EU has not yet fully leveraged its unique relationship with CSOs and the bridge between CSOs and the Moroccan government this position offers.
9. There is a clear commitment by senior management to GEWE-related issues, which aligns with the importance given to GEWE in EU's engagement in policy and political dialogue in Morocco; however, there is scope for strengthening leadership on GEWE within the EUD to make EU's engagement in the GEWE area less dependent on personal initiatives.
10. Despite clear needs, there has been a lack of continuous and targeted training for EUD staff; the GFP's pro-active role and quality inputs has somewhat compensated for the lack of expertise within the EUD. Overall, the EU has built on EU MS gender expertise, but more could be done in terms of building on other DG's gender expertise. Backstopping on GEWE by HQ has been appreciated by the EUD, but it has sometimes been inconsistent due to capacity constraints at HQ and evolving division of responsibilities between DEVCO and NEAR.

11.3 Main findings - Design and implementation approach

11.3.1 Gender mainstreaming (EQ3)

11.3.1.1 Gender analysis

The EU has contributed to developing gender evidence through various actions since 2014. The main initiatives have been: i) the update of gender profile produced in 2015 (the second gender profile supported by the EU in the country); ii) the 13 sector gender analyses carried out in 2019 and jointly financed by the EU and France (AFD)⁵⁶⁰. In addition, EU-funded activities in sector programmes (e.g., education and literacy) produced elements of sector gender analyses and supported the collection of GEWE-related evidence. France (AFD) also produced a short gender profile in 2016, shortly after the one produced by the EU.

In addition to these EU-funded activities, a number of studies have been carried out by national institutions such as the High Commission for Planning (e.g., "National survey on employment 1999-2013"; 2016 study "The Moroccan woman in figures - Trend of evolution of demographic and socio-professional characteristics") or other organisations such as the Moroccan think tank OPC Policy Center for the New South (2017 study "Gender equality, public policies and economic growth in Morocco").

The use of gender evidence by the EU has been hampered by a lack of capacity (time, expertise) within the EUD and the diverging quality of the gender analyses. While the EAMR 2015 highlights the use of the EU-funded gender profile to enhance the design of a few recently launched interventions⁵⁶¹, there is evidence that the 2015 gender profile has not been extensively used afterwards. The gender analysis remained an internal document. The use of the results was facilitated by a gender expert who performed training within the EUD and reviewed the project design documents that were in the process of finalisation. There is no mention to the gender profile in the project documentation post 2016 reviewed by the evaluation team and only one person interviewed at the EUD knew about it. Interviews with EUD staff highlight a lack of time to consult the available evidence. Access to relevant data is also hampered by the lack of expertise ("gender sensitivity") of some of the staff. The Gender Profile will be updated in 2020 in order to feed the new programming process 2021-2027.

While it is too early to assess the use of the 13 sector gender analyses carried out in 2019, several shortcomings could be highlighted: i) the line ministries leading on a sector analysis often failed to take a broad perspective going beyond the sector-specific issues covered by its mandate; ii) due to resource (esp. time) constraints, consultations with civil society, operating agencies within the sector, local authorities remained limited; iii) the elements presented in the final products give more weight to the description of the legal, policy and institutional framework than to a detailed analysis of dynamics, power relations and barriers to gender equality. Despite these limitations, several interviewees highlighted the participatory approach adopted for the production of these sector analyses and stressed the positive effects it generated on the involvement of key institutional actors in GEWE-related issues. These analyses are currently being updated and used in the framework of the Gender Responsive Budgeting process.

Various sources (e.g., EAMRs, Interviews) also pointed to the lack of sound sex-disaggregated databases in many sectors in Morocco. Some interviewees pointed out the needs to support the creation of more robust databases and more systematic analyses through a strengthening of the High Commission for Planning ("Haut Commissariat au Plan"). While the EU involved the High Commission for Planning (HCP) in several activities (e.g., identification of indicators and sources of information in the context of its support to gender-responsive budgeting), it didn't provide any direct support to the institution in the area of GEWE during the evaluation period⁵⁶².

11.3.1.2 Mainstreaming in spending actions

Gender mainstreaming in EU spending actions in Morocco has been uneven; in particular, it has been much higher in the social sectors than in the rest of the portfolio. According to the data available in EU databases on contracted amounts, around half of the portfolio has been gender blind during the period 2014-2019. Complementarity between interventions explains to some extent why some interventions have been marked as gender-blind – for instance, the support to public administration reform (gender blind) can be seen as complementary to the support to gender-responsive

⁵⁶⁰ With the involvement of UN Women.

⁵⁶¹ Including through enriching the action documents' annexes on cross-cutting issues, which deal specifically with GEWE.

⁵⁶² However, the EU joined forces with UN Women to provide support to HCP as of mid-2020. Moreover, it appears that direct support to the HCP was foreseen in the previous programme as short term technical assistance and the design of the programme (Moussawat) as direct support but was finally not implemented due to administrative constraints.

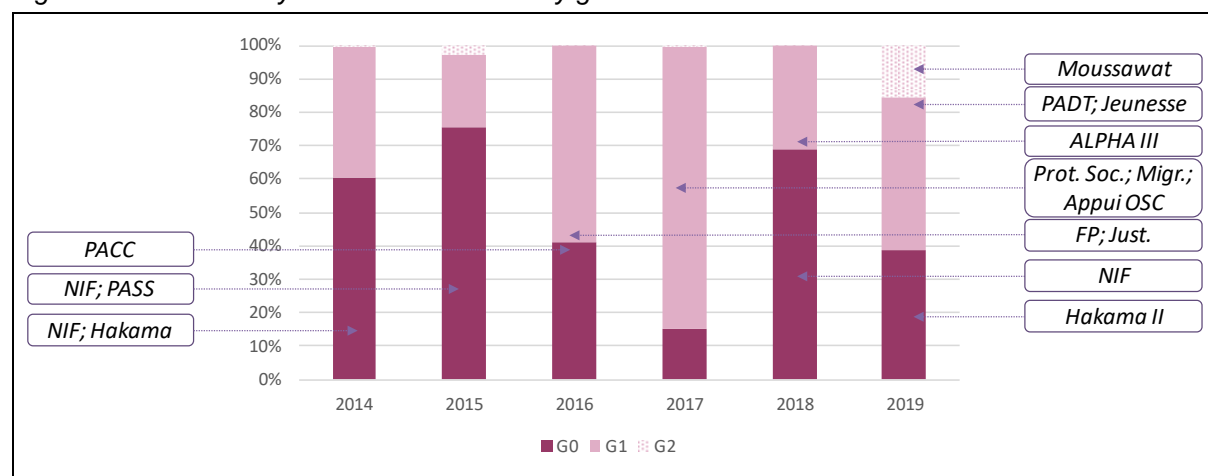
budgeting (clear gender focus). However, a large part of the gender-blind support (i.e. interventions marked G0) also relates to: i) the contribution to the Neighbourhood blending mechanism (i.e. the Neighbourhood Investment Facility – NIF); ii) the programme in support to the country's “*statut avancé*”; and iii) the growth and competitiveness programme (Programme d'appui à la croissance et la compétitivité au Maroc – PACC). The NIF and the programme “réussir le statut avancé” financed some gender sensitive actions (e.g., the Women in Business project under the NIF). If 150 mEUR is taken out from the allocations to the NIF and the programme “réussir le statut avancé” and integrated in the gender-sensitive amounts, the gender-blind part of the portfolio would still represent more than 40% of all EU-funded actions. This highlights the important part taken by blending and budget support in the EU portfolio in Morocco and some constraints to gender mainstreaming inherent to these modalities. There are ongoing discussions with the EUD to increase gender-sensitive interventions in the near future – e.g. through gender mainstreaming in the upcoming financial inclusion programme.

The diagram below presents the distribution of the yearly contracted amounts in Morocco by gender marker. For certain years (e.g., 2015, 2018), the total of gender-blind contracted amounts represent two third of the portfolio. Moreover, as illustrated in this diagram, the majority of gender-sensitive interventions (i.e. interventions marked G0) is related to social sectors such as education (e.g., ALPHA III), vocational training (Programme “*Formation professionnelle : développement du capital humain au Maroc*”) and social protection (“*Programme d'appui à la Protection sociale au Maroc*”). Other interventions include the CSO support programme “Moucharaka-Mouwatina”.

The review of the portfolio shows some inconsistencies in the way gender markers were applied (e.g., the programme “Appui sectoriel à la réforme de système de santé” – 94mEUR contracted in 2015 – was not marked as gender sensitive although it contains a strong gender dimension). This highlights the limitations of a quantitative analysis based only on gender markers.

Moreover, surprisingly, despite the support provided by the EU to gender responsive budgeting and to the implementation of the national gender strategy, some interventions in the area of governance have not been marked as gender sensitive. This is the case of the Hakama and Hakama II programmes. Interviews with the EUD suggests that the use of gender markers was made in a strict way in these instances – i.e. as GEWE was not a “significant objective” and the programme didn't entail a large component on GEWE, it was not marked as gender sensitive.

Figure 12 Yearly contracted amounts by gender marker in Morocco



Source: Authors' calculation based on CRIS data.

Overall, there have been efforts to ensure gender mainstreaming in a substantial part of the portfolio. The review of the project documentation shows that GEWE have received some attention in the design of several large EU-funded interventions in Morocco. Interviews highlights concrete efforts made in this area in recent years such as the increased integration of sex-disaggregated and gender-sensitive indicators into the policy matrices used for budget support tranche release.

11.3.1.3 Mainstreaming in non-spending actions

Gender features as a clear priority of the EU engagement in policy and political dialogue in Morocco. According to GAP II reporting and interviews, GEWE issues have regularly been addressed in policy and political dialogue between the EU and their national partners. On several occasions, EUD senior management (e.g., Head of Delegation) has given attention to GEWE during joint high-level field visits carried out with senior officials from the Moroccan government. There is evidence of dialogue on GEWE with local authorities and CSOs active at the local level.

The EUD organised lunch-debate and sport events as well as ad hoc campaigns in social medias to advocate for GEWE.

Finally, there has been growing attention to the private sector in the dialogue related to GEWE. The EUD organised meetings with association of women entrepreneurs and women entrepreneurship was the subject of specific project visits. The launch of the "Women in Business" credit line with the EBRD was an opportunity to strengthen the efforts of the EU to increase linkages with the private sector in the area of GEWE.

11.3.2 Instruments and modalities (EQ6)

11.3.2.1 Choice of financing instruments

The EU has used all main financing instruments available to provide support to GEWE in Morocco; the EU's use of the geographic instrument to finance gender-targeted support pre-dates the period under review. Cooperation between Morocco and the EU on GEWE experienced a new momentum after the adoption of a new Constitution in 2011. This created opportunities to finance gender-targeted actions through the bilateral instrument (ENI). The 2013-2017 Action Plan for Morocco's 'Advanced Status' also reflected a strong commitment of both partners to gender equality and, more generally, the emphasis on democratic governance and the Rule of Law in the cooperation strategic framework for 2014-2020. The 'PGE Support Programme', launched in 2012 was the first budget support programme financed by the EU which focussed on gender equality. Since then, the EU has financed gender-targeted actions through all main instruments available to support its cooperation activities in Morocco, including: ENI (bilateral), ENI (regional), EIDHR, and, to a lesser extent, CSO & LA. In addition, it has increasingly mainstreamed gender in bilateral sector programmes funded under the geographic instruments (see EQ3).

The EU has actively sought (and achieved) synergies between the instruments used to support GEWE. The first large gender-targeted bilateral intervention (PGE Support Programme) was already accompanied by specific actions financed under thematic instruments which aimed at reinforcing the policy measures supported through budget support. For instance, an EIDHR-funded project launched in 2013 supported some civil society organisations to assume a role in terms of policy monitoring of the PGE 1. There has been continuity in the involvement of certain CSOs, including national women's organisations, in various CSO support programmes funded under geographic and thematic instruments. The policy officer in charge of the new gender budget support programme (Egalite - Moussawat) has been involved in the design of the last large CSO support programme (Moucharaka-Mouwatina programme) in order to ensure initiatives between the two actions and has resulted in identifying gender as a primary sector for the provision of grants.

11.3.2.2 Choice of modalities and funding channels

The use of budget support to support GEWE stems from the broader bilateral cooperation context, where budget support has been the privileged modality of cooperation in the last decade. Budget support is fully integrated in the broader EU-Morocco partnership framework. In particular, the review of EAMRs and interviews show that budget support has played an important role to strengthen (policy) dialogue between the EU and its national partners around the ambitious policy objectives pursued by the successive governments in the last decade and the policy orientations outlined in the bilateral strategic agreements (e.g., Action Plan for Morocco's 'Advanced Status').

The EU supported the Government's first National Plan for Equality ('PGE') through a EUR 45 million programme covering the period 2012-2018 and consisting of three strands: i) budget support (EUR 37.5 million); ii) technical assistance (centralized project approach) to the Ministry of Family, Solidarity, Equality and Social Development (EUR 4.8 million); iii) grants to non-state actors (decentralized project approach with a total of EUR 2 million). A follow-up programme, "EGALITE – MOUSSAWAT", was launched in 2018 and consists of: i) budget support (EUR 26 million); ii) accompanying measures (EUR 9 million). A top-up for this intervention was initially planned for 2019, but, the funds were allocated to new health and education programmes⁵⁶³ with the view to strengthen gender mainstreaming in the bilateral cooperation portfolio.

Budget support has substantially contributed to enhancing EU's engagement on GEWE in the country; as the EU adequately saw budget support as one element of a mix of modalities, it has had an integrative effect on the EU's overall support to GEWE. The simple fact to have a large targeted bilateral programme has allowed significantly increasing EUD's gender capacity. As highlighted under EQ2, the GFP is also the policy officer in charge of the gender-targeted budget support programme and, contrary to other EUDs, a substantial part of her work is thus focussing on GEWE. De

⁵⁶³ PASS III (CRIS nr D-42126) is marked G2 and the Education support programme (D41-950) G1.

facto, medium/senior managers within the EUD are also automatically spending more time on GEWE issues than many other EUDs.

The use of a modality like budget support, which entails a strong policy and political dimension, has also given EUD staff (not only the GFP) unique insights into the opportunities and obstacles to gender mainstreaming in partner countries' sector policies and general policy processes (e.g., budget formulation and execution). This has led to an enhanced understanding of the opportunities to integrate a gender perspective in the design of EU bilateral sector interventions. As confirmed in interviews, the integrative nature of the two gender-targeted programmes in Morocco has been particularly visible in the role the modality has played in enhancing policy dialogue on GEWE generally, and, to some extent, at sector level.

The modality has also contributed to ensuring coherence in EU-funded interventions related to GEWE, a coherence which was reinforced by the EUD's effort to seek synergies between financing instruments and modalities (see above) and see the budget support programmes as one element of the mix of modalities used to support GEWE in the country. The complementarity between modalities has been particularly strong in Morocco given that: i) due to the political context during the period under review, some sensitive GEWE issues have been difficult to address directly in policy dialogue; ii) due to the difficult relationship between the government and CSOs, the involvement of this group of stakeholders in policy processes supported by the EU through budget support needed to be reinforced through other means. Overall, despite a general conducive environment, implementation of budget support on GEWE faced some resistances from a few institutional actors, which required the EUD to navigate carefully during implementation.

Interviews highlighted the perception of high transaction costs of certain accompanying measures by the national authorities. In particular, partly due to capacities issues and inadequate initial design, the Directorate for Women within the Ministry of Solidarity, Social Development, Equality and Family faced important difficulties to manage the CSO support component which was embedded in the first budget support programme. Mitigating measures were defined by the EU and its partners ex post : a specific short-term TA was mobilised to support both CSOs and national authorities on administrative and financial aspects. There have also been some delays in the deployment of TA for the budget support accompanying measures, which are partly related to the inherent nature of such large multi-sectorial support programmes.

There has been little to no integration of GEWE into EU blending operations. This was explained by interlocutors as being related to the inherent constraints to gender mainstreaming of the modality. However, the EU is supporting, through the Neighbourhood Investment Facility, the European Bank for Reconstruction and Development (EBRD) 'Women in Business' programme. The programme consists of providing credit lines to partner financial institutions for on-lending to women-led SMEs as well as TA and risk-sharing for partner institutions.

11.3.2.3 Monitoring, evaluation and learning

Given its strong result-oriented dimension, budget support has substantially enhanced EU's monitoring and learning mechanisms related to support to GEWE. Good learning from past interventions: the experience gained in the first budget support programme (PGE Support Programme) clearly informed the design of its successor programme (Egalite – Moussawat).

Both the regular monitoring missions carried out to inform tranche release of budget support programmes and the progress reports of the accompanying TA have created a rich body of evidence regarding: i) progress on GEWE issues at policy level; ii) difficulties faced by the EU support during implementation and main lessons learnt which could inform future EU support to GEWE.

The support to GRB has contributed to promoting annual results-reporting on GEWE issues by the country's line ministries, which is likely to contribute to the generation of substantial gender evidence in various key policy areas.

The EUD has not yet managed to establish and regularly update a database of budget support indicators at country level which would have allowed it to monitor all gender-specific and sex-disaggregated indicators used for budget support tranche release in a unified/coherent framework. This could have been a useful tool for the EUD to: i) monitor and reflect on the degree of gender mainstreaming within its portfolio; and ii) to strengthen the broader policy monitoring efforts supported by the EU in the context of its GRB support activities. There are plans to address this in the context of the joint programming process on GEWE and future national GAP reporting.

There have been genuine efforts to learn from the CSO support programmes. In particular, in March 2020, the EUD organised a large capitalisation workshop with women's organisations and other CSOs active in the area of GEWE. The two-day event was organised in Tangiers (in the North of the

country) and focussed on taking stock of the support provided to the Moroccan civil society on GEWE and better defining the EU's priorities in this area.

11.3.3 Coordination and EU added value (EQ4)

11.3.3.1 Complementarity

Overall, there has been a good level of coordination on GEWE between the EU and EU MS. An EU "Working Group" on Gender was established in 2015. Overall, the group met regularly (more than 4 times per year although the frequency fluctuated from year to another) and appears as one of the most active donor working groups in Morocco. The content of the discussions varied from one meeting to another and usually covered issues such as GAP II reporting, information sharing on support provided by the donors, joint campaigns (e.g., International Day for the Elimination of Violence Against Women in November and International Women's Day in March), recent legislative and policy developments (e.g., new law on VAWG) and, in recent years, EU joint programming. Meetings have been gradually opened to other donors (e.g., UN Women frequently attended the meetings in recent years). One EU MS lamented the low frequency of the EU Working Group meetings and several interviewees shared the opinion that discussions could be deepened and made more strategic (so far, the focus was on general sharing of information). Some interviewees also highlighted the difficulties posed by the lack of resources (staff and time) of local EU MS representations to play a more active role in donor coordination.

In the context of the Working Group on Gender, a mapping of EU and EU MS interventions was developed in 2017 and updated in 2019. The updating process of the mapping still depends on the willingness of one member of the group to take on this task. There have been issues with the accuracy of some of the information contained in the mapping and its main purpose has not been fully clarified⁵⁶⁴. It has proved a useful tool for some donors to get an overview of what the EU and EU MS were doing and, more recently, to support the discussions related to joint programming.

In general, informal sharing of information and ad hoc bilateral exchanges have regularly taken place outside the Working Group meetings and there is a consensus among interviewees on the overall good level of coordination between the EU and EU MS.

In addition to some progress towards EU joint programming, there has been some recent promising examples of synergies created between EU and EU MS efforts in the area of GEWE. Discussions around joint programming started in 2016. After a period of low activity, they were revived in 2019. According to interviews, joint programming efforts faced various challenges related to diverging programming cycles, sometimes rapidly evolving EU MS political priorities and the general cooperation context in Morocco where bilateral relations play a more prominent role than multi-partner/multi-donor frameworks and entail a strong political dimension. Main EU MS participating in joint programming efforts include Belgium, Denmark, France, Portugal and Spain. Belgium, Denmark and France have been particularly active in discussions with the EUD on GEWE-related subject in the last two years. In recent years, the EUD has also been pro-active in involving EIB in joint programming efforts.⁵⁶⁵

There is limited evidence that the EU and EU MS have been jointly engaged in dialogue with national authorities on sensitive topics. Joint engagement in dialogue has been limited to some joint meetings with Ministry of Solidarity focussing on general topics (including also legal frameworks toward international standards). EU ambassadors have also participated in joint communication activities such as the 2019 campaign on violence against women and the organisation of joint field visits also allowed to support joint advocacy efforts. The new momentum around joint programming provide opportunities to foster EU and EU MS joint engagement in dialogue on GEWE.

The provision of budget support in the area of GEWE has also offered unique opportunities to create synergies between the support provided by the different European actors. In 2018, the EU and France (AFD) developed a common GRB support framework which covered: i) the provision of budget support with the development of policy matrices which included joint indicators and targets; and ii) accompanying technical support (development of a coordinated support framework for the Moroccan GRB Centre of Excellence by the EU, AFD, UN Women and the Ministry of Economy).

Finally, EU support to GEWE has built on expertise available at EU MS level (see also section 11.3.3.2). Expertise was mobilised through various channels: bilateral technical ministries, cooperation agencies (e.g., ENABEL), local authorities (e.g., twinning projects), Cultural Institutes (e.g., France, Spain) and other specific institutes (e.g., such as the Institute for the equality of women and men in Belgium).

⁵⁶⁴ From some (non EU and not involved in the joint programming process) partners even though the mapping is one of the prerequisite for the first phase (with the joint analysis) of the joint programming.

⁵⁶⁵ Source: interviews, EAMRs and GAP reporting.

11.3.3.2 Value added

The EUD has played a unique role in policy dialogue and donor coordination in the area of GEWE; its presence in multiple sectors of cooperation put it in a privileged position to support gender mainstreaming in national policies. In addition to having had a leading role in donor coordination on GEWE, the EUD has been actively involved in policy dialogue on GEWE throughout the period under review. It has had regular access to high level officials to discuss various issues related to the implementation of the national strategy on gender equality and, more generally, gender mainstreaming in national policies. The provision of budget support not only in the area of GEWE, but also in various other sectors of cooperation has played an important role in this regard. This special position could have not resulted from actions taken by the EU MS on their own.

11.3.4 Partnerships (EQ5)

11.3.4.1 Support to nationally-led coordination mechanisms

While national institutional coordination mechanisms can be assessed as functional, the Ministry of Solidarity still lacks the political weight and capacity to genuinely play a leading role in nationally-led gender coordination mechanisms; moreover, nationally-led donor coordination has been limited. National institutions have a clear mandate in the GEWE policy framework and, overall, policy coordination structures have been functional during the period review. An interministerial body in charge of policy coordination and a network of Gender Focal Points have been established to facilitate the implementation of the national policy on GEWE. Other major public entities playing a coordination role on GEWE that functioned relatively well during the period under review – to be noted the recent “Commission pour la prise en charge des violences”⁵⁶⁶. Interviews highlighted the active role played by some ministries (e.g. Ministry of the Civil Service) and the Prosecutor services in the GEWE agenda at national level. The institutionalisation of GEWE also progressed well in some line ministries such as in the Directorate in charge of Water at the Ministry of Energy and Environment.

Interviews highlighted the active role played by the Ministry of Solidarity in implementing the national policy on GEWE, but also the limitations it faced due to a lack of political power and resources to fully position itself in the institutional environment related to the implementation of the national policy on GEWE.

Donor coordination has mostly taken place between donors themselves although the Ministry of Solidarity (in charge of the GEWE agenda) has been invited in specific donor-led coordination activities such as meetings of the EU Working Group on Gender. While the EU and EU MS have invited other donors such as Canada and USAID to join their coordination efforts, formalised donor coordination on GEWE has remained limited to internal coordination within specific groups (e.g., EU MS+EU or UN agencies).

There has been an increased partnership between European actors and UN Women in Morocco in recent years. UN Women has been very active in Morocco in the last two decades. One interviewee highlighted the “*intelligent and continuous dialogue*” taking place between the EUD and UN Women on several subjects in recent years. The EU, EU MS and UN Women have frequently exchanged and worked together on GEWE-related issues. Since 2019, UN Women has also been integrated in the unified framework developed by the EU and France (AFD) to support GRB in the country.

11.3.4.2 CSOs' involvement (incl. women's organisations)

The EU has maintained constant attention to involving CSOs (national NGOs) in its interventions in the area of GEWE. The EU has conducted large CSO consultations not only during the development of the ongoing cooperation strategy, but also during the design of the large interventions which had a strong focus on GEWE (e.g., budget support programme Moussawat⁵⁶⁷ and CSO support programme Moucharaka-Mouwatina).

There have also been attempts to have a structured dialogue with national CSOs. In 2015, the EU and some EU MS (BE, DE, DK, ES, FR, IT, UK) adopted a “roadmap for a European engagement with civil society” for the period 2015-2017, the implementation of which has been extended to 2019. The objective of this roadmap was to strengthen coordination and the exchange of good practices between European actors, and to enhance EU’s commitment towards the Moroccan civil society. A new roadmap is now being developed for the period 2020-2023. However, while the 2015-2017 CSO Roadmap contains references to some women organisations, the document does not contain any part specifically

⁵⁶⁶ Set up in 2019 after the approval on the specific national against gender violence (loi 103-13)

⁵⁶⁷ In May 2017, in the context of the formulation of this programme, the EU carried out consultations with more than 11 national NGOs (incl. associations at the local level), 12 organisations representing trade unions or private sector actors and three universities/higher education organisations.

focussing on GEWE⁵⁶⁸. This weak integration of GEWE contrasts with the emphasis put on GEWE in the support provided by the EU for the implementation of this Roadmap – see details on the Moucharaka-Mouwatina programme in Box 30 below. In March 2020, the EUD organised a large capitalisation workshop with women’s organisations and other CSOs active in the area of GEWE. The two-day event was organised in Tangiers (in the North of the country) and focussed on taking stock of the support provided to the Moroccan civil society on GEWE and better defining the EU’s priorities in this area.

Box 30 Moucharaka-Mouwatina programme (2018-2020) - Morocco

The **Moucharaka Mouwatina programme** (2018-2020) supports civil society initiatives in the fields of youth, **gender equality**, environment as well as participatory democracy. It is deployed at the regional level, namely in four Moroccan regions of Casablanca-Settat, Oriental, Souss-Massa, Tangier-Tetouan-Al Hoceima. Financed to the tune of EUR 15 million by the EU, coordinated by UNOPS, this programme mobilizes a number of institutional actors such as the Directorate for Relations with Civil Society which reports to the Ministry of State for Human Rights and Relations with Parliament, the National Human Rights Council (CNDH), the National Human Rights Training Institute - Institut Driss BEN ZEKRI- (INFDH) and various Moroccan CSOs. The Ministry of Solidarity (in charge of gender equality issues in Morocco) is not directly involved in the implementation of the programme.

The programme’s **overall objective** is to improve the institutional and legal environment for Moroccan CSOs to strengthen the impact of their actions and to consolidate the rule of law as well as the democratization and socio-economic development of the country. Its **specific objectives** are: i) promote CSOs’ involvement in the definition, implementation, monitoring and evaluation of public policies and local projects, and ii) strengthen the EU-Morocco partnership through an enhanced and more systemic capitalisation and better communication of the support given to civil society.

In creating these spaces of collaboration between civil society, institutional actors and the private sector, the Moucharaka Mouwatina programme is placing a particular focus on ensuring the participation of young people and women as well as their representative organisations in the decision-making process. To date, according to the data communicated by the EUD, GEWE is a significant component of the programme as it represents 1/3 of the projects financed (72 out of 240 projects) and the programme displays a strong emphasis on VAWG.

Source: Interviews, action document, programme’s webpage

Despite these various initiatives, the EU has not fully leveraged its unique relationship with CSOs and the bridge between CSOs and the Moroccan government this position offers.

The CSO Roadmap drafted by the EU in 2015 clearly highlighted some of the administrative and funding difficulties faced by Moroccan CSOs, and the lack of clear strategy from the main actors active in the country (e.g., international donors, governmental agencies, etc). Only 9% of CSOs receive funding from foreign donors and 11% from the local private sector, forcing these organisations to seek funding for projects that stray from their sectoral expertise.

CSOs active in the area of GEWE show a high level of heterogeneity. This stakeholder group ranges from a few historical feminist movements and a few structured national NGOs at national level to a myriad of small associations that provide direct support to women in situation of vulnerability at the local level. Small women’s organisations are particularly vulnerable to limited access to funding. In addition to issues related to a lack of visibility, interviews show that many of these organisations (but, also larger CSOs) in Morocco suffer from weak financial management capacities and lack of expertise in fundraising. Their limited capacity to compete in calls for proposals further compounds their access to funding.

Overall, interviews show that some recent experiences such as the window mechanism of the programme Moucharaka-Mouwatina and the preliminary fine-grained analysis carried out during the design of this programme constitutes good practices on which future similar interventions could build on. However, many challenges are lying ahead for the EU to efficiently and effectively support CSOs and strengthen their inclusion in policy processes in the country: i) mechanisms established in recent EU interventions haven’t allowed for a continuous support to CSOs active in this area; ii) funding cycles often ended up being too short (6 months to 1 year) to support meaningful actions and ensure sustainability; iii) the targeting and selection mechanisms of the calls for proposal haven’t allowed to genuinely support innovative projects; iv) the EU has still not found the right partner that could efficiently manage a large CSO support programme while playing a truly accompanying role that would strengthen

⁵⁶⁸ It is important to note that the EU’s CSO Roadmaps tool was not conceived as a tool for the definition of a strategy to support GEWE through CSOs.

smaller CSOs on a continuous basis; and v) the persisting limited dialogue between national authorities and NGOs in Morocco puts a strong constraint on any support action in this area.

Some interviewees also highlighted that donor coordination mechanisms such as the EU Working Group on gender could be more inclusive and involve CSOs more regularly. Many praised the recent event organized by the EU to capitalize on the support provided to CSOs in the area of GEWE (see above).

11.4 Main findings - Institutional culture shift at EUD/embassy level

11.4.1 Leadership and accountability (EQ2)

11.4.1.1 Leadership

There is a clear commitment by senior management to GEWE-related issues, which aligns with the importance given to GEWE in EU's engagement in policy and political dialogue in Morocco; however, there is scope for strengthening leadership on GEWE within the EUD to make EU's engagement in the GEWE area less dependent on personal initiatives. There is evidence of senior management's (incl. Head of Cooperation and Head of Delegation) being committed to GEWE-related issues. This is illustrated by the frequent references made by senior management to GEWE issues in the dialogue with national authorities and their engagement in social media campaign on VAWG (see EQ3/ section 11.3.1.3). The Delegation is currently headed by a woman who is actively promoting the EU gender agenda.

Gender is explicitly mentioned in one of the Head of Sections' job descriptions. Interviews with EUD staff reveal that Heads of Sections are, in general, sensitive to GEWE issues, albeit to varying degrees.

The EU has emerged as a leader among donors in the area of GEWE. It played a prominent role in coordination activities and policy and high-level dialogue in this area during the period under review (see EQ4/ section 11.3.3).

However, some interviewees perceive that top management could play a more prominent role within the EUD to clarify the importance of GEWE among the various competing priorities that guide the EU actions in the country. This lack of clarity from the top management appears to have contributed to strengthening the uneven attention given to GEWE issues within the EUD (with staff in charge of social sectors being more sensitised to GEWE issues and thus naturally giving more attention to it in their daily work). The promotion of EU gender-related actions is still very dependent on the engagement of a few very active staff.

11.4.1.2 Technical expertise

Despite clear needs, there has been a lack of training for EUD staff. Three training sessions covering GEWE have been organised for EU staff during the period under review: i) 2014 (gender training); ii) 2016 (ad hoc training organised by the TA mobilised for the monitoring of budget support); iii) 2018 (HRBA/Gender training organised with support from HQ). A training was planned in 2019 in the context of the EU and UN Women support to GRB in Morocco, but it was postponed to 2020.

Overall, the training provided have been insufficient given: i) the size of the EUD; ii) the turnover of staff. Several of the (five) EUD staff interviewed had not received any training on GEWE. Beyond the GFP, only one of the five persons interviewed participated in one of the training sessions mentioned above. One person (head of section) received a training when based at the EU HQ. While the perceived degree of usefulness of such training varies from one person to another, most of the staff interviewed highlight a general need for training.

There have been frequent exchanges between the EUD's GFP and HQ focal persons working on GEWE at both DG NEAR and DG DEVCO. However, access to DEVCO support has been somewhat restricted by the priority given by DG DEVCO unit in charge of GEWE to "DEVCO countries".

A shared folder with resources on GEWE has been made available within the EUD internal information system and is regularly updated by the GFP. However, due to lack of time, there is limited access to this information and to other resources available online.

The GFP has been very pro-active in terms of sharing "pre-digested" information on GEWE with colleagues. Concise notes on gender mainstreaming in specific sectors have helped enhancing the integration of gender elements in the design of new interventions.

The EUD has organised various sensitisation activities on GEWE for its staff in recent years. This has included Lunch-debates, a campaign launched in the context of the International Day for the Elimination of Violence Against Women (25 November) and specific activities organised around the International Women's Day (8 March).

The GFP's pro-active role and quality inputs has somewhat compensated for the lack of gender expertise within the EUD; overall, it has had an instrumental to enhance EU's engagement in the area of GEWE. The GFP dedicates around 80% of her time to GEWE-related issues. A large part of her work is related to the management of specific gender related interventions, including a large budget support programme. She has also been very active beyond this. In particular, she has frequently been exchanging with EUD colleagues to: i) identify solutions to enhance gender mainstreaming in EU-funded actions in Morocco; ii) foster the sensitisation of EUD staff to GEWE issues. She is recognised by all staff interviewed as an important internal resource person on GEWE and played an instrumental role to channel GEWE-related information between EUD staff and other stakeholders (EU HQ, national authorities, development partners, CSOs, etc.).

The EU has built on EU MS gender expertise through mechanisms such as TAIEX, but more could be done in terms of building on other DG's gender expertise. Some EUD staff interviewed recognises the opportunities offered by the expertise available at EU MS level. The TAIEX modality has been used to organise study tours and exchanges with Spanish, French and Portuguese peers on VAWG. At a more general level, the EUD is working with EU MS active in Spain in the area of GEWE. One interviewee highlighted that more could be done to benefit from other sources of expertise within the EU such as the one offered by DG JUST.

11.5 Annex

11.5.1 List of persons consulted

Organisation	Position
ADFM - association démocratique des femmes du Maroc	President
AECID Morocco	Programme officer – Cooperation, EUTF Africa
AFD Maroc	Project Manager – gender, migration, governance
Association Marocaine de lutte contre la violence à l'égard des femmes (AMVEF)	General Project Manager
Belgium Embassy in Morocco	Human Rights Expert
Danish Embassy in Morocco	Gender Focal Point
EUD Morocco	Head of Cooperation
EUD Morocco	Head of Economic competitiveness, Environment & Infrastructures Section
EUD Morocco	Head of section Governance
EUD Morocco	Programme officer - Civil society
EUD Morocco	Programme officer - Civil society, Governance
EUD Morocco	Programme officer - Gender Focal Point
Independent consultant (EU AT)	Head of EU Technical Assistance Mission and Senior Gender Expert
Independent consultant (EU AT)	Team Leader of EU Technical Assistance Mission for the Monitoring of the Moucharaka-Mouwatina programme
Ministry of Solidarity, Social Development, Equality and Family	Director of Women's Affairs
UN WOMEN Morocco	Programme Analyst
UN WOMEN Morocco	Programme Manager - Focal point for violence against women

11.5.2 List of documents

11.5.2.1 EU Strategy Programming

- European Commission (2000): Council and Commission Decision on the conclusion of the Euro-Mediterranean Agreement
- European Commission (2007): Morocco: National Indicative Programme (2007-2010)
- European Commission (2007): Morocco: Country Strategy Paper (2007-2013)
- European Commission (2008): Document conjoint UE-Maroc sur le renforcement des relations bilatérales/Statut Avancé
- European Commission (2010): Country Strategy Paper – Mid-term review
- European Commission (2013): EU-Morocco Action Plan (2013-2017)
- European Commission (2014): Single Support Framework (2014-2020)

11.5.2.2 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of all gender-targeted interventions listed in Table 32 and various gender-sensitive interventions.

11.5.2.3 EU Reporting

- EU Delegation to Morocco (2007-2019): External Assistance Management Reports (EAMR)
- European Commission (2012-15): ENP reports for Morocco
- European Commission (2017-2019): EU GAP II reports

11.5.2.4 Gender specific studies

- AFD (2016): Country Gender Profile
- AFD (2019): Country Gender Sector Analyses – Agriculture, Education
- AFD (2020): Infographics on gender inequality in Morocco
- AFD (2020): Synthesis of results from Gender Analyses
- ADFM (2015): Rapport des ONG marocaines sur la mise en œuvre de la Déclaration et de la Plateforme de Beijing (1995-2015)
- ADFM (2016): Plan Gouvernement de l'Egalité (2012-2016) - Quelles réalisations ?
- ADFM (2019): Rapport parallèle des ONG marocaines sur la mise en œuvre de la Déclaration et de la Plateforme de Beijing (1995-2015)
- Avocats Sans Frontières (2019): Quelle justice pour les femmes au Maroc ?
- EU (2019): Country Gender Analyses –Industry, Health
- Friedrich Ebert Stiftung (2017): Evaluation des mécanismes de promotion de la représentation politique des femmes au Maroc
- Gouvernement du Maroc (2012): ICRAM 1 – Plan gouvernemental pour l'Egalité
- Gouvernement du Maroc (2016): 10 ans d'application du code de la famille: quels changements dans les perceptions, les attitudes et les comportements des marocains et des marocaines ?
- Gouvernement du Maroc (2017): ICRAM 2 – Plan gouvernemental pour l'Egalité
- Gouvernement du Maroc/OCP Policy Center (2017): Egalité de genre, politiques publiques et croissance économique au Maroc
- Gouvernement du Maroc (2018): Atelier sur l'état d'avancement de la mise en œuvre de la LOF et de la BSG
- Gouvernement du Maroc (2019): État d'avancement de la mise en œuvre de la BSG.
- Gouvernement du Maroc (2020): Synthèse de l'édition 2020 du Rapport sur le budget axé sur les résultats et tenant compte de l'aspect genre
- EU (CoA) (2019): EU support to Morocco. Special Report.
- EU (2020): EU Donor Mapping - Gender
- OECD (2018): Conférence régionale – Leadership féminin et participation politique de la femme
- OECD (2019): SIGI index

11.5.2.5 Other studies/document

- EU (2015): CSO Roadmap
- EU (2018): Dynamic mapping of CSOs.
- WB (2018): Systematic Country Diagnostic – Morocco

12 Country case study: Myanmar

12.1 Introduction

12.1.1 Context

Located in Southeast Asia bordering India, Bangladesh, China, Laos, Thailand, Myanmar has been an isolated country under military since independence from the British in 1948 and until recent years. Its population of around 53.4 million is characterised by high ethnic diversity with 135 officially recognised ethnic minority groups in addition to the majority Bamar ethnic group, making up more than 30% of the population living primarily in the uplands with their own states, i.e. the Chin, Kachin, Shan, Kayah, Kayin, Mon, and Rakhine. The ethnic minorities primarily comprise indigenous peoples.

Moving from a highly centralised structure, the 2008 Constitution introduced 14 sub-national governments and parliaments. However, there was slow progress in rolling-out the decentralisation process due to a lack of policy, planning, and a clearly designated authority, but ethnic states had their own parliaments and line departments and sought more influence, e.g., in education and land management.⁵⁶⁹ U Thein Sein took office as president in March 2011 after the country's first election in 20 years in November 2010. He swapped his military uniform for civilian garb to form the political party of the Union Solidarity and Development Party (USDP). Aung San Suu Kyi had been released from house arrest in November 2010 and NLD was re-instated for the by-election on 1 April 2012, in which Aung San Suu Kyi was elected to Parliament and appointed as chairperson of the Parliamentary Committee for Rule of Law and Tranquillity.⁵⁷⁰

A national election process endorsed by the USDP took place in November 2015. Aung San Suu Kyi with the NLD party won a landslide victory. The NLD formed a new government at the end of March 2016. However, the NLD government still has problems in terms of significant capacity constraints, which are further exacerbated by the overwhelming national and international problems due to the rise of anti-Muslim Buddhist nationalism and violent attacks on Rohingya Muslim villages in Rakhine State. A recent escalation of violence in Rakhine state since August 2017 had forced over 700 000 persons to flee into neighbouring Bangladesh. The events have had a serious impact on the international image of Myanmar and its government.⁵⁷¹

Despite reforms since 2012, civil war with the Tatmadaw, the official name of the armed forces of Myanmar, is still ongoing, mainly in the Kachin and Northern Shan States where alleged threats to national unity have commonly been used as a justification for the military holding on to power. Control over natural resources (i.e. wood, minerals, oil, and gem stones) is a major cause of conflict in ethnic areas, where the majority of Burma's natural resources are located. **In 2018, Myanmar ranked 104th out of 163 on the Global Peace Index.**⁵⁷² A Nationwide Ceasefire Agreement (NCA) with the ethnic groups was signed in 2015, with some, but not all, ethnic minorities and indigenous peoples signing. There are still daily clashes between ethnic armies and the Tatmadaw causing major groups of Internally Displaced Persons (IDP), particularly in Kachin State.

Myanmar's HDI value for 2017 is 0.578, which puts the country in the medium human development category, positioning it at 148 out of 189 countries and territories.

The **situation of women in Myanmar** is characterised by **relative equality at the household level**, where women often hold the purse and decisions on expenditures are made jointly. However, **at the community and society level women have less voice**. Women's organisations so far have had little involvement in budgeting and public-service delivery. In 1997, Myanmar became a signatory to the **Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)**. Myanmar is committed to the **Beijing Declaration and Platform for Action**. A **National Strategic Plan for the Advancement of Women 2013-2022**, was prepared by the Myanmar National Committee for Women's Affairs and the Department of Social Welfare. However, there are still barriers to women's participation in Myanmar, including in subnational governance. Constraints include: lack of experience and certain skills, lack of confidence, low intra-household bargaining power, high time constraints, restrictions on women's travel, traditional norms that ascribe authority and glory to men over women, and lack of

⁵⁶⁹ Egretau, Renaud (2017): Embedding praetorianism: Soldiers, state, and constitutions in postcolonial Myanmar. In Marco Bünte and Björn Dressel (eds.). *Politics and Constitutions in Southeast Asia*. London: Routledge, pp. 117-139.

⁵⁷⁰ Bünte, Marco, and Jörn Dosch (2015): Myanmar: Political Reforms and the Recalibration of External Relations. *Journal of Current Southeast Asian Affairs*, 34 (2), pp. 3-19.

⁵⁷¹ Stokke, Kristian, Roman Vakulchuk and Indra Øverland (2018): Myanmar: A Political Economy Analysis. Oslo: Norwegian Institute of International Affairs, https://reliefweb.int/sites/reliefweb.int/files/resources/Myanmar_A_Political_Economy_Analysis_-_Norwegian_Institute_of_International_Affairs_2018.pdf.

⁵⁷² Vision of Humanity (2018): Global Peace Index 2018, <http://visionofhumanity.org/indexes/global-peace-index/>.

acceptance of female leadership.⁵⁷³ Women's representation is far better under the NLD Government than under the former USDP Government, but women are still underrepresented. In the peace process discussions, gender considerations have received little attention.⁵⁷⁴ Myanmar has a **Gender Inequality Index (GII) value of 0.456, ranking it 106 out of 160 countries** in the 2017 index. 28.7% of adult women have reached at least a secondary level of education compared to 22.3% of their male counterparts. Female participation in the labour market is 51.3% compared to 79.9 for men.⁵⁷⁵

12.1.2 Overview of the EU cooperation

The EU's country programme in Myanmar has grown significantly over the years and became one of the EU's largest. There were also some major shifts with an initial focus on education and health, to the current focus on education, peacebuilding, governance and rural development. The EU was a large donor to Myanmar and provided 11% of the total grant ODA to Myanmar in 2012-2017.⁵⁷⁶ 33% of the total funding for Myanmar⁵⁷⁷ was channelled through large trust funds managed by UN agencies, while 63% was used for funding individual projects/programmes. No funding was provided directly to the Government, but this **changed in 2018-19 with sector budget support and blending EU grants** with loans from international financing institutions for the Government. Table 33 below provides an overview of the MIP allocations for the ongoing programming cycle and the previous one.

Table 33 Overview of initial MIP allocations - Myanmar

	CSP (2007-2013)	MIP (2014-2020)
Sector 1	Education	Rural development, Agriculture, Food security EUR 209 million
Sector 2	Health	Education EUR 241 million
Sector 3	-	Governance, Rule of law, State capacity building EUR 96 million
Sector 4	-	Peacebuilding support EUR 103 million
Support measures / Non-focal sectors	-	EUR 7 million
Total	EUR 65 million	EUR 656 million

Source: CSPs/MIPs

The team identified only one GEWE-targeted intervention based on CRIS data:

- Empowered Civil Society Organisations and Local Authorities promoting gender equality in Myanmar (EUR 2 million funded under the CSO&LA DCI thematic budget line; implemented by the Gender Equality Network; implementation period: February 2018 – January 2021).

Additional research highlighted the fact that two major Trust Funds⁵⁷⁸ funded by the EU in Myanmar financed GEWE-targeted interventions:

- JPF – Joint Peace Fund: the Fund calls for the participation of organisations and persons in Myanmar's peace process. This includes promoting women's participation in the peace process, aiming at contributing to strengthening the role of women in peacebuilding and to reducing the impact of conflict and violence in the lives of women and girls.
- LIFT – Livelihood and Food Security Trust Fund: with a newly adopted Gender Strategy (2017) LIFT implements a gender mainstreaming approach for promoting greater gender

⁵⁷³ Minoletti, Paul (2014): Women's participation in the subnational governance of Myanmar, Subnational Governance in Myanmar Discussion Paper Series of MDRI, p.1.

<https://asiafoundation.org/resources/pdfs/WomensParticipationintheSubnationalGovernanceofMyanmar.pdf>.

⁵⁷⁴ Minoletti, Paul May (2016): *Gender(in) equality in the Governance of Myanmar: Past, Present and Potential strategies of change*, p.5 Yangon: The Asia Foundation https://asiafoundation.org/wp-content/uploads/2016/10/Gender-in-Equality-in-the-governance-of-myanmar_Policy-Brief_ENG.pdf.

⁵⁷⁵ UNDP (2018b): Human Development Indices and Indicators: 2018 Statistical Update. Myanmar, http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MMR.pdf.

⁵⁷⁶ During this period in total EUR 426.8 million were contracted in, through DCI bilateral support (EUR 329.3 million), DCI regional support (EUR 19.7 million), DCI thematic support (EUR 37.2 million), and other thematic support (EUR 40.6 million). This doesn't include ERASMUS+ funding.

⁵⁷⁷ Bilateral, regional and thematic, but excluding ERASMUS+.

⁵⁷⁸ Both Trust Funds are mainly funded by the EU, the UK, France, Ireland, Luxembourg, the Netherlands, Denmark, Italy and Sweden.

equality and women's empowerment in Myanmar. This includes supporting women with access to credit, tackling the issue of unequal pay for agricultural labour, and assisting migrant women, among other issues.

Several EU MS are active in Myanmar. In particular, the following EU MS are involved in the Joint Peace Fund: UK, Denmark, Netherlands, Sweden, France, Luxembourg, Italy and Ireland. Six EU MS which have been particularly active in the area of GEWE (and also completed the GAP reporting) include Denmark, Finland, Sweden, the Netherlands, Italy and France.⁵⁷⁹

12.1.3 Focus of the case study

Although the case study covers the whole EU support to GEWE in Myanmar, the analysis of outcomes puts a specific focus on the area of gender mainstreaming. A particular attention was put on the EU support to the peace efforts and the education sector. Some elements on the effects of EU support are presented under EQ7 and EQ9, but these EQs are not the focus of the case study.

Box 31 *Focus of the EU support to GEWE in Myanmar*

Overall, support to GEWE provided by the EU and other donors in Myanmar is still mainly at the level of awareness rising and capacity building. Some successes have been achieved in developing policy and legislative frameworks to strengthen the position of women and girls. The vast majority of programme and project documents elaborate on GEWE objectives – some in considerable detail – and self-assessment, monitoring and evaluation reports provide information on achieved outputs. The EAMRs and particularly the EU GAP Reports present a comprehensive picture of the EU's and MS's activities in the field of GEWE.

The – not yet published - Evaluation of the European Union's Cooperation with Myanmar (2012-2017) covers gender as a cross-cutting issue and provides additional insights into the EU's approach. The report concludes *“Positive results were achieved on gender and human rights at the intervention level, however, without resulting in substantial nation-wide advances towards greater respect for human rights, fundamental freedoms and gender equality.”*⁵⁸⁰ This conclusion is in line with the following case study which presents preliminary evidence from EU-supported programmes and projects in all focal sectors and finds that, overall, outputs are well documented, but little is known about tangible outcomes, let alone impact.

⁵⁷⁹ Source: interviews.

⁵⁸⁰ EU (2019): External Evaluation of the European Union's Cooperation with Myanmar (2012-2017) Main Report - Volume I, October, p. 26.

12.2 Main findings – Summary: Myanmar

1. The EU began as early as during the drafting of EC-Burma/Myanmar Strategy Paper 2007-2013 to include a gender focus in its development cooperation strategy in the country. The Myanmar MIP 2014-2020 prescribed that conflict and gender analysis inform conflict and gender sensitive approaches across all actions. A systematic approach to gender analysis has been adopted since 2015 and gained particular momentum under GAP II.
2. In 2017-18 all supported projects were revised against OECD/DAC gender markers and sex disaggregated data has been collected, if available, in all interventions. The major EU-supported trust funds and multi-donor projects already use sex-disaggregated and gender-sensitive indicators in M&E frameworks in most cases.
3. Neither the CSP 2007-2013 nor the original MIP 2014-2020 included gender targets or budget allocations for gender action. However, as a result of the 2014-2020 MIP mid-term review, EUR 5 million were contracted to support specific gender activities.
4. Currently all project applications under calls for proposal and sector budget support are checked for GAP compliance. All actions need to be gender-responsive and comply with human rights standards. The presence of a gender consultant who supports all other programme managers, has had a clear positive effect on gender mainstreaming.
5. To-date, however, support to GEWE has mainly addressed basic needs and aimed at generally improving the status and role of women and girls in society and state. 'Higher levels' of GEWE, such as decent work, enabling technology or women's influence on decision-making, have only been addressed to a small extent or not at all.
6. Gender has been a regular feature of political dialogue with the Myanmar authorities at least since 2015. Gender equality and women's rights and generally the objectives in the EU Gender Action Plan (GAP) 2016-2020 have been included in the dialogues with the government in the areas of agriculture, education, peace-building, governance, trade, and labour.
7. EU action has not yet resulted in a measurable improvement to the capacities of rights-holders to make their claims and of duty-bearers to meet their obligations in the area of VAWG. However, the EU has addressed central issues of the VAWG agenda in its political and policy dialogues with the government. In what can be considered as a success of EU advocacy the National Law on Protection and Prevention of Violence against Women was introduced to the national parliament in February 2020.
8. The EU has directly and indirectly promoted women's protection in conflict affected areas and participation of women in the peace process. The EU has directly funded projects that promote better service delivery and support women's empowerment and leadership. EU-supported interventions have made a particularly strong contribution to improving the position of girls and women in the field of education. At the same time, the EU has contributed together with several EU MS to the Joint Peace Fund (JPF) which includes an entire section on the promotion of the participation of women in the peace process.

12.3 Main findings - Design and implementation approach

12.3.1 Gender mainstreaming (EQ3)

12.3.1.1 Gender analysis

The EU began early to include a gender focus in its strategy in the country. The EC-Burma/Myanmar Strategy Paper 2007-2013 already included a gender profile in the annex which, however, did not draw on the EU's own analysis but based on an external source from 2002. The Myanmar MIP 2014-2020 notes that *“conflict and gender analysis will inform conflict and gender sensitive approaches across the actions to be implemented”*.⁵⁸¹ A more systematic approach to gender analysis has been adopted since 2015 and gained particular momentum under GAP II.

According to the GAP Report Myanmar 2018, **gender sector analyses have been developed and shared with EU project managers** in the areas of Rural Development, Agriculture, Food and Nutrition; Education; Governance, Rule of Law and State Capacity Building and Peacebuilding. Furthermore, the EUD appointed a Gender Adviser to support gender mainstreaming in EUD programming and to elaborate updated gender analysis for the EU's four priority sectors in Myanmar.⁵⁸² For programming in 2017, the Myanmar Gender situation Analysis Report 2016, prepared by ADB, UNDP, UNFPA and UN Women was used as the main source for the gender analysis for each sector prepared by the EUD. As

⁵⁸¹ European Union Development Cooperation Instrument (2014): Multiannual Indicative Programme (2014-2020) Myanmar/Burma, p. 6.

⁵⁸² EU (2019): Gender Action Plan (GAP) Report Myanmar 2018.

noted by DEVCO B1 in 2016, *"this gender analysis constitutes a solid basis and provides an excellent framework for dialogue, programming and planning of EU development cooperation with a gender equality perspective. It addresses the four key areas of EU cooperation. There is no need to implement further gender analysis in Myanmar"*.⁵⁸³ Today, gender analyses are conducted for all key areas of all interventions.⁵⁸⁴

There has generally been a lack of gender data, especially at the government level. However, during 2017, a number of new data resources became available in Myanmar, including a thematic gender report of the 2014 census data (published in August 2017), the Myanmar Demographic and Health 2015 -2016 report (released March 2017) and the SDG Myanmar data report (October 2017) including updated SDG 5 indicators.⁵⁸⁵

The EU states that all supported projects were revised against OECD /DAC gender markers and sex disaggregated data has been collected, if available, in all interventions.⁵⁸⁶ A 2017 review of 66 indicators used in 11 EUD programmes/projects identified 54 indicators that could include gender specific measurements or dimensions. However, of these 54 indicators, only a total of 19 gender disaggregated indicators were already used to monitor the project. The EUD concluded that *"there seems to be an opportunity to pay more attention, during program/project preparations and monitoring to strengthen the collection of gender specific and disaggregated indicators."*⁵⁸⁷

Some major EU-supported trust funds and multi-donor projects already use sex-disaggregated and gender-sensitive indicators in M&E frameworks: The Livelihoods and Food Security Trust Fund (LIFT) has clear and SMART impact/outcome/results indicators with baselines and collects gender-disaggregated data on these.⁵⁸⁸ The Joint Peace Fund (JPF) works to promote women's participation in the peace process. In calls for proposals it is compulsory for the applicants to demonstrate how their proposal supports the role of women in the peace process. In addition, 15% of the budget of the JPF must be dedicated to this issue. The monitoring system has been designed to evaluate the impact on gender. However, the logframe of the – until 2016 – flagship programme in education, Myanmar Quality Basic Education Programme (QBEP), did not disaggregate indicators by gender.⁵⁸⁹

In the GAP II Annual Implementation Report 2017 only 47 (18.4%) out of 255 EU-supported actions in Myanmar were confirmed to have used a gender analysis.⁵⁹⁰

12.3.1.2 Mainstreaming in spending actions

Neither the CSP 2007-2013 nor the original MIP 2014-2020 contained gender targets or budget allocations for gender action. While the EU-Burma/Myanmar Strategy Paper 2007-2013 already prescribed the consideration and streamlining of a gender perspective into all assistance programmes, systematic gender mainstreaming began only around 2015.

Only as a result of the 2014-2020 MIP mid-term review, EUR 5 million were contracted to support specific gender activities. And **only one EU-supported intervention, the Joint Peace Fund (JPF) includes earmarked funding (15%) focussed on gender inclusion.** Another project, the 'Paung Sie Facility (PSF)', commits 20% of all funds to projects that directly support Women, Peace and Security (WPS) in Myanmar. PSF is co-funded by two EU MS – the UK and Sweden - and Australia, but not the EU. As a dedicated gender-focussed programme, Women and Girls First (WGF) implemented by UNFPA aims at preventing and responding to violence against women and girls and improving their sexual, reproductive health and reproductive rights, in development, humanitarian and peace-building contexts. The project started in 2016 and was originally supported by Italy, Sweden, Finland, and Australia. The EU joint in 2019 and provided EUR 5 million for a three-year extension of WGF.⁵⁹¹

⁵⁸³ European Commission (2018): External assistance management report (EAMR) 2017, p. 51.

⁵⁸⁴ Interview with Raquel Fernandez Costa.

⁵⁸⁵ European Commission (2018): External assistance management report (EAMR) 2017, p. 51.

⁵⁸⁶ EU (2019): Gender Action Plan (GAP) Report Myanmar 2018, p. 13.

⁵⁸⁷ European Commission (2018): External assistance management report (EAMR) 2017, p. 52.

⁵⁸⁸ Mayer, Peter & Adam McCarty (2017): Livelihoods and Food Security Trust Fund (LIFT) Interim Review Report, 27 February; European Union, UKAid, Sida, Government of the Netherlands, Australian Aid, Grand Duchy of Luxembourg, Swiss Cooperation, Danida, USAID, Irish Aid, Italian Development Cooperation (2017). Livelihoods and Food Security Trust Fund (LIFT) Annual Report 2017; Mid-term Evaluation of the Livelihoods and Food Security Trust Fund for Myanmar (LIFT), Debriefing Notes, December 2018.

⁵⁸⁹ UNICEF (2014): Mid-term Review of the Quality Basic Education Programme in Myanmar, UNICEF (2016): Basic Education Programme (QBEP) Final Report.

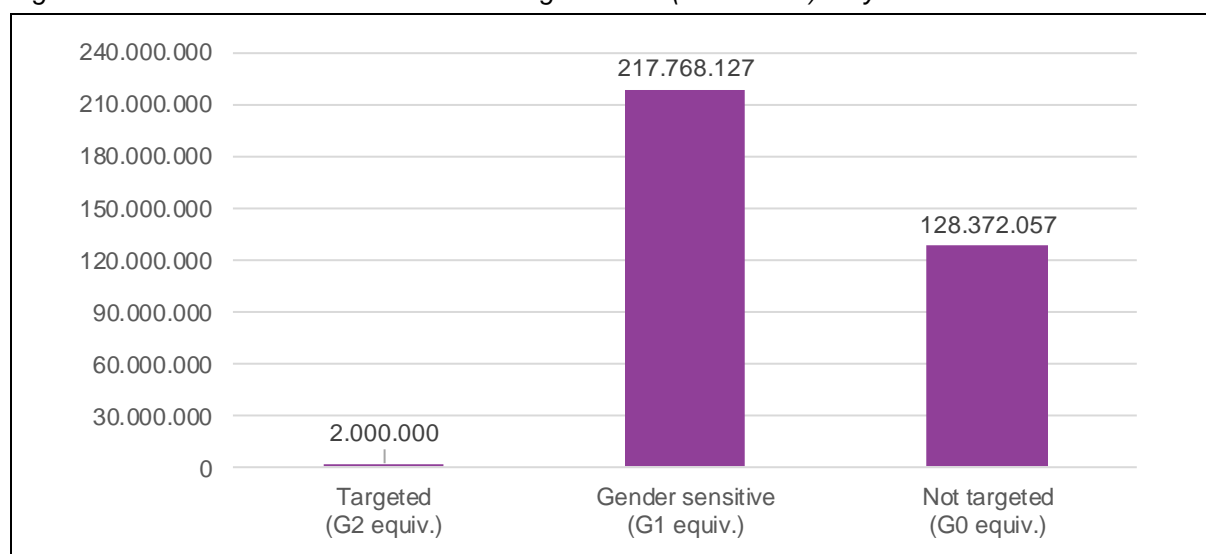
⁵⁹⁰ European Commission (2018): Joint staff working document. EU Gender Action Plan II, SWD(2018) 451 final, p. 58, annex 2, figure 14.

⁵⁹¹ Myanmar Times (2019): EU pumps in EUR 5m for women's projects, <https://www.mmtimes.com/news/eu-pumps-eu5m-womens-projects.html>.

Currently all project applications under calls for proposal and sector budget support are checked for GAP compliance. All actions need to be gender-responsive and comply with human rights standards.⁵⁹² The presence of a gender consultant (funded by the EU MyGovernance project) who reports to the EUD programme manager for governance and gender but also supports all other programme managers, “*has made gender mainstreaming easier*”.⁵⁹³ At a meeting of the EU Gender Focal Points in Brussels in October 2019, the Myanmar EUD was awarded a prize for best GAP compliance in Asia. However, GAP is not a planning exercise, nor is linked to the MIP or the SDGs. These shortcomings constitute a certain weakness of GAP as a tool for gender mainstreaming.⁵⁹⁴

Overall, according to the team’s analysis of CRIS data covering the period 2014-2018, around 63% of the EU-funded interventions in Myanmar were gender-sensitive (i.e. targeted or non-targeted but marked G2 or G1 by the EUD) – see Figure 13 below. Regarding gender-targeted interventions, the EU has contracted around EUR 2 million between 2010 and 2018, the smallest amount in Asia.

Figure 13 Gender-sensitive EU funding amounts (2010-2018) - Myanmar



Source: Authors calculations based on CRIS data

There has been a strong declaratory commitment to gender equality throughout the bilateral co-operation programme. The first mentioning of a gender focus in a spending action is a reference to LIFT in the EAMR 2012. Back then LIFT already funded a number of CSOs (e.g., Gender Equity Network) to support their advocacy activities. The EC-Burma/Myanmar Strategy Paper 2007-2013 prescribed gender and environmental considerations to be streamlined into all assistance programmes.⁵⁹⁵ The MIP 2014-2020 stated that “*regarding gender mainstreaming, and in particular increased participation of girls and women in education, future EU-funded education programmes should reflect a strong focus on and proactive approach to empowering effective female participation in education, teacher training, educational management and curriculum design*”.⁵⁹⁶

Most interventions did indeed include the promotion of gender as key objectives. Gender was mainstreamed into the design of interventions and was a focus of work plans in all supported sectors. Gender concerns were well integrated in interventions and a number of activities specifically targeted women and girls, such as income opportunities and access to finance, social protection, and improving the participation in education. For example, for example with regards to QBEP, Education Assistance to Children in Rakhine State, LIFT and SIRP disaggregated gender in project reporting. Yet the QBEP final report also notes, “*Mainstreaming of gender equality remains an outstanding issue with downstream implementation. [...] Gender mainstreaming still requires long-term efforts to bring about long-term changes*”.⁵⁹⁷

The JPF aims to dedicate 15% (some sources mention even up to 20%) of its overall funding to focused gender inclusion. Meeting the target, however, has proven difficult because the majority of JPF’s funding has gone to stakeholders in the peace process who have not prioritised gender inclusion in project

⁵⁹² Source: interviews.

⁵⁹³ Source: interviews.

⁵⁹⁴ Source: interviews.

⁵⁹⁵ European Commission (2007): EC-Burma/Myanmar Strategy Paper 2007-2013, p. 7.

⁵⁹⁶ European Union Development Cooperation Instrument (2014): Multiannual Indicative Programme (2014-2020) Myanmar/Burma, p. 7.

⁵⁹⁷ UNICEF (2016): Quality Basic Education Programme (QBEP), July 2012 to June 2016. Final Report, September.

design, implementation, or early reporting.⁵⁹⁸ Other interventions did not comprise substantial budget allocations earmarked for GEWE.

Despite its pioneering approach towards the funding of CSO in the field of GEWE, a 2015 LIFT gender review found that the absence of a gender implementation plan made it difficult to track progress and monitor results systematically. This led to the drafting a new LIFT Gender Strategy in 2016 to upscale women's empowerment and gender equality. The LIFT Gender Strategy came late compared to the age of LIFT. The LIFT Gender Strategy and Action Plan requires all LIFT implementers to integrate a gender perspective from the earliest possible point in the project cycle and includes gender mainstreaming guidelines and a "minimum criteria checklist" tool for implementers, and calls for a number of gender studies. It requires that implementing partners have gender-sensitive organisational policies, practices and staff recruitment at all levels.⁵⁹⁹ In March 2020 the EUD set up a COVID-19 fund for female government workers.⁶⁰⁰

So far support to GEWE has mainly addressed basic needs and aimed at generally improving the status and role of women and girls in society and state. 'Higher levels' of GEWE, such as decent work, enabling technology or Women's influence on decision-making, have only been addressed to a small extent or not at all.

12.3.1.3 Mainstreaming in non-spending actions

Gender has been a regular feature of political dialogue with the Myanmar authorities at least since 2015. Dialogue has focused on, inter alia, the protection of women and girls against gender-based violence as well as the promotion of advancement of women, including more women in leading public positions. In 2015, two EU statements were released "*expressing concerns about the legislative package of four laws on the 'protection of race and religion', which severely undermines the rights of women, including the rights to marry and bear children.*"⁶⁰¹ In 2016, a Human Rights Dialogue conducted between the EU and Myanmar covered, among other topics, women and child's protection issues, including the draft of the National Law on GBV. The HR dialogue in 2018 (there was no dialogue in 2017) was described as "the main policy instrument of the EU to raise concerns to the government on Human Rights issues and to amplify the voice of CSOs; the issues mentioned to government within this context included sexual violence in conflict settings and the Special Report to CEDAW on the Situation of Women from Northern Rakhine."⁶⁰²

In the context of the cooperation programmes, gender equality and women's rights – and generally the objectives in the EU Gender Action Plan (GAP) 2016-2020 have been included in the dialogues with the government⁶⁰³ in the areas of:

- Agriculture: regarding nutrition, access to productive and financial resources and clean water and sanitation.
- Education: equal access for boys and girls.
- Peace: participation in the peace process and protection.
- Governance: access to justice and support to the National Strategy for the Advancement of Women.
- Trade: within the discussion for the preparation of the trade programme.
- Labour: access to paid employment and decent working conditions."⁶⁰⁴

In particular, the EU has used policy dialogues in general and the Joint Education Sector Working Group in particular to advocate for a stronger emphasis on gender and equality in the Government's education policy. This was in line with the EU Gender Action Plan II 2016-2020, which stipulates that "*equal access for girls and women to all levels of quality education and vocational education and training (VET) free from discrimination*"⁶⁰⁵. However, **EU support did not succeed at contributing to the development of a national gender strategy.**

⁵⁹⁸ European Commission (2019): Evaluation of European Union's Cooperation with Myanmar (2012-2017). Volume 2, Indicators, September.

⁵⁹⁹ Transtec SA (2016): Food Security and Resilience in Myanmar, Mid Term Review; Transtec SA (2016). Agricultural Productivity and Markets, Mid Term Review; Mayer, Peter & Adam McCarty (2017) Livelihoods and Food Security Trust Fund (LIFT) Interim Review Report, 27 February.

⁶⁰⁰ Source: interviews.

⁶⁰¹ European Commission (2016): External assistance management report (EAMR) 2015, p. 12.

⁶⁰² EU (2018): Gender Action Plan (GAP) Report Myanmar 2017, p. 2-3.

⁶⁰³ European Commission (2019): External assistance management report (EAMR) 2018, p. 5-6.

⁶⁰⁴ EU (2018): Gender Action Plan (GAP) Report Myanmar 2017, p. 2-3.

⁶⁰⁵ Joint Staff Working Document (2017) 288 final, p. 3.

Major interventions such as QBEP and LIFT contributed to government strategies and reform processes which improved the policy frameworks for human rights protection and gender equality. QBEP and LIFT supported the drafting of national legislation comprising key equality and rights issues, such as the Basic Education Law, the National Education Strategic Plan (NESP), the National Strategic Plan for the Advancement of Women, and the Prevention and Protection of Violence Against Women Law respectively. LIFT also lobbied for a gender lens in the National Land Use Policy.⁶⁰⁶

The budget support Sector Reform Contract 'Support for enhancing education and skills base in Myanmar (ESRC)' which came into effect – after several year of delay – in March 2019 and comprises a total commitment of EUR 221 million (EUR 175 million for budget support and EUR 46 million for complementary support) includes a strong focus on SDG 5 'Gender equality'. According to the Action Document, political and policy dialogue will contribute to keep equity issues high on the agenda, in particular related to human rights, gender and ethnic diversity. The transfer of a maximum allocated funds to the Ministry of Public Finance is subject to disbursement conditions, including but not limited to gender concepts and approaches, including gender budgeting, and equal access to health treatment, irrespective of religion, ethnicity, race, gender or citizenship status.⁶⁰⁷

12.3.2 Coordination and EU added value (EQ4)

12.3.2.1 Complementarity

Development Partners in Myanmar started engaging in Joint Programming in late 2012, with a joint analysis. *“Since then, they have endorsed The Joint Transitional Strategy for Myanmar 2014-2016, providing a country analysis, setting out an indicative Division of Labour between sectors and provisional financial allocations. The Joint Programming partners in Myanmar are Czech Republic, Denmark, the EU Delegation, Finland, France, Germany, Hungary, Ireland, Italy, Luxembourg, the Netherlands, Poland, Sweden and the UK. In the division of labour, which was agreed on, following an external consultant visit, the average number of sectors that each EU DP operates in now is four and the average number of EU DPs operating in each sector is six.”*⁶⁰⁸

While there is no formally agreed division of labour in the specific area of GEWE **a high level of complementarity and synergies exist in the strategic approaches, funding and non-funding actions of the EU and EU MS**. For example, the EU and EU MS coordinate to send common statements in key days of the calendar: one EU MS takes the lead in each event and then all send out common public statements. In 2018, this was done on the occasion of International Women's day, 16 days of activism and International Day on the Elimination of Sexual Violence in Conflict.⁶⁰⁹ EU MS have reportedly expressed an interest in developing common advocacy messages with the EUD based on the selected GAP II objectives.⁶¹⁰ In 2018, based on the GAP II 2017 Report, an exercise to map EU gender actions was conducted with Member States. As a result, a prioritization of the GAP II areas of intervention was conducted and it was agreed that the EU in Myanmar will focus on the following GAP II objectives: 7, 11, 12, 13, 15, 17 and 18.⁶¹¹

The EU Development Counsellors have taken stock of gender issues in their monthly meetings. The EUD and MS participate in a range of gender-related coordination groups. For example, the EUD participates in the national-led sector coordination working group for the implementation of the National Strategic Plan for the Advancement of Women (2013-2022). Finland and Italy take part in the Gender Equality and Women Empowerment Coordination Group. France participates in the health dialogue which incorporates gender dimensions. In late 2019, the EUD and MS met to develop a joint gender advocacy plan. However, the initiative was mainly supported by the Finnish representative and when she subsequently left Myanmar no further progress was made.⁶¹²

At the level of interventions, the EU and several MS have contributed to joint programmes with a strong gender commitment: the Livelihoods Food Security Trust Fund (LIFT) implemented by UNOPS and financed by EU, UK, Australia, Switzerland, Denmark, USA, Netherlands, Sweden, France,

⁶⁰⁶ European Commission (2019): Evaluation of European Union's Cooperation with Myanmar (2012-2017). Volume 2, Indicators, September.

⁶⁰⁷ EU (2018): ANNEX of the Commission Implementing Decision on the Annual Action Programme 2018 part 1 in favour of Myanmar/Burma to be financed from the general budget of the Union Action Document for Enhancing the education and skills base in Myanmar, ACA/2018/039-665 financed under the Development Cooperation Instrument.

⁶⁰⁸ EU Capacity4dev, EU Joint Programming. Burma / Myanmar (2020): <https://europa.eu/capacity4dev/joint-programming-tracker/burma-myanmar>.

⁶⁰⁹ EU (2019): Gender Action Plan (GAP) Report Myanmar 2018, p. 7.

⁶¹⁰ EU (2019): Gender Action Plan (GAP) Report Myanmar, p. 10.

⁶¹¹ EU (2019): Gender Action Plan (GAP) Report Myanmar 2018, p. 9.

⁶¹² Source: interviews.

Italy, New Zealand and Ireland.⁶¹³ LIFT has built in a shared accountability approach to ensure that gender is mainstreamed in all LIFT projects and processes.

The Joint Peace Fund (JPF), an organisation set up by international donors to support peace, funded by EU, Finland, Italy, UK, Denmark, Norway, US, Canada, Switzerland, Australia and Japan. The project has a section dedicated to the empowerment of women in the peace process. In the call for proposals, it is compulsory for the applicants to demonstrate how their proposal supports the role of women in the peace process. Women and girls first (UNFPA) supported by Australia, Italy, Finland, Sweden. Sweden takes the lead on SRHR policy advocacy and Finland in GBV advocacy.⁶¹⁴ The EU will join the second phase of the project.

12.3.2.2 Value added

Despite coordination efforts and the organisation of several thematic exercises as mentioned above, there is no direct evidence to assess the role of the EU support in adding benefits to actions taken by the EU MS in the area of GEWE. Nonetheless, the EAMR 2015 suggests that the EUD was instrumental in promoting the gender agenda: *“On 15 December 2015, the EU Delegation gathered MS and local Human Rights Defenders for a consultation on human rights in the post-election period and on gender-based violence and women’s participation in Myanmar. Issues identified included the lack of Rule of Law (RoL), impunity and barriers to access to justice in cases of violence against women, gender discrimination embedded in law and the lack of women in political life and the peace process.”*⁶¹⁵

12.3.3 Partnerships (EQ5)

12.3.3.1 Support to nationally-led coordination mechanisms

EU stakeholders have actively contributed to the gender coordination mechanism which is chaired by the Ministry of Social Welfare, Relief and Resettlement and has the objective of implementing the National Strategic Plan for the Advancement of Women (NSPAW 2013-2022). However, there is the perception that the government sees this sector coordination group as a *“tick the box activity”* and the process lost momentum.⁶¹⁶ The mechanism comprises four technical working groups: i) Women peace and security, ii) Violence against women, iii) Participation and iv) Mainstreaming. Apart from the EUD and MS CSOs are involved. The EUD is member of the overall gender coordination group⁶¹⁷

Several meetings have been held and drafts for annual action plans were developed. However, *“the capacities and resources on the side of the Ministry are still very limited therefore scarce results have been achieved.”*⁶¹⁸ The technical working groups lack efficiency, do still not have working plans and do not follow a coherent approach.⁶¹⁹ There is also a feeling among CSOs that the working groups are reporting mechanisms rather than forums for discussion. While the national strategy is considered a good tool, the government lacks ownership, the appropriate mechanism and the budget to implement it.⁶²⁰

Development Partners cooperation in relation to the GAP II is closely linked to the Gender Equality and Women’s Empowerment (GEWE) Development Partners group, which is government-led and co-chaired by Finland and which includes UN partners, IFI’s, INGO’s and a very active membership of CSO participants. It meets quarterly.⁶²¹

12.3.3.2 CSO’s involvement (incl. women’s organisations)

The EU has supported CSOs which have pro-actively worked towards a stronger presence of women at national and subnational governance level and funded activities in the field of protection in conflict-affected areas, e.g., the Durable Peace Programme. The programme’s second phase started in 2018 and covers women’s participation, protection and livelihoods in conflict areas.⁶²² In 2017 the EUD local call for CSO / LA granted a 2 million contract to the Gender Equality Network

⁶¹³ EU (2019): Gender Action Plan (GAP) Report Myanmar, p. 9.

⁶¹⁴ EU (2018): Gender Action Plan (GAP) Report Myanmar 2017, p. 12.

⁶¹⁵ European Commission (2016). External assistance management report (EAMR) 2015, p. 30.

⁶¹⁶ Source: interviews.

⁶¹⁷ European Commission (2018): External assistance management report (EAMR) 2017, p. 5, 33.

⁶¹⁸ EU (2019): Gender Action Plan (GAP) Report Myanmar 2018, p. 16.

⁶¹⁹ Source: interviews.

⁶²⁰ Source: interviews.

⁶²¹ European Commission (2018): External assistance management report (EAMR) 2017, p. 29.

⁶²² EU (2019): Gender Action Plan (GAP) Report Myanmar 2018.

aiming at strengthening CSOs and local authorities on the understanding and implementation of gender mainstreaming, gender specific planning and gender budgeting.⁶²³

Overall, CSOs have primarily been involved in the design and implementation of EU and MS funded projects in support to GEWE but to a lesser extent in policy dialogue.

As of early 2019, eight JPF grants were awarded to CSOs in support of women's awareness of, and participation in, the peace process.⁶²⁴

Furthermore, the EU and MS have been providing funds to INGOs, NGOs and national CSOs to address WPS concerns. Almost all projects contributing to Women, Peace and Security (WPS) were implemented by NGOs in coordination with local CSOs and local authorities. The EU funded 8 projects and MS around 20 aiming at, inter alia, ensuring women benefit from project activities, increasing the number of women capacitated to engage in peace process negotiations, advancing women peace and security policy and operational planning and implementation and advancing women peace and security protection specific agenda in conflict areas.⁶²⁵

12.3.3.3 Partnership at global level

The EU cooperates with UN organisations and several non-EU partners in three interventions:

- Joint Peace Fund (JPF), a fund set up by donors to support peace in Myanmar. The United Nations Office for Project Services (UNOPS) holds the JPF's funds and acts as its Trustee and Contract Manager. The project strategy has a section dedicated to the empowerment of women in the peace process. The initiative is funded by Australia, Denmark, EU, Finland, Italy, Norway, UK, Switzerland, Japan, US and Canada.
- Women and Girls First Programme implemented by UNFPA aims at preventing and responding to violence against women and girls and improving their sexual, reproductive health and reproductive rights, in development, humanitarian and peace-building contexts. It is currently supported by UK, Italy, Sweden, Finland, and Australia and in 2019 the EU joined.
- The "Safe and Fair" regional programme under the Spotlight Initiative, implemented by ILO and UN Women, focusses on upholding the rights of female migrants. Although the EU delegation does not manage this contract, it is required to monitor the project at country level.

The EU also participated in the Sector Coordination Group with UN Women.

12.4 Main findings - Effects of the EU support

12.4.1 Effects on physical and psychological integrity (EQ7)

EU action has not yet resulted in any measurable improvements to the capacities of rights-holders to make their claims and of duty-bearers to meet their obligations in the area of VAWG. However, the EU has addressed central issues of the VAWG agenda in its political and policy dialogues with the government. In the HR Dialogue led by the EU Special Representative on HR and the Minister of International Cooperation of Myanmar, concerns were raised on sexual violence in conflict areas, progress in the implementation of the National Strategic Plan for the Advancement of Women and the CEDAW Exceptional Report on the Situation of Women and Girls from Norther Rakhine. In dialogues with CSOs and HR defenders the focus was on the draft National Law on Protection and Prevention of Violence against Women and the engagement of the government to CEDAW commitments.⁶²⁶ The government has worked on the anti-violence law since 2013 and it was finally introduced to the Assembly of the Union, the national parliament, in February 2020. This was seen as a success of advocacy by the EU.⁶²⁷

The EU-funded MyJustice programme, which is implemented by the British Council, aims at improving access to justice and legal aid for the poor and vulnerable, developing legal capacity of justice sector professionals and strengthening selected rule of law institutions to better fulfil their mandates. However, it is unclear to what extent MyJustice targeted access to justice for marginalised groups. Gender was not mainstreamed in the programme approach. "Most Justice Centre clients are poor men, and, as such, women are not an intentional target of Centres' support. Within the Centres' clientele, there is significant

⁶²³ EU (2018): Gender Action Plan (GAP) Report Myanmar 2017, p. 13.

⁶²⁴ European Commission (2019). Evaluation of European Union's Cooperation with Myanmar (2012-2017). Volume 2, Indicators, September.

⁶²⁵ EU (2018): Gender Action Plan (GAP) Report Myanmar 2017, p. 11.

⁶²⁶ EU (2019): Gender Action Plan (GAP) Report Myanmar 2018, p.6.

⁶²⁷ Source: interviews; Ministry of Information Myanmar (2020). Women protection draft law introduced to Hluttaw representatives, <https://www.moi.gov.mm/moi:eng/?q=news/18/02/2020/id-20869>.

ethnic diversity. Minority groups are also reached through CSO partner activities, including women victims of violence.”⁶²⁸

12.4.2 Effects on women’s voice and participation (EQ9)

Several EU-supported interventions have aimed at strengthening voice and influence women in decision making. Examples include:

- The programme of the Myanmar Peace Centre integrated capacity building on gender equality, consistent with the National Strategic Plan for the Advancement of Women (2012-2021), and the Beijing Platform for Action. Attention was also placed on the UN Security Council decision 1325 on the promotion of women’s participation in peace processes;⁶²⁹
- The JPF is shaped by two core principles: national ownership and inclusivity and had a target spending of at least 15% of funds on gender inclusion. The Civic Engagement track promoted a new generation of (female) leaders and their networks in the peace process, including youth from ethnic communities and Bamar-majority regions.⁶³⁰
- The Gender Equality Network (GEN) is a Myanmar led, diverse and inclusive network of more than 100 civil society organisations, national and international NGOs and Technical Resource Persons working to bring about gender equality and the fulfilment of women’s rights in Myanmar. The EU is currently the main donor of GEN.⁶³¹
- The action “Empowered Civil Society Organisations and Local Authorities promoting Gender Equality in Myanmar” is implemented across four states/regions in Myanmar (Kachin, Shan, Kayin and Mandalay) with the objective of enhance Myanmar civil society organisations’ (CSOs) and local authorities’ (LAs) contribution to good governance and development processes that promotes gender equality and the empowerment of women and girls.⁶³²

The EU has directly and indirectly promoted women’s protection in conflict affected areas and participation of women in the peace process. On the one hand, the EU has directly funded projects that promote better service delivery and support women’s empowerment and leadership. On the other hand, the EU has contributed together with other EU MS (UK, Denmark, Netherlands, Sweden, France, Luxembourg, Italy and Ireland) to the JPF which has an entire section on the promotion of the participation of women in the peace process.⁶³³

JPF grants have been awarded to projects targeting women’s participation in the peace process including:

- "To upgrade the Role of Women in Peace and Political Issues" which supported various women’s groups in developing a policy paper that can be used to effectively lobby for women’s participation in the peace process (Dec 2017); and
- the "Supporting the Nationwide Ceasefire Agreement (NCA) and peace process through women led land tenure security at the grassroots level" which supported women and land issues relating to the peace process (Oct, 2017).⁶³⁴

However, the peace negotiation process is still on-going, and evidence shows that the presence of women is still very limited at all levels.⁶³⁵

Within the context of Education in Emergencies (EiE) Save the Children International (SCI) supported by BoQBEP trained 105 volunteer teachers in Rakhine on the ‘Protective Education package’. This conflict-sensitive training package included dimensions on psychosocial support and gender

⁶²⁸ British Council (2018): MYJUSTICE mid-term review final report, March; Danish Institute for Human Rights (2018). Gender equality and social inclusion (GESI) assessment conducted by the Danish Institute for Human Rights for the MYJUSTICE programme, first draft internal, April; Evaluation of European Union’s Cooperation with Myanmar (2012-2017). Volume 2, Indicators, September, p. 33.

⁶²⁹ Channel Research (2013): Review of ISDP’s support (EU -funded) to the start-up phase of the Myanmar Peace Center, on behalf of the Institute for Security and Development Policy ISDP, Draft Final Report, September; European Commission (2019). Evaluation of European Union’s Cooperation with Myanmar (2012-2017). Volume 2, Indicators, September.

⁶³⁰ Joint Peace Fund (2015): Description of Action Joint Peace Fund for Myanmar/Burma;

Joint Peace Fund (2018): The Joint Peace Fund Strategy; Joint Peace Fund, NIS, UNOPS (2018). Joint Peace Fund Annual Report, January – December 2017.

⁶³¹ EU (2019): Gender Action Plan (GAP) Report Myanmar 2018, p. 13.

⁶³² EU, Gender Equality Network (GEN), DCA-NCA (2019): Empowered Civil Society Organisations and Local Authorities promoting Gender Equality in Myanmar. Interim Narrative Report, 01.02.2018-31.01.2019.

⁶³³ EU (2018): Gender Action Plan (GAP) Report Myanmar.

⁶³⁴ EU (2018): Gender Action Plan (GAP) Report Myanmar.

⁶³⁵ EU (2018): Gender Action Plan (GAP) Report Myanmar.

Awareness.⁶³⁶ The project ‘Promoting Durable Peace and Development in Kachin’ reported that women felt empowered following programme interventions: “*Leadership and participation were evident throughout the programme*”⁶³⁷.

EU interventions have particularly promoted changes in girls’ and women’s self-esteem and confidence in the field of education. OBEP and ‘Education Assistance to Children in Rakhine State’ increased primary school enrolment for girls but access to education particularly for Muslim girls in Rakhine is still constrained by a number of factors which cannot be solved through project support alone. These barriers include travel and safety concerns for girls, cultural practices, and livelihoods issues.⁶³⁸ QBEP had impact beyond education as it generally contributed to gender awareness and a changed narrative on gender, for example through the design and context of QBEP-supported textbooks.

12.5 Annex

12.5.1 List of persons consulted

Organisation	Position
EUD Myanmar	Gender advisor to the EUD Myanmar, MyGovernance project
EUD Myanmar	Programme Manager Governance and Gender

12.5.2 List of documents

12.5.2.1 EU Strategy Programming

- European Commission (2007): Myanmar: Country Strategy Paper (2007-2013).
- European Commission (2014): Multi-annual Indicative Programme 2014-2020 for Myanmar.

12.5.2.2 EU Reporting

- EU Delegation to Myanmar (2011): External Assistance Management Report (EAMR).
- EU Delegation to Myanmar (2012): External Assistance Management Report (EAMR).
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- European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries – Myanmar.
- European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries – Myanmar.
- European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries – Myanmar.

12.5.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions presented under section 12.1.2

12.5.2.4 Gender-specific studies

- Allwood, Gill (2018): Transforming Lives? EU Gender Action Plan. From Implementation to Impact.

⁶³⁶ UNICEF Myanmar (2016): Quality Basic Education Programme (QBEP), July 2012 to June 2016. Final Report, UNICEF Myanmar (2017): Annual Report BoQBEP and BoQBEP in Rakhine.

⁶³⁷ Oxfam (2018): Promoting Durable Peace and Development in Kachin Final evaluation report 2018, Oxfam (2018): Promoting Durable Peace and Development in Kachin, Annual report Year 3, 2018.

⁶³⁸ European Commission (2019): Evaluation of European Union’s Cooperation with Myanmar (2012-2017). Volume 2, Indicators, September, p. 15-16.

- Danish Institute for Human Rights (2018): Gender equality and social inclusion (GESI) assessment conducted by the Danish Institute for Human Rights for the MYJUSTICE programme, first draft internal.
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- Mayer, Peter & Adam McCarty (2017): Mid-term Evaluation of the Livelihoods and Food Security Trust Fund for Myanmar (LIFT), Debriefing Notes, December 2018.
- Minoletti, Paul (2014): Women's participation in the subnational governance of Myanmar.
- Minoletti, Paul (2016): Gender(in) equality in the Governance of Myanmar: Past, Present and Potential strategies of change.
- OECD (2019): Social Inclusions & Gender Index Myanmar.

12.5.2.5 Other

- Bünte, Marco, and Jörn Dosch (2015): Myanmar: Political Reforms and the Recalibration of External Relations.
- Channel Research (2013): Review of ISDP's support (EU -funded) to the start-up phase of the Myanmar Peace Center, on behalf of the Institute for Security and Development Policy ISDP, Draft Final Report.
- Egreteau, Renaud (2017): Embedding praetorianism: Soldiers, state, and constitutions in postcolonial Myanmar.
- EU (2018): ANNEX of the Commission Implementing Decision on the Annual Action Programme 2018 part 1 in favour of Myanmar/Burma to be financed from the general budget of the Union Action Document for Enhancing the education and skills base in Myanmar.
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- UNICEF (2014): Mid-term Review of the Quality Basic Education Programme in Myanmar.
- UNICEF (2016): Basic Education Programme (QBEP) Final Report.
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- Myanmar Times (2019): EU pumps in EUR 5m for women's projects, <https://www.mmtimes.com/news/eu-pumps-eu5m-womens-projects.html>.
- EU. Capacity4dev. EU Joint Programming. Burma / Myanmar (2020): <https://europa.eu/capacity4dev/joint-programming-tracker/burma-myanmar>.
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13 Country case study: Zambia

13.1 Introduction

13.1.1 Context

Despite improvements across key social indicators (e.g., on education and maternal health), the **situation of women and girls equality** still has a long way to go. Gender discrimination and inequality continue to affect Zambia's women and girls who have lower social and economic status, poorer access to productive resources and assets, and a lack of autonomy and voice. The EU Country Gender Analysis (2016) considers the following statement from UNDP MDG Progress Report (2013) to be still valid: *“Despite awareness-raising and other interventions, Zambia has not focussed sufficiently on addressing underlying causes of women’s economic, social and political marginalization”*.⁶³⁹

According to the UN Gender Inequality Index (GII) Zambia has a Gender Inequality Index value of 0.517, ranking it 144 out of 189 countries in the 2018 index. This reflects the fact that, 18.0 percent of parliamentary seats are held by women, and 39.2 percent of adult women have reached at least a secondary level of education compared to 52.4 percent of their male counterparts. For every 100,000 live births, 224 women die from pregnancy related causes; and the adolescent birth rate is 82.8 births per 1,000 women of ages 15-19. Female participation in the labour market is 70.1 percent compared to 79.7 for men.⁶⁴⁰ Gender-Based Violence (GBV) is a cause and consequence of gender inequality. It is also a major cause of women's ill health and a deterrent to their wellbeing.

The Seventh **National Development Plan (7NDP)** for Zambia for the period 2017-2021 like the three national development plans (NDPs) that preceded it, is aimed at attaining the long-term objectives as outlined in the Vision 2030 of becoming a “prosperous middle-income country by 2030”. The Seventh National Development Plan departs from sectoral-based planning to an integrated (multisectoral) development approach under the theme “Accelerating development efforts towards the Vision 2030 without leaving anyone behind”. The goal of the 7NDP is to create a diversified and resilient economy for sustained growth and socioeconomic transformation driven, among others, by agriculture. Furthermore, this Plan responds to the Smart Zambia transformation agenda 2064 and embeds in it the economic recovery necessary for the actualisation of a Smart Zambia. This is in support of the UN 2030 Agenda for Sustainable Development and the African Union Agenda 2063.

Under Section 5.4 Strategies for Cross-Cutting and Emerging Issues the NDP states that as a commitment to promoting gender equality, the Government will maintain and accelerate efforts by facilitating organisational transformation to enhance responsiveness in all dimensions. To achieve this, the Government will enhance capacity for gender mainstreaming and engender policies, plans, programmes, projects, activities and budgets by coordinating and monitoring implementation of the National Gender Policy. With regard to women's empowerment, the Government will engender the planning and budgeting processes, especially in the key sectors driving national development. This will ensure equitable distribution of national resources between women and men, girls and boys and have meaningful impact in the medium and long-term on poverty reduction among women and girls.

Although the **Constitution** of Zambia protects the equal rights of men and women, it also allows for the application of customary laws and cultural norms which create gender disparities and bias against women regarding gender roles, education and training and access to justice. The Zambian Government has ratified all major international and regional gender-related conventions and treaties, including the CEDAW ratified in 1985. Moreover, it has enacted **domestic legislation** in line with those commitments. Of particular note are the Gender-Based Violence Act (2011). **The Gender Equality and Equity Act (2015)**, the National Gender Policy (2014) and the National Strategy on Ending Child Marriage (2016-21). Establishment of regulatory frameworks is underway.

The **Ministry of Gender** was established in 2012 by combining the Gender in Development Division of the Cabinet Office with the Child Development department of the Ministry of Community Development, Mother and Child Health. However, in 2016 Child Development was transferred to the Ministry of Sport, Youth and Child Development and the ministry was renamed the Ministry of Gender. The Ministry of Gender has a mandate to coordinate gender mainstreaming commitments of the 7NDP working with all government ministries and other actors in gender, in addition the Ministry chairs the SGBV Steering Committee and Co-Chairs the Technical Working Group (TWG) of that programme. The EUD is currently the only donor to provide significant support to the Ministry of Gender. This support is provided through

⁶³⁹ European Union (2016): EU Delegation to Zambia and COMESA Country Gender Analysis 2016; UNMDG Progress reports; Zambia Living Conditions Monitoring Survey (2015) (Central Statistical Office); and Zambian Demographic Health Survey (2013/2014).

⁶⁴⁰ United Nations Development Programme (UNDP) (2018): Table 5: Gender Inequality Index. <http://hdr.undp.org/en/composite/GII>.

the SGBV programme (25 million euros over 4 years implemented in 2 provinces of concentration through 5 implementing partners). This programme includes institutional strengthening of the Ministry of Gender to fulfil its coordinating function between other ministries with respect to gender, as well as a series of programmes and projects involving civil society and community groups.

13.1.2 Overview of the EU cooperation

The EU has a long history of co-operation with Zambia in governance and agriculture. Table 34 below gives an overview of the main areas of cooperation and the related planned MIP allocations under the 10th and 11th EDF funding cycles.

Table 34 Overview of 10th & 11th EDF initial MIP allocations - Zambia

	10 th EDF (2008-2013)	11 th EDF (2014-2020)
Sector 1	General budget support EUR 232 million	Energy EUR 244 million
Sector 2	Transport infrastructure EUR 117 million	Agriculture EUR 110 million
Sector 3	Health EUR 59 million	Governance EUR 100 million
Support measures / Non-focal sectors	Other programmes (e.g., Governance, food security and agriculture divarication, support to NSA initiatives, EPA/Trade related support, technical cooperation): EUR 67 million. Envelope B: EUR 14.8 million	Support measures and NAO Support EUR 30 million
Total	EUR 490 million	EUR 484 million

Source: 10th and 11th EDF CSPs/MIPs.

The evaluation team identified a number of EU-funded gender-targeted interventions in Zambia, many of which have an emphasis on VAWG, specifically on SGBV. The majority of these interventions are funded by the EDF instrument and implemented by CSOs. Table 35 and Table 36 below contain a detailed list:

Table 35 GEWE-targeted contracts in Zambia⁶⁴¹

Domain	Intervention title	Contract year	Cris ref.	Contracting party	Planned amount
EDF					
	Empowering citizens (women, men, girls and boys) so that they know, claim and secure their rights (in targeted thematic areas and geographic locations)	2014	c-335108	Zambian Governance Foundation	EUR 850,000
	Improving Access to Justice by the Victims of Gender Based Violence	2015	c-357660	Women in Law and Development in Africa	EUR 400,000
	Increasing Access to Justice in Rural Areas for Survivors (not victims) of Gender Based Violence	2015	c-357003	Women for Change	EUR 300,000
	Making the law work for girls and boys	2015	c-365998	Plan Norge	EUR 500,000
	Women's rights and access to justice in Zambia	2015	c-365809	Avocats Sans Frontieres	EUR 400,000
	Canvassing Contours and Ridges: Towards Gender Justice in Eastern and Western Provinces of Zambia	2015	c-365985	Kirkens Nodhjelp Forening	EUR 400,000
	Prevention and Support to SGBV Survivors (SGBV programme) ⁶⁴² <i>This intervention includes the following components/contracts:</i>	2017	d-39799	see below	EUR 25 million
	Natwampane ("coming together")	2018	c-391681	BBC Media Action LBG	EUR 2 million
	Access to Psycho-Social Counselling for Survivors of Sexual and Gender-Based Violence (Psycho-social counselling project)	2018	c-400394	Lifeline/Childline Zambia	EUR 500,000
	From Trauma to Resilience: Reducing SGBV through Norm Change and Survivors increased Access to SGBV Care and Justice	2019	c-406995	Kirkens Nodhjelp Forening	EUR 9 million
	PREVENT! Sexual and Gender-Based Violence (SGBV) Prevention and Survivor Support project	2019	c-406984	World Vision Zambia	EUR 9,25 million
EIDHR					
	Empowering civil society to challenge discrimination against LGBTI persons in Zambia in a unified framework on equality	2014	c-346303	RAINKA Zambia	EUR 200,000
	Improving health care and education services for women prisoners and circumstantial children through human right promotion	2015	c-367582	Centro Laici Italiani per le Missioni Associazione	EUR 300,000
CSO-LA					
	To contribute to the socio-economic empowerment of women, especially in the rural areas of Zambia for gender equity and equality (Socio-economic empowerment project)	2016	c-376323	Non-governmental organisation coordinating council	EUR 1 million

Source: Authors' compilation based on CRIS data.

Regarding 'gender-sensitive' interventions, the EU tries to actively mainstream gender in energy, education and nutrition. Examples of interventions in these sectors can be found below:

⁶⁴¹ For a list of gender-specific programmes and projects funded by the EU MS, consult Annex 7.4.

⁶⁴² Part of the contracts under this decision are outside of the temporal scope of this evaluation. They have nevertheless been listed here for the purpose of completeness.

Table 36 Examples of gender-sensitive interventions - Zambia

Domain	Intervention title	Contract year	Cris ref.	Contracting party	Planned amount
EDF					
	ElectriFI country windows – Zambia	2017	c-393836	Nederlandse Financierings-Maatschappij voor Ontwikkelingslanden NV	EUR 40 million
	Support to the sustainable commercialisation of Zambia's smallholder farmers (<i>This intervention includes the following contract</i>)	2017	D-039612		EUR 87 million
	(‘Gender sensitive water management programme’) Enhanced sustainable and gender-sensitive agricultural water management and irrigation systems for smallholder farmers in selected districts of the Lower Kafue sub-catchment	2018	c-400890	GIZ	EUR 12 million
CSO-LA					
	Action for Improved Access to Equitable Quality Basic Education in Community Schools in Zambia	2014	c-351222	Oxfam Gb	EUR 600,000
	Re-aligning Agriculture and WASH for Nutrition (RAGWA-Nut)	2016	c-378542	World Vision Zambia	EUR 1 million

Source: Authors' compilation based on CRIS data.

Regarding **EU MS**, Germany, Ireland, Sweden, the UK and Finland were active in the area of GEWE in Zambia. Germany was primarily engaged in sectors related to VAWG and sexual and reproductive health. Sweden was also engaged within these two sectors, as well as within ones related to support of women's organisations. Ireland focused its efforts in VAWG and basic education, while Finland was mainly involved in efforts related to women's political participation. Finally, the UK was active in a wide variety of sectors, including VAWG, sexual and reproductive health, health and nutrition, and political participation., and media. See Annex **Error! Reference source not found.** for further details.

13.1.3 Focus of the case study

Although the case study covers the whole EU support to GEWE, the analysis of outcomes puts a specific focus on the areas of i) SBGV and ii) women's empowerment in the context of rural development.

In addition, gender mainstreaming will be examined in more detail in a variety of sectors within the following six EU interventions: i) The Natwampane (*‘coming together’*) Project; ii) The Psycho-social Counselling Project; iii) The Socio-economic empowerment project; iv) Improving Access to Justice by the Victims of GBV; v) Increasing Access to Justice in Rural Areas for Survivors of GBV; and vi) The Gender-sensitive Water Management Programme.

13.2 Main findings – Summary: Zambia

1. During the period under review, the EUD has consistently compiled Country Gender Analyses (in 2013 and 2016) drawing on a wide range of documentation produced by other donors (UNDP, UN Women, USAID, JICA, IMF), regional bodies (ADB, SADC), and national institutions.
2. Overall, the EUD has been careful to collect and report sex-disaggregated data in a number of projects and programmes, in particular the more recent ones – and has paid attention to including such data in logical frameworks.
3. The degree of gender mainstreaming in spending action has varied across sectors. Around 44% of the interventions contracted by the EU in Zambia between 2014 and 2018 were gender-sensitive (i.e. targeted or non-targeted depending on the assigned marker G2 or G1 by the EUD).
4. European actors have jointly agreed objectives related to gender interventions in Zambia at local and country levels. In particular, there is a good level of dialogue on gender between the EUD and the EU MS, especially relative to SGBV and the EU Human Rights and Democracy Country Strategy (2016-2020). There is coordination with EU MS across all areas as they continue to work closely on GAP reporting and updating of Civil Society Roadmap. The position of “Gender Champion” rotates well around EUD and EU MS embassies. Significant dialogue also takes place between EUD and other gender partners including UNDP, UNICEF, UNFPA, WHO, World Bank.
5. The EUD has worked hard to build capacity internally and considers itself to have met all minimum standards with respect to overall performance on gender mainstreaming. Gender expertise is available not only through the GFP but also through other experienced staff. The active support and high commitment of previous and current senior management (HoD & HoC) translated into progressive improvements in gender mainstreaming across EU interventions and remains crucial to these issues.
6. EU support has contributed to strengthening the policy and legal frameworks on gender equity and equality including SGBV and early child marriage, in particular through high level dialogue and a dedicated SGBV programme that has actively addressed both duty bearers and rights holders’ capacities.
7. The EU has contributed to enhancing nationally-led coordination mechanisms in the area of SGBV. Civil society was part of stakeholder consultation process organized during formulation of all EDF programmes and in the framework of EDF, NIP and MTR exercises. EU has also supported coordination through support to the non-Governmental Gender Coordinating Council that brings together 97 local NGOs and CBOs to coordinated efforts to promote gender equity and equality.
8. However, the implementation of the policy framework is still hampered by national stakeholders’ capacity constraints. In particular, there are still weaknesses in the provision of protection services to SGBV survivors by public institutions due to limited human and financial resources – especially at decentralised levels and in rural areas. Negative social norms with respect to SGBV continue to prevail.
9. Sustainability issues have been addressed in a variety of programmes (e.g., the SGBV programme, the ‘Improving Access to Justice’ and the ‘Contribute to socio-economic empowerment of women’ project) by strengthening i) national capacity at all levels and across sectors and ii) coordination and communication between government ministries (Steering Committee and TWG), cooperating partners, and implementing partners at community, district, provincial and national levels.
10. While the EU has been active in the area of women’s economic empowerment, no support aiming specifically at increasing women’s access to decent work, addressing the overrepresentation of female workforce in the informal economy or reducing gender-based discrimination in wage and self-employment have been identified in the country. A number of programme activities under the agriculture sector have yet been designed to address disparities in land ownership and access to other economic resources.

13.3 Main findings - Design and implementation approach

13.3.1 Gender mainstreaming (EQ3)

13.3.1.1 Gender analysis

Country Gender Analyses have been compiled by EUD in 2013 and 2016 drawing on a wide range of documentation produced by other donors (UNDP, UN Women, USAID, JICA, IMF) regional bodies (ADB,SADC), and national institutions such as the Central Statistical Office (CSO) and the Zambia Demographic Health Survey Report, as well as documentation and reports from EU activities and interventions. In addition, specific additional data has been gathered for some programmes such as the SGBV programme through KAP studies and surveys. An important gender analysis of the energy sector was concluded in 2019 as a basis for the enhancement of the policy, legal and regulatory environment in the sector and capacity-building for renewable energy and energy efficiency. A gender analysis was conducted and gender activities mainstreamed in two regional COMESA programmes (ICT and Aviation). These programmes were not initially included as programmes to be gender mainstreamed in the EU 2016 gender analysis but thanks to an openness of EU programme managers and gender mainstreaming capacity at COMESA it was possible to do this. Delegation staff have been instructed “to streamline Gender in all projects from the Identification phase” and “Gender Analysis has been conducted for all local sectors of the NIP either in-house or by using external consultants”.⁶⁴³ The Template for Assessment of Cross-Cutting Issues submitted to the Quality Support Group (QSG) for SGBV programme is very detailed though appears not to be available for other interventions.

According to the 2017 and 2018 GAP II Report, the majority of projects and programmes, in particular more recent ones, collect and report sex-disaggregated data where possible. The EUD aims to continue ensuring the inclusion of such data in logical frameworks. In addition to the GFP being involved in the review of all programmes and projects a number of other EUD staff have responsibilities for paying attention to the gender dimension e.g., HoM, HoC, Political Section Head and Programme Managers.⁶⁴⁴

13.3.1.2 Mainstreaming in spending actions

According to the 2017 and 2018 GAP II report, “Gender analysis is conducted in identification and formulation of programmes for all priority sectors”. The Gender dimension is consistently discussed relative to poverty/national development planning; democracy; human rights; rule of law; governance/accountability/transparency; trade; decent work & employment; social protection; health, education; SRHR. A pilot on gender responsive budgeting has been implemented in 2011 focusing on agriculture, education and health sectors but remained at pilot stage and not pursued by government of Zambia. (See Gender Equality Assessment for identification and formulation phases submitted to QSG) Similar mainstreaming activities in infrastructure programmes are already being undertaken in Aviation and ICTs.

However, it would appear from the 2018 GAP Report that the “gender dimensions” of the following programmes have not been discussed: PFM, PAR, Security/Conflict Prevention, Agriculture/fisheries/food/nutrition, energy, environment and climate change.

Gender has been adequately mainstreamed in specific actions under the SGBV programme, namely the Natwampane project (BBC Media Action) and the Psycho-Social Counselling Project (Lifeline/Childline, Zambia). A component of the project Increasing Access to Justice in Rural Areas (WfC)) is dedicated to gender mainstreaming the annual programmes of district line ministries including Ministry of Education, Health, Community Development and Social Services.

The GAP Report (2019) shows that in only two priority sectors, Public Financial Management and the Rule of Law, gender mainstreaming had not been discussed, though the issue remains to be introduced for a number of other non-priority sectors e.g., Governance, PAR, Trade, Security and Conflict Prevention, Migration, Trafficking, WASH, Agriculture, Environment.

For the energy sector a Gender Assessment was conducted (2019) through desk and literature reviews, and very extensive interviews with state and civil society (see Box 32 below). The Assessment has invoked and built upon the government of Zambia’s long history of commitment to promoting gender equality expressed through a number of key instruments which however remained largely dormant. At the time of field interviews a questionnaire survey was being conducted to test and elaborate conclusions from the assessment.

⁶⁴³ European Union (2017): GAP II Report, 2017, p 13.

⁶⁴⁴ European Union (2017): GAP II Report 2017; European Union (2018): GAP II Report 2018.

The Gender Assessment Report developed under the project "Increased Access to Electricity and Renewable Energy Production" (IAEREP) funded by the EU (FED/2018/395-092) provided an assessment of the existing measures taken to promote GEWE in the energy sector of Zambia.

This Gender Assessment conducted through desk and literature reviews, and very extensive interviews with state and civil society has invoked and built upon the government of Zambia's long history of commitment to promoting gender equality expressed through a number of key instruments. Stakeholders interviewed include Ministry of Energy (MoE), Rural Electrification Authority (REA), Energy Regulation Board (ERB), ZESCO as well as Non-Governmental Organisations (NGOs) and actors from the private sector.

Having for main objective to conduct an assessment of effectiveness of the existing measures taken to promote gender equality in the energy sector and formulate recommendations for the way forward, this tool can provide added value in a number of ways:

First, it sheds light on how inequality operates in a given sector and contributed to making better policies and programmes by correctly identifying and reaching the target groups. Among other things, the report highlighted that men and women have different energy needs, with women being the main providers and users of energy for reproductive work such as cooking and heating. Energy for cooking is many times overlooked, with most electrification projects focused on the productive use of energy (lighting and productive work in industries). As rightly pointed out in the Gender Assessment Report, a common assumption is that project benefits will automatically trickle down to women and that resource uses and needs are equal as between women and men. With no prior gender assessment, policy decisions that appear to be gender neutral may have differential impacts on men and women and exacerbate existing social and economic inequalities. Gender responsive energy programmes, hence, must include an assessment of how project interventions could potentially impact men and women differently. This requires identifying the roles women and men play and the activities in which they are involved in their households and communities in order to pinpoint how they may be impacted by energy programmes. It is also important to understand specific differences among age groups and other relevant factors, such as financial and social status and geographic location.

Second, it helps analysing and foreseeing the gender impact of any kind of actions or projects. The importance of mainstreaming gender into development programmes is not a new issue. There are numerous examples of projects which have failed because women's views, needs and capacities were not included in the project design or the power relationships between men and women were not taken into account. As shown by the Report, the knowledge of gender mainstreaming, gender analysis and gender responsive budgeting is generally low across the energy sector. This lack of institutional capacity in gender mainstreaming is also reflected in the lack of sex-disaggregated data and gender sensitive indicators. In addition, energy sector development has remained largely gender-blind in the sense that most of the legislation, policies and strategies fail to recognise differences in the way that men and women get access to, pay for, use and benefit from electricity and other forms of energy. In this same line, the Assessment highlights the lack of sexual harassment policies in public energy institutions, despite a provision in the Gender Equity and Equality Act No. 22 of 2015.

Finally, it constitutes a great learning tool that can support programme managers in the various project management life cycle phases such as planning, designing, programming and budgeting processes.

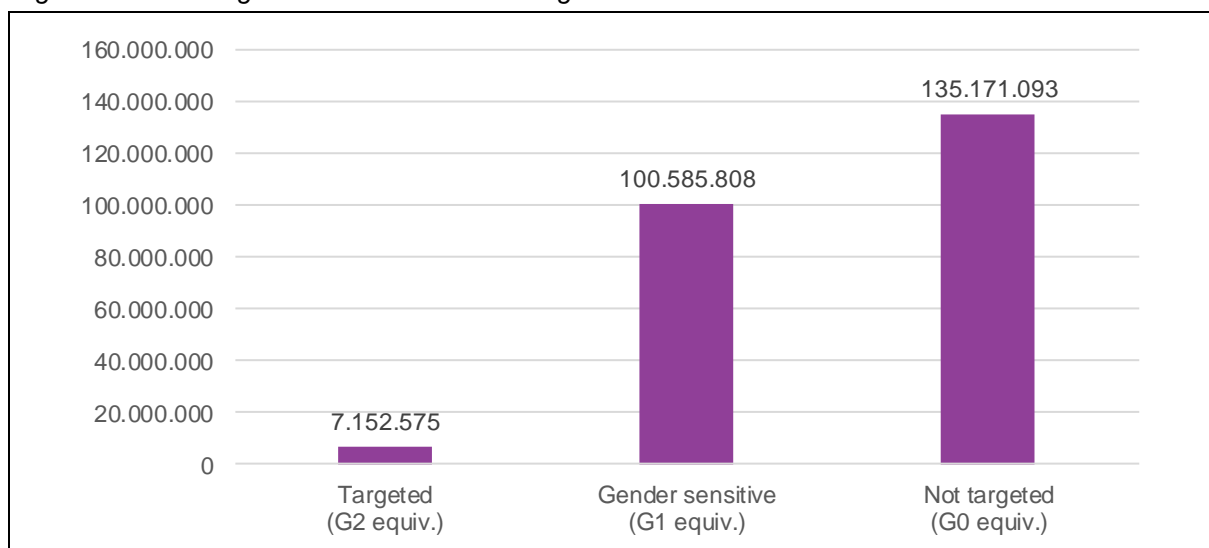
Source: 2019 Gender Assessment Report and interviews.

In addition to the energy sector, the EU has also made efforts to mainstream gender in other non-targeted programmes. The "Support to the Sustainable Commercialisation of Zambia's Smallholder Farmers" programme, for instance, presents an example in which the EUD 's efforts have successfully transpired into the action's programming documents. The action document proposes to mainstream gender equality into the result areas, activities and indicators, and to commit to further gender analysis, with a proposed focus on women's economic empowerment and nutrition. Gender equality is considered to be a significant objective of the action, and it is integrated gender into all four results areas. In addition, it foresees the systematic collection of sex-disaggregated data, and almost all output indicators in the log frame are disaggregated by sex. Overall, the action document shows gender equality to be clearly mainstreamed in most sections of the action (including risks and lessons learnt sections), with a window for improvement regarding the strengthening of its gender analysis and intervention logic. Under this decision, an intervention with a specific gender sensitive approach has been launched ("*Enhanced sustainable and gender-sensitive agricultural water management and irrigation systems for smallholder farmers in selected districts of the Lower Kafue sub-catchment*", as seen in Table 36 above).

Additionally, more needs to be done in terms of equipping all staff (not just programme staff) to be able to mainstream gender in their routine. GEWE efforts are not yet fully institutionalized in the system and remain very much dependent on actions and commitments of key individuals in the energy sector.

According to the inventory developed by the evaluation team during the inception phase, interventions in Zambia for the period 2014-2018 are split along the following categories. **Around 39% of the interventions funded by the EU in Zambia were gender-sensitive** (i.e. targeted or non-targeted by marked G2 or G1 by the EUD).

Figure 14 Gender-sensitive EU funding amounts⁶⁴⁵ - Zambia



Source: Authors calculations based on CRIS data

13.3.1.3 Mainstreaming in non-spending actions

It would appear from all GAP II reports and other documentation that there is a very good level of dialogue on gender between the EUD and the MS particularly relative to SGBV and the EU Human Rights and Democracy Country Strategy (2016-2020) (See EU Joint Sector Programme – Zambia 2018 Gender Equality). The position of “Gender Champion” rotates around EUD and MS embassies and is currently held by the Irish Ambassador. The EUD also holds an annual Joint Programming event with EU MS and Gender is a component of this.

The GAP II reports also note a number of meetings between the HoD and Ministry of Gender on specific occasions such as IWD, as well as at significant programming milestones.

Significant dialogue also takes place between EUD and other gender partners including UNDP, UNICEF, UNFPA, WHO, World Bank (See Matrix of Implementing Partners). As noted earlier a number of Gender Analyses have been conducted by EUD (2013,2016) and other donors (FAO, JICA, ADB). (See Bibliography).

The EUD/GFP chaired the Cooperating Partners Gender Group (CPGG) which includes Member States and other donors who provide significant support to GEWE such as UNDP, World Bank, USAID etc. The CP Gender Group’s main objectives are i) information sharing; ii) coordination between donors and 3) engagement mechanism with the Ministry of Gender. The group managed to hold regular coordination meetings led by the Permanent Secretary at the Ministry of Gender. In addition, it also managed to add the World Bank and Embassy of Canada to its membership and initiated a coordinated mapping initiative of gender projects implemented in Zambia.

Although no recent trainings have been conducted, **the EUD has worked hard to build capacity internally**, and considers itself to have met all minimum standards with respect to overall performance on gender mainstreaming (GAP II Report 2017 & 2018, p.15 & 16). Gender expertise is available not only through the GFP but also through an experienced Programme Manager in the Governance and Social Sectors Unit and the M& E Advisor. The EUD is also developing a database of consultants who are brought in to support gender mainstreaming. According to the 2018 GAP Report, all programmes designed in that year had to some extent incorporated a gender analysis and ensured sex-disaggregated data for several activities.

⁶⁴⁵ The calculated amounts are based on the planned contracted amounts for the period 2014-2018 and therefore do not reflect the more recent contracts under decision FED/2017/039-799, Prevention and Support to SGBV Survivors (SGBV programme).

However, gender training has not taken place for a number of years. In 2017 Rights-Based Training was provided though this did not include a significant component on gender. In 2020 both Rights-based and Gender training are planned to take place.

With regards to events, the EU holds an annual CSO Fair in Europe Month (May) and in 2019 decided to give it a Gender theme. The objective of this was two-pronged: i) to allow CSOs to showcase their activities that mainstream gender within EU Actions; and ii) promote gender equality to the Zambian public. The event was held in a popular shopping mall with significant foot traffic, to ensure good accessibility to the public. It was very successful in promoting dialogue between CSOs, EU MS and government Ministries, especially the Ministry of Gender, on GEWE in the country. The Minister of Gender, who was the guest of honour, was particularly appreciated by the 40 CSOs in attendance, as she took the time to visit and talk with every organisation that was exhibiting. It is not easy for some CSOs to get an audience with the Minister of Gender or Ambassadors of Foreign Embassies, and the EU was able to use an annual event planned for EU Month to provide this platform for dialogue and networking with key stakeholders and actors in gender.

13.3.2 Instruments and modalities (EQ6)

13.3.2.1 Choice of financing instruments, incl. their combination

According to the evaluation team's inventory, **GEWE-targeted interventions are predominantly financed by the geographic instrument EDF**. This has been consistent over the years from 2014-2018. A few thematic instruments, namely EIDHR and CSO-LA, also financed GEWE-interventions. However, these were primarily used during the years 2014 to 2016. Regarding the types of interventions financed under these instruments, almost all SGBV programmes were funded under the EDF instrument.

Gender-sensitive interventions reflect a similar pattern and are funded by the three aforementioned instruments. However, the proportion of interventions covered under each instrument is more balanced than the above: although the EDF instrument funds the largest number of gender-sensitive interventions, the CSO-LA instrument also finances a significant portion. However, EIDHR remains a minority instrument.

13.3.2.2 Choice of modalities and funding channels

The majority of GEWE-targeted interventions in Zambia were implemented by CSOs, a few of which were women's organisations. As such, the main modality was grants. However, it is worth noting that according to the 2016 EAMR, **Zambia continues to be ineligible for budget support** and it is unlikely that conditions for budget support operations will be restored in the short term.

The EU supports the Non-Governmental Gender Coordinating Council (NGOCC) which has 97 members who work in GEWE and is considered to be the leading network on gender issues in Zambia. The aim and expectation is that support would trickle down to grassroots organizations as well as the larger ones. From discussions taking place during the field mission it seems that this aim is only partially fulfilled. Most smaller and many of the larger CSOs lack the expertise to compete successfully in a Call for Proposals in GEWE as in other areas of cooperation. Nevertheless, coordination through the NGOCC (now chaired by WILDAF) particularly under the SGBV programme has resulted in significantly greater coordination between CSOs overall.

13.3.2.3 Monitoring, evaluation and learning

It would appear from evidence available that some but not all of EU interventions and policy development processes are engendered (see comment under J.C3.2 for details). This is important because gender-related monitoring, evaluation and learning mechanisms can only be put in place in interventions where gender has been mainstreamed, targeted or which at least are "sensitized".

Attention is being paid to accountability and learning, particularly in the light of the fact that prevention of SGBV is a complex and lengthy process. On the positive side, the SGBV programme will have mid-term and final evaluations carried out by independent consultants, according to a Monitoring & Evaluation Framework which will involve both qualitative and qualitative approaches. The programme also incorporates a strong media and communication component.⁶⁴⁶

In addition, the Natwampane programme was developed using the BBC Media Action's primary research and secondary evidence as well as the EU SGBV programmes research. BBC Media Actions in-house team of researchers have put in place a detailed monitoring, evaluation and learning strategy. (See Natwampane Project). Gender-related monitoring, evaluation and learning mechanisms are also

⁶⁴⁶ European Union (2017): Action Document for Sexual and Gender-Based Violence (SGBV) Prevention and Support to SGBV Survivors in Zambia, para 5.8 and 5.9.

in place for the Improving Access to Justice and the Increasing Access to Justice in Rural Areas Projects related to SGBV.⁶⁴⁷

There were in 2019 four evaluations that contained recommendations on gender:

- UNDP Elections programme (363-147)- recommendations on gender were that gender work should be a focus throughout the electoral cycle, not only during elections. UNDP should consider direct partnerships
- With CSOs to further advocacy and education related to electoral participation of traditionally disadvantaged groups. NGOCC Women's Economic Empowerment Project (376-323)- gender programming recommendations included the need to conduct further research on what has caused an increase in GBV cases being reported in Zambia. Also, it is important to ensure the programme includes the Men's Parliamentary Network on Gender Equality as champions of change.
- NCA Canvassing Contours and Ridges (365-985)- recommendations included the need for more focus on changing negative social norms related to SGBV and relationship building at various levels (family, traditional, faith, political leadership as well as school management) to see change. Informal support groups must be prioritized and supported further as this is where most SGBV survivors seek help. The use of male role models was found to be an effective way to counter negative perceptions of masculinity.
- Performance Enhancement Programme II - this mid-term evaluation found that gender equality has been taken into account and included throughout the PEP II Action but systematic implementation and reporting needs to be improved.

As these were all final evaluations, there was no immediate follow up as the projects are closed. The recommendations however have been taken forward to inform the design of the new Elections programme approved in 2019 as well as the next direct award to NGOCC. NCA have incorporated their learning in their new EU grant on the Prevention of SGBV (Natwapane).

13.3.3 Coordination and EU added value (EQ4)

13.3.3.1 Complementarity

European actors have jointly agreed objectives related to gender interventions in Zambia at local and country levels.⁶⁴⁸ There is coordination with EU MS across all areas as they continue to work closely on GAP reporting and updating of Civil Society Roadmap.⁶⁴⁹ There is especially close coordination with respect to SGBV at local and country levels. The gender dimension is included in all EU MS policy dialogues and in dialogue with the Zambian government. Regarding EU/MS, they are in regular dialogue with CSOs working on gender issues (EUJSP). The gender donor coordination mechanism (Gender Cooperating Partners Group) is now chaired by GFP/EUD .

The GAP II reports, however, note a number of meetings between the HoD and Ministry of Gender on specific occasions such as IWD, as well as at significant programming milestones. The Ministry of Gender has a mandate to coordinate gender mainstreaming commitments of the 7NDP working with all government ministries and other actors in gender, in addition the Ministry chairs the SGBV Steering Committee and Co-Chairs the Technical Working Group (TWG) which brings together all European actors on SGBV.⁶⁵⁰

13.3.3.2 Value added

The EU's added value is most evident in its coordination role and funding capacity. In terms of coordination, the EU brings together heads of mission and EU MS, and actively promotes gender in joint programming.⁶⁵¹ Moreover, the EU has played an active role in gender in the country: in 2018 the Head of Delegation was appointed a "gender champion" for the group though as this is a rotating function this was held by the Irish Ambassador in 2019.⁶⁵² Consideration is being given under CPGG to the development of a gender research platform which would bring together all the research & survey data being generated in the course of programming by EUD/MS and other donors. Within the donor landscape in Zambia, the EU ranks as one of the largest, most committed donors alongside USAID, the

⁶⁴⁷ European Union (2015): Action Document for Increasing Access to Justice in Rural Areas for Survivors of Gender Based Violence; European Union (2014): Action document for Improving Access to Justice by the Victims of Gender Based Violence.

⁶⁴⁸ EU country-level Gender Action Plan 2016-2020.

⁶⁴⁹ Source: EAMRs.

⁶⁵⁰ European Union (2018): European Union Joint Sector Programme - Zambia - 2018.

⁶⁵¹ Source: interviews.

⁶⁵² European Union (2017): GAP II Report 2017; European Union (2018): GAP II Report 2018.

UK (DfID) and Sweden. Finally, the EU has played a predominant role in promoting dialogue between CSOs, EU MS and government Ministries, especially the Ministry of Gender, on GEWE in the country, as showcased by the 2019 annual CSO Fair held during EU Month (see section 13.3.1.3 for more details).

13.3.4 Partnerships (EQ5)

13.3.4.1 Support to nationally-led coordination mechanisms

In the context of SGBV the EU has contributed to enhancing nationally-led coordination mechanisms. It would appear from all GAP II reports and other documentation that there is a very **good level of dialogue on gender between the EUD and the MS** particularly relative to SGBV and the EU Human Rights and Democracy Country Strategy (2016-2020). (See EU Joint Sector Programme – Zambia 2018 Gender Equality). The Ministry of Gender has a mandate to coordinate gender mainstreaming commitments of the 7NDP working with all government ministries and other actors in gender, in addition the Ministry chairs the SGBV Steering Committee and Co-Chairs the Technical Working Group (TWG) both of which are supported by EU SGBV programme. The Ministry is generally regarded to be rather weak and has a small budget and a limited number of staff. It has no staff based outside Lusaka. The Ministry has a mandate to coordinate through GFPs appointed in other ministries the mainstreaming effort across sectors. One of the objectives of the EU-funded SGBV programme is to strengthen this coordination function, in addition to providing support to programmes and projects managed by the implementing partners (GIZ, World Vision International, Norwegian Churches Association, BBC, Child Lifeline) through a variety of CSOs.

13.3.4.2 CSOs' involvement (incl. women's organisations)

Civil society was part of stakeholder consultations organized during formulation of all EDF programmes and in the framework of EDF, NIP and MTR exercises. Dedicated CSO/NGO meetings were held on Gender and SRHR, on governance and on human rights (jointly with MS) and on Resource Mobilisation (under the CSO Roadmap). Under the SGBV programme consultation and support has been provided to NGOCC – an umbrella organization for 97 groups working on GEWE. CSOs at the community level have been involved in formulation and implementation and will be involved in monitoring. In thematic areas Physical and Psychological Integrity & Economic Empowerment CSOs have been directly involved in planning and implementation.

13.3.4.3 Partnership at global level

At the global level, there is evidence of European actors establishing partnerships with various key stakeholders in the area of GEWE. Current SGBV actions acknowledge and build upon previous and ongoing SGBV, justice and health sector projects, programmes and studies of the UN (UNDP, UNFPA, UN Women, WHO), World Bank and USAID.⁶⁵³

13.4 Main findings - Effects of the EU support

13.4.1 Effects on physical and psychological integrity (EQ7)

13.4.1.1 VAWG policy and legal frameworks

EU support has contributed to strengthening the policy and legal frameworks in the area of VAWG in a number of ways, in particular through high level dialogue and a dedicated SGBV programme. Despite weaknesses in several areas such as the enactment of the draft Marriage Bill, the formulation of an SGBV prevention strategy, and the formulation of a standard package of SGBV support services to the legal and policy framework related to SGBV has been deemed satisfactory by several observers. Contextually, several factors facilitated this success, including the strong political will from the Minister of Gender who pushed the SGBV agenda. However, this commitment was also made possible by the very active support from the EU. Discussions with the former Head of Delegation and the former Head of Section moved the gender agenda forward. In particular, the former Head of Delegation, a dynamic gender advocate, worked to create synergies between the EU and Ministry of Gender to recognise SGBV as an important national issue and to subsequently increase funding to address it.⁶⁵⁴ This momentum must be carried forward with the new HoD and HoC.

The EU-funded SGBV programme has provided technical assistance, including a Senior Technical Advisor based in the Ministry of Gender funded by the EU through GIZ to strengthen the national

⁶⁵³ See Bibliography 7.2 Matrix of Relevant Actions by Other Funding Entities - Excel sheet

⁶⁵⁴ Source: interviews.

institutional and policy framework, and support governance and oversight of policy implementation. Grants have also been awarded to Lifeline/Childline, Zambia and the BBC Media Action project. Both these actions are in line with the approach of the overall SGBV programme of which they are a part and therefore support and implement the overall policy and legal framework with respect to prevention and treatment of SGBV in Zambia.

Other direct contributions to strengthening policy and legal frameworks came from the project “To contribute to the socio-economic empowerment of women, especially in the rural areas of Zambia for gender equity and equality”, implemented by the Non-Governmental Organisation Coordinating Council (NGOCC). The project aimed to enhance gender-sensitivity and -responsiveness in policy and legal frameworks in Zambia as well as in national development programmes through supporting NGOCC’s member organisations in influencing the review and implementation of legal reforms and policies. Legislative issues were further addressed in the Improving Access to Justice and the Increasing Access to Justice in Rural Areas projects.

Implementation of the policy framework is still hampered by national stakeholders’ capacity constraints. In particular, there are still weaknesses in the provision of protection services to SGBV survivors by public institutions due to limited human and financial resources – especially at decentralised levels and in rural areas. This is more generally the case with regards to access to the legal system.

According to the Zambia Police, 6,788 cases of GBV were reported nationally during the third quarter of 2019. This is a 9.9% increase from the third quarter of 2018, which recorded 6,114 cases. Within the 6,788 reported cases, 773 were cases of child defilement, 1,928 were cases of assault OABH, 133 were cases of rape and 52 were cases of indecent assault. In total, 4,025 victims of GBV were female (or 59.3%), 1,266 were male (18.7%), 1,253 were girls (18.5%) and 244 boys (3.6%). It is worth noting that of these 6,788 GBV cases, only 659 (9.7%) were taken to court. Of the remaining cases, 3,857 (56.8%) were withdrawn at various Police Stations and 2,272 (33.5%) are still under investigation.⁶⁵⁵

13.4.1.2 Capacities of rights-holders and duty-bearers

Through its SGBV Programme, the EU has actively addressed both duty bearers and rights holders’ capacities. Concerning the latter, this covers young people, in particular boys and girls aged 10 to 24 years old as well as SGBV survivors.⁶⁵⁶ Capacity of state institutions (duty bearer) to respect, protect and fulfil human rights obligations has also been assessed during formulation of the overall SGBV programme. Key “duty-bearers” who will be beneficiaries of the programme are teachers and schools, traditional religious and political leaders, community radio and other media outlets; providers of SGBV services (e.g., Coordinated Response Centres (CRCs) medical staff, psycho-social counsellors, paralegals, traditional and statutory courts and CSOs).

Box 33 Details on the Natwampane, Psycho-Social Counselling and Increasing Access to Justice projects (Zambia)

The **Natwampane project** addresses “young people” between the ages of 15-24, leaders and influencers, SGBV survivors and people at risk, primarily through local radio (12 stations in all) to “inspire social and behavioural change on gender equality, women’s rights, SGBV, drivers of SGBV and SGBV services.”⁶⁵⁷

The grant contract awarded to Lifeline/Childline Zambia for the **Psycho-Social Counselling project** falls under the second pillar of the EU’s SGBV programme which focuses on increasing access to and use of comprehensive support services to survivors of SGBV, especially by rolling-out the one-stop SGBV centres to all districts in Luapula and Northern Province.

The **Increasing Access to Justice in Rural Areas project** implemented through Women for Change (WfC) strengthens and empowers Area Associations (self-governing CSOs) and traditional leaders (Chiefs and Headpersons) to fight GBV and provide access to justice for GBV victims at the local level. This intervention also focuses on increasing legal literacy of the local population through all available media and aims to bridge the gap between existing national legislation and local practices.

Of particular interest in terms of strengthening the capacities of both rights holders and duty-bearers are the grants to BBC Media Action LGB for the Natwampane project, to Lifeline/Childline Zambia for the Psycho-Social Counselling Project and to Women for Change (WfC) for the Increasing Access to Justice in Rural Areas project. Regarding Natwampane, the project is strengthening the capacity of media outlets and practitioners and enabling (some) young people to become “champions of change”. The

⁶⁵⁵ Zambia Police (2019): 2019 Third Quarter GBV Statistics. <http://www.zambiapolice.gov.zm/index.php/112-news/364-gbv-statistics-3rd-quarter-19>.

⁶⁵⁶ Action document of SGBV programme.

⁶⁵⁷ Action document of Natwampane Project, p.9.

Natwampane project meets regularly with the Ministry of Gender, the EU and other implementing partners under the EU SGBV programme and participates in the Steering Committee of that programme and other coordinating bodies at provincial and local levels. Similarly, the Psycho-Social Counselling project focuses on providing quality psycho-social counselling as an essential service for SGBV survivors (“rights holders”) by phone and social media. Concerning the Increasing Access to Justice project, one of the aims is to bridge the gap between existing national legislation and local practices. Traditional leaders will be encouraged to adhere to a code of conduct obliging them to refer serious GBV cases to government courts thus eventually aligning customary practice with national and legal standards. Area Associations will be empowered to hold authorities accountable for enforcing anti-GBV laws.

13.4.1.3 Agents of change

Several VAWG projects have actively targeted men and traditional leaders with the goal of making them positive agents of change. However, regarding the SGBV programme, it is too early to conclude the effects. Men and boys have been included in baseline and follow-up KAP surveys of the SGBV Programme, and in the primary and secondary research carried out under the Natwampane project. The extensive programme of Behavioural Change Communication addressing norm change with respect to SGBV carried out under the Natwampane project is designed to change attitudes of men and boys, women and girls in the target populations; to encourage communication within communities as to the unacceptability of SGBV so that social norms gradually change; and to provide information on referral systems for victims.

The EU projects Improving Access to Justice and Increasing Access to Justice in Rural Areas both reach out to men and traditional leaders. WILDARF has reported Community led structures are a good conduit for success e.g., use of community based GBV clubs to raise awareness on specific issues affecting their communities.

The involvement of traditional leaders has been successful in campaigns to reduce/ end child marriages, GBV and teenage pregnancies. The BBC Media Action programme also conducts face-to-face communication (e.g., with traditional leaders on human rights, SGBV, harmful traditional practices such as child marriage etc). No specific reports were yet available.

13.4.1.4 Sustainability

The SGBV programme and its components as well as the Improving Access to Justice and the Increasing Access to Justice in Rural Areas projects address sustainability issues by strengthening national capacity at all levels and across sectors. Sustainability issues have been addressed at several levels through strengthening coordination and communication between government ministries (Steering Committee and TWG), cooperating partners, and implementing partners at community, district, provincial and national levels. Local government and community structures such the District Development Coordination Committee, the Community Welfare Assistance Committee, the Neighbourhood Health Committee, and the Provincial Development Coordination Committee are fully involved in the SGBV project and its components.

The Natwampane project is strengthening local radio and listening groups, and interpersonal networks (trained influencers and survivors; peer to peer networks, youth ambassadors) down to the family level in the target provinces. The grant provided to LLCLZ appears to have a strong component of strengthening the capacity of the organization and its financial viability itself and thus guaranteeing its sustainability. In principle this will contribute to national capacity.

The Increasing Access to Justice in Rural Areas project implemented through Women for Change (WfC) strengthens and empowers Area Associations (self-governing CSOs) and traditional leaders (Chiefs and Headpersons) to fight GBV and provide access to justice for GBV victims at the local level. This intervention also focuses on increasing legal literacy of the local population through all available media and aims to bridge the gap between existing national legislation and local practices. Traditional leaders will be encouraged to adhere to a code of conduct obliging them to refer serious GBV cases to government courts thus eventually aligning customary practice with national and legal standards. Area Associations will be empowered to hold authorities accountable for enforcing anti-GBV laws.

Sustainability of the EU support to GEWE would be greatly enhanced if a system could be developed of storing and organizing in a dynamic way the many studies, analyses and surveys which have been conducted for individual interventions (e.g., SGBV, Energy). These could be combined into a comprehensive “rolling” country gender analysis (cross-sectoral, multi-actor) perhaps under Cooperating Partner Gender Group (CPGG) umbrella. Discussions have already taken place in CPGG as to how to develop for all partners and donors a platform where all gender-related research would be registered and accessible. Question remains as to who should host, manage & maintain such a platform. In

principle, the Ministry of Gender would be the ideal & correct location though their capacity to do this is in doubt.(from JH Debriefing Notes 31 March 2020).

13.4.2 Effects on economic and social women's empowerment (EQ8)

13.4.2.1 Decent work

While the EU has been active in the area of women's economic empowerment (see next sub-section), the team hasn't identified any significant EU support aiming at increasing women's access to decent work, addressing the overrepresentation of female workforce in the informal economy or reducing gender-based discrimination in wage and self-employment in Zambia.

13.4.2.2 Access to economic resources

A number of programme activities under the agriculture sector have been designed to address disparities in land ownership and access to other economic resources.⁶⁵⁸

Under the Socio-economic empowerment project, the EU supports the Non-Governmental Organizations' Coordinating Council (NGOCC) to address women's rural poverty specifically related to their limited access to and ownership of land and other economic resources. The NGOCC is an umbrella coordinating organization for NGOs and CBOs. NGOCC has sub-granted 42 of its 97 members to work on the legal framework, social and economic empowerment and sexual and reproductive health. The programme has a three-pronged strategy i) to influence the legal and policy framework to ensure equity and equality for women; ii) to provide knowledge and linkages to ensure access to government services that is education, and Sexual and Reproductive Health Services and Rights; iii) funding to finance women's own ideas and projects.⁶⁵⁹

The interim report states that there has been engagement with the Ministry of Gender on the appointment of the Gender Equity and Equality Commission, as well as engagement with traditional leaders and the Ministry of Land on ensuring that the National Land Policy will be gender-sensitive and responsive. Five Chiefs have been engaged to ensure allocation of land to women. Member organizations of NGOCC undertook interventions focussing on livelihood skills training and income-generating projects involving 6,000 women and youths. A baseline survey was conducted to assess women's access to the Farmer Input Support Programme (FISP). Awareness of GBV and SRHS was also promoted through this programme.

The programme "*Enhanced Sustainable and Gender-Sensitive Agricultural water management for Smallholders*" aims to increase smallholder income, productivity, and employment with a gender-sensitive approach, with the aim of enhancing climate smart water resources management (WRM). Gender has been mainstreamed on the basis of an initial assessment with the aim of including at least 30% of women in all activities.

The Conservation Agriculture Scaling-Up (CASU) Project (2013-2017) implemented by the FAO and financed by the EU via the 10th EDF aimed to reduce hunger and improve food security, nutrition and income in Zambia, as well as to promote the sustainable use of natural resources by including at least 40% of women in its targeted beneficiaries. The final evaluation report mentions some positive short-term effects in terms of increased confidence and skills among female farmers. However, the integration of GEWE in the project design and the assessment made in the final evaluation put a strong emphasis on the use of "quota" in the supported activities and little is said about gender transformative actions. More active work would be needed in this area (e.g., targeted activities for female beneficiaries, increased M&E capacities and strengthened sex-disaggregated data, etc.) in the future.

13.4.2.3 Enabling technology

This was not a major area of focus of EU support.

The EU has supported interventions that aimed at boosting the economic empowerment of women across a diversity of sectors (health, agriculture and governance, etc.), where a component of improved access to technologies have been included, although with no effects explicitly reported so far. A study entitled "Digital4Women" is currently being carried out in coordination with the EUD to gather information on the spread of digitalisation in the country and the use of ICTs services by women. According to this study's case study on Zambia, Zambian women have less access to digital resources than men due to several factors such as their lack of disposable income and lower rates of digital ownership. Some platforms are being created to promote greater digital literacy rate among women in the country. The EU has for instance been managing a platform focusing on children's health that has been mostly used by women. This platform promotes women's access to ICT services and aims at optimizing data quality

⁶⁵⁸ European Union (2016): EU Delegation to Zambia and COMESA Country Gender Analysis 2016.

⁶⁵⁹ European Union (2019): Final ROM report (c-376323).

and data used based on end-users needs in the area of maternal, neonatal and child morbidity and mortality reduction in Zambia.

13.4.2.4 Sustainability

Sustainability issues are addressed by providing support to the NGOCC builds capacity of constituent members (42) who are NGOs of varying sizes and CBOs, as well as strengthening relationships between NGOCC and government ministries. Constituent members in their turn are building capacity at the grass roots in all strategy areas listed above.

13.5 Main findings - Institutional culture shift at EUD/embassy level

13.5.1 Leadership and accountability (EQ2)

13.5.1.1 Leadership

Leadership by senior management played an instrumental role in the promotion of GEWE within and outside the EUD during the period under review. The (previous) Head of Delegation was officially nominated as Gender Champion among the EU HoMs and addressed GEWE consistently in all his activities and statements. He also actively promoted and supported gender mainstreaming within the EUD as noted above. The Head of Cooperation was also receptive to efforts made by EUD colleagues to promote GEWE within the EU support. It appears that the strong engagement of senior management translated into progressive improvements in gender mainstreaming across EU interventions, though with some important areas of support still “untouched”, notably Gender Responsive Budgeting and WPS.

13.5.1.2 Technical expertise

The EUD is considered to have sufficient knowledge on GEWE, although no specific gender training was carried out in recent years. This deficiency will be corrected by conduct of gender training in 2020. Documentation reviewed suggests a good level of GEWE commitment & expertise especially in relation to SGBV.⁶⁶⁰ All members of the ‘social sector and governance’ team (OPS3) are well-versed in gender and there has been significant improvement in gender mainstreaming by programme officers in all operations sections.

The GFP spends over 30% of her time on gender issues and the SGBV project officer has significant expertise in gender, as does the ‘Results Advisor’. Successive GFPs, with active backing from senior management, have played an important role to develop gender expertise within the EUD, including through “peer-to-peer exchanges” / on-the-job training provided to colleagues.⁶⁶¹ During programme identification and formulation and throughout the programme cycle, the GFP provides support to operations colleagues. The EUD is encouraging operations staff to involve the GFP from the very beginning of programme design to ensure gender is mainstreamed as effectively as possible. GAP objectives and indicators are selected and reported against in all new programmes. The Head of Delegation, prioritized gender mainstreaming and used the initiative of an internal QSG, to ensure gender has been properly included in the design of all new programmes. (GAP Report 2019)

The GFP, and three staff members from the Governance and Social Sectors (one of whom was a GFP in a previous delegation), all have expertise in gender programming and are available to support EUD needs for programming, planning and implementation. The EUD does not have specific earmarked funding to contract gender expertise. However, if need be, funding could be made available for gender expertise under the more general Technical Cooperation Facility (TCF). Under the EU funded Natwampane Prevention of SGBV programme, technical assistance (TA) has been provided through GIZ to the Ministry of Gender. This expertise could also be made available to the EU to advise on programming, planning and implementation in areas of SGBV when appropriate and within the remit of the TA.

EUD has developed a growing database of local gender consultants who can be contracted for specific tasks when necessary.

⁶⁶⁰ European Union (2017): GAP II Report 2017; European Union (2018): GAP II Report 2018.

⁶⁶¹ Source: interviews.

13.6 Annex

13.6.1 List of persons consulted

<i>Organisation</i>	<i>Position</i>
BBC Media Action	Natwampane Project Manager
EUD Zambia	Energy Sector, TL Infrastructure Projects
EUD Zambia	Gender Focal Person
EUD Zambia	Head of Cooperation
EUD Zambia	Independent Consultant for EU gender assessment for energy sector
EUD Zambia	Governance and Social Sector
GIZ Zambia	Senior Technical Advisor, EU-funded SGBV programme
Lifeline/Childline	Regional Representative
Ministry of Gender Zambia	Deputy Director
Non-Governmental Gender Coordinating Council (NGOCC)	CEO
UN joint Program - ILO, UNDP and FAO	Senior Programme Associate
WILDAF	Country Coordinator
World Vision International Zambia	Associate Director-Grants Acquisition and Management

13.6.2 List of documents

13.6.2.1 EU Strategy Programming

- European Commission (2008): Republic of Zambia: Country Strategy Paper and National Indicative Programme (2008-2013)
- European Commission (2014): Republic of Zambia: National Indicative Programme (2014-2020)

13.6.2.2 EU Reporting

- EU Delegation to The Republic of Zambia (2011): External Assistance Management Report (EAMR)
- EU Delegation to The Republic of Zambia (2012): External Assistance Management Report (EAMR)
- EU Delegation to The Republic of Zambia (2013): External Assistance Management Report (EAMR)
- EU Delegation to The Republic of Zambia (2014): External Assistance Management Report (EAMR)
- EU Delegation to The Republic of Zambia (2015): External Assistance Management Report (EAMR)
- EU Delegation to The Republic of Zambia (2016): External Assistance Management Report (EAMR)
- EU Delegation to The Republic of Zambia (2017): External Assistance Management Report (EAMR)
- EU Delegation to The Republic of Zambia (2018): External Assistance Management Report (EAMR)
- European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries - Zambia
- European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries - Zambia
- European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries – Zambia
- European Commission (2020): EU GAP II report for 2019 by EU actors in partner countries – Zambia

13.6.2.3 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions listed in **Error! Reference source not found.**Table 35 and Table 36.

13.6.2.4 Gender-specific studies

- ADB (2006): Country Gender Profile - Zambia
- COMESA (2016): Country Gender Analysis
- EU (2016): EU Country Gender Analysis - Zambia
- EU (2018): Joint Sector Analysis on Gender
- EU (2019): Gender Assessment of the Energy Sector in Zambia (IAEREP FED/2018/395-092)
- EU (2019): Gender Program Mapping (draft)
- JICA (2016): Country Gender Profile - Zambia
- OECD (2019): Social Institutions & Gender Index Zambia
- UNDP (2018): Table 5: Gender Inequality Index

13.6.2.5 Other

- EU (2018): Joint Sector Analysis on Agriculture
- EU (2018): Joint Sector Analysis on Nutrition
- EU (2018): Joint Sector Analysis on Energy & Electricity
- FAO (2018): National Gender profile of agriculture and rural livelihoods
- Government of Zambia - Central Statistical Office (2014): Demographic Health Survey 2013/2014
- Government of Zambia - Central Statistical Office (2015): Living Conditions Monitoring Survey
- Ministry of National Development & Planning, Govt of Zambia (2017): Seventh National Development Plan for Zambia (2017- 2021)
- UN (2013): 2030 Agenda for Sustainable Development
- African Union Commission (2015): Agenda 2063
- UNDP (2013): MDG Progress Report
- UNDP (2018): Human Development Indices and Indicators: 2018 Statistical Update: Zambia Briefing note for countries on the 2018 Statistical Update

13.6.3 Example of gender-related interventions funded by EU MS

This annex gives an overview of GEWE-related interventions implemented by EU and EU MS in Zambia in 2016. The overview is taken from the Gender EU Joint Sector Analysis (2016).

Objective 1: Ensuring girls' and women's physical and psychological integrity

- **UK:** Stamping out and prevention of Gender-Based Violence programme – UNFPA, USAID, World Vision, Zambia Centre for Communications Programmes (ZCCP), Women and Law in Southern Africa (WLSA) - £8,225,000 (2014-2018)
- **EU and UK:** Global Partnership to Accelerate Action to End Child Marriage is jointly funded by the EU, UK, Netherlands and Canada – implemented through UNFPA-UNICEF in 12 selected countries including Zambia.
- **Germany:** Preventing violence against women and girls in Southern Africa (regional programme in (South Africa, Lesotho, Zambia) - €2.5 Mio (2017-2020)
- **Ireland and Sweden:** Ireland and Sweden funded the UN Joint GBV Programme which ended in December 2017. Ireland will not fund a new UN Joint GBV Programme under its new country strategy 2018-2022.

Objective 2: Promoting the economic and social rights/ empowerment of women and girls

- **Finland:** Foundation for the Economic Empowerment of Women (FREE) - €10,500 (2017-2018)
- **Finland:** Hackers Guild - €80,100 (2017-2018)
- **Finland:** Mumwa Crafts Association - €100,000 (2017-2019)
- **Germany:** Boosting Comprehensive Sexuality Education and boosting young girls and boys access to health services - €4 Mio (2013 – 2018)

- **Germany:** Improving Sexual and Reproductive Health and HIV prevention among young people in Eastern and Southern Africa - €5 Mio (2014 - 2018)
- **Ireland:** Bursary support to vulnerable rural girls to complete secondary education and follow up orientation on life after school - CAMFED - €840,000 (2018-2022)
- **Ireland:** Bursary support to vulnerable children including girls from community schools to access secondary education - €300,000 (2018-2021)
- **Sweden:** Increasing Skilled Birth Attendants in Rural Zambia - CHAI – SEK 132.4 Mio (2013-2018)
- **Sweden:** Comprehensive Sexuality Education- UNESCO - SEK30M (2013-2018)
- **Sweden:** Save the Children - SEK49.5M (2013-2017)
- **Sweden:** Sexual and Reproductive Health and Rights - Marie Stopes - SEK21M (2013-2017)
- **Sweden:** Support to the Ministry of Health for Reproductive, Maternal, Newborn, Child, and Adolescent Health (RMNCAH) - SEK 408.8M (2015-2019)
- **UK:** Health Systems Strengthening to support improved Reproductive, Maternal, Newborn, Child and Adolescent Health (RMNCAH) – UNFPA and MOH - £34,767,490 (2016-2021)
- **UK:** Scaling up Family Planning – UNFPA, Abt Associates- £24.8Mio (2011-2019)
- **UK:** Tackling Maternal and Child Undernutrition Programme- Phase II – CARE Canada, UNICEF and Crown Agents - £11,682,579 (2012-2021)
- **UK:** Programme for the Promotion and Protection of Women and Children's Rights (PPPWCR) – support to Ministry of Gender - £2,387,500 (2013-2017)
- **UK:** Adolescent Girls Empowerment Programme – Population Council - £10.5Mio (2011-2018)

Objective 3: Strengthen girls' and women voice and participation

- **Finland:** Promoting Women's Participation in Democratic and Electoral process - Women in Law and Development in Africa (WiLDAF) - €280,000 (2014–2018)
- **Sweden:** Support to the National Legal Aid Clinic for Women - SEK 30.4 Mio
- **UK:** Zambia Accountability Programme - one component targets enhancement of women political participation (partly co-funded by EU) - £27Mio (2014- 2019)

14 Regional case study: Enlargement/ VAWG

14.1 Introduction

14.1.1 Context

Violence and discrimination against women, particularly in the domestic context, is one of the most frequent **human rights violations** in the Western Balkans and Turkey. Several surveys across the region⁶⁶² show that the percentage of women and girls who have experienced some form of violence is significant. The prevalence of Violence Against Women and Girls (VAWG) in the Enlargement Region must also be seen in the regional **historical context**, taking into account the prevailing post-conflict environment in the Western Balkans. The legacy of war has created conditions of poverty and trauma, contributing to domestic violence across poverty lines or classes.

The high acceptance of domestic violence is reinforced by the persisting patriarchal values, women's economic dependence, and the emphasis on women's role in keeping the family together. In such an environment, still marked by mistrust of security and justice institutions, incidents of VAWG are often not reported.

However, some progress has been made in the last decade. The Council of Europe Convention on preventing and combating violence against women and domestic violence, known as the **Istanbul Convention**, has by now been ratified by all pre-accession countries; while Kosovo, unable to undertake this step due to its status, aims to amend its Constitution to recognise the Convention's direct applicability. All EU accession candidates have, further, introduced significant legislative changes and adopted comprehensive policies to combat VAWG.

14.1.2 Overview of the EU cooperation

Successive **Instruments for Pre-accession Assistance** (IPA) set out the priorities for European financial assistance to support candidates on their European path. The IPA Indicative Strategy Papers and Multi-annual Indicative Programmes translate the political priorities set out in the enlargement policy framework into key areas where financial assistance is most useful.

The **2018 EU Western Balkans Strategy** (formally known as 'A credible enlargement perspective for and enhanced EU engagement with the Western Balkans') generated a renewed engagement by the EU and its Member States. It spells out the priorities and areas of cooperation to address the specific challenges the Western Balkans face; in particular, the need for fundamental reforms and good neighbourly relations.

Table 37 below gives an overview of the IPA financial allocations during the scope of the evaluation.

Table 37 Overview of allocation of IPA assistance – Enlargement region

Country	2010-2013 (IPA I)	2014-2020 (IPA II)
Albania	EUR 378.3 million	EUR 639.5 million A. Democracy/Rule of law (EUR 342.5 million) B. Competitiveness/Growth (EUR 297 million)
Bosnia and Herzegovina	EUR 384.1 million	EUR 552.1 million A. Democracy/Rule of law (EUR 232.2 million) B. Competitiveness/Growth (EUR 328.9 million)
Kosovo	EUR 276.2 million	EUR 602.1 million A. Democracy/Rule of law (EUR 263.5 million) B. Competitiveness/Growth (EUR 338.7 million)
Montenegro	EUR 137.1 million	EUR 279.1 million A. Democracy/Rule of law (EUR 107.7 million) B. Competitiveness/Growth (EUR 171.4 million)
North Macedonia	EUR 404.6 million	EUR 608.7 million A. Democracy/Rule of law (EUR 187.8 million) B. Competitiveness/Growth (EUR 421 million)
Serbia	EUR 810 million	EUR 1,5 million A. Democracy/Rule of law (EUR 692.6 million) B. Competitiveness/Growth (EUR 846.8 million)

⁶⁶² E.g., European Parliament (2019): Women's Rights in Western Balkans.

Turkey	EUR 3.1 million	EUR 3.5 million A. Democracy/Rule of law (EUR 1.431 million) B. Competitiveness/Growth (EUR 2.103 million)
Multi-country	EUR 681.3 million	EUR 2.9 million A. Horizontal support; B. Regional structures and networks; C. Regional investment support; D. Territorial co-operation

Source: https://ec.europa.eu/neighbourhood-enlargement/instruments/overview_en

According to the inventory prepared in the course of this evaluation, between 2010 and 2018, VAWG represented around 60% of the EU portfolio of gender-targeted interventions in the Enlargement region. Table 38 below presents the full list of VAWG interventions.

Table 38 VAWG-targeted interventions in the Enlargement Region

<i>Instrument</i>	<i>Intervention title</i>	<i>CRIS ref.</i>	<i>Contract year</i>	<i>Contracting party</i>	<i>Planned amount</i>
Albania					EUR 399,950
IPA	(CSF) Cooperation between CSOs and groups of former victims of trafficking and domestic violence for the economic empowerment of victims	394903	2017	Kentro Merimnas Oikogeneias Kai Paidiou	399,950
Bosnia and Herzegovina					EUR 693,458
IPA	TAIEX Workshop on the Fight against Gender-Based Violence		2015	Ministry of Interior of Republic of Srpska	13,458
EIDHR	Stronger Voice of girls and boys against Gender Based Violence	382293	2016	Association of citizens "Vive Zene" Tuzla	350,000
EIDHR	Respect Rural Women	383369	2017	Caritas Banja Luka	330,000
Kosovo					EUR 972,724
IPA	Strengthening Institutions in the Fight against Trafficking in Human Beings and Domestic Violence	260893	2011	Transtec Sa	31,670
IPA	Strengthening Institutions in the Fight against Trafficking in Human Beings and Domestic Violence	275720	2011	Kentro Merimnas Oikogeneias Kai Paidiou	800,394
EIDHR	Protection and reintegration of victims of gender based violence in northern Kosovo	382963	2016	Nvo Zensko Pravo / NGO Women Rights	140,660
Montenegro					EUR 1.7 million
IPA	Gender programme (Support to the anti-discrimination and gender equality policies)	255151	2010	UNDP	692,047
IPA	TAIEX Workshop on gender-based violence		2015	Ministry of Interior	12,458
EIDHR	Protection against gender-based violence - condition for the development of democracy and the rule of law	371153	2015	n/a	135,000
IPA	Support to the anti-discrimination and gender equality policies	372002	2015	UNDP	735,000
EIDHR	Naming and shaming sexual violence against women and children in Montenegro	396854	2018	n/a	142,295
North Macedonia					EUR 17,529
	Workshop on gender-based violence		2014	Ministry of Interior	17,529
Serbia					EUR 331,492
	Observatory on Violence against Women - an independent national expert body to monitor violence against women	255622	2010	Autonomous Women's Center (AWC)	44,680

IPA	(CSF) CoE Campaign "1 IN 5": Enhancing Childhood Sexual Assault Prevention Policies and Reforms in Education	353721	2014	Incest Trauma Centar	66,693
EIDHR	Enhancing Access to Education and Preventing Gender-based Violence of Asylum Children in Serbia	344803	2014	Centar Za Zastitu I Pomoc Traziocima Azila Udruzenje	77,000
EIDHR	Raise Voice for Silent – toward more efficient identification of security risks for the prevention of femicide	374187	2016	Autonomous Women's Center (AWC)	187,799
	Brick by Brick - Building Sustainable Safe House in East Serbia	374221	2016	Resource Centre Majdanpek	47,405
Turkey					EUR 14 million
IPA	Shelters for Combating Violence Against Women		2013	Ministry of Family and Social Policies	9.1 million
IPA	(CSF) Empowering the Assembly of Women's Shelters and Solidarity Centers and Exchange of Best Practices on Domestic Violence between Women Organizations in Turkey and EU	353474	2014	Mor Cati Kadin Siginagi Vakfi	350,000
IPA	Enhancing protection for women subjected to violence		2014	Ministry of Family and Social Policies	2.5 million
EIDHR	A Significant Beginning in Preventing Violence Against Women: Developing and Spreading a Model of Collecting Data"	370370	2015	Purple Roof Women's Shelter Foundation	150,000
IPA	Increasing the Organizational Capacity of the Women and Children Sections (WCS) of the Gendarmerie General Command		2018	EU MS Lithuania	1.6 million
EIDHR	Building Solidarity with Women against Gender-Based Violence	395673	2018	The Foundation for Women's Solidarity	379,998
Regional					EUR 7.5 million
IPA	Towards Social Cohesion - Influencing social inclusion policy for multiple vulnerable groups of women who are affected by violence	254989	2010	Autonomous Women's Center Against Sexual Violence Association	238,609
IPA	Naming, blaming and framing the economic violence against women in intimate relationships	277039	2011	B.A.B.E. Budi Aktivna. Budi Emancipiran.	165,698
IPA	(CSF) Coordinated efforts - toward new European standards in protection of women from gender-based violence	306568	2012	Autonomous Women's Center Against Sexual Violence Association	590,786
IPA	(CSF) Coordinated efforts - toward new European standards in protection of women from gender-based violence	351409	2014	Autonomous Women's Center Against Sexual Violence Association	466,211
IPA	(CSF) Support to the media production through the project Small Arms and Gender-Based Violence	371884	2015	Playground Produkcija Doo	57,796
IPA	(CSF) SE Europe Transnational CSO Coalition for Women and Child Protection Against Human Trafficking and Gender-based Violence - STOP	370114	2015	Romski Centar Za Demokratiju	730,750
IPA	(CSF) Childminders United Regionally Against Sexual Assault	383153	2016	Incest Trauma Centar	300,331

IPA	(CSF) Ending violence against women in the Western Balkan Countries and Turkey Implementing Norms, Changing Minds	380469	2017	UN Women	EUR 5 million
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Source: Inventory carried out by Particip based on CRIS data.

14.1.3 Focus of the case study

The present case study focusses on the following levels of analysis:

- Strategy/programming level: Review of key documents regarding EU assistance in the region.
- Project level: Review of project documentation of interventions presented in Table 38

Regarding the Strategy/programming level, the team performed the following reviews to analyse how VAWG was addressed at strategy/programming level.

- IPA regulations and Enlargement strategies (e.g., COM(2018)65).
- Enlargement progress reports (annual country progress reports and annual EC communications to the Parliament and the Council).
- EU External Assistance Monitoring Reports (EAMRs).
- EU Action documents in the Justice sector.

For the review of EU reporting documents, the evaluation team focussed on three years, separated by constant intervals of three years: 2012, 2015 and 2018. Due to the large number of documents, this was necessary to make the analysis feasible. The three years selected allow to cover the whole period and the main sub-periods (one year for IPA I, one year corresponding to the adoption of GAP II, one year for IPA II).

14.2 Main findings – Summary: Enlargement region

1. A wealth of information and a variety of studies on VAWG were available during the period under review; the EU has contributed extensively to this rich evidence base, but only a small fraction of it was used by EU staff for programming and project design. The team has identified only a few cases where the EU has supported national statistical systems covering specific VAWG indicators.
2. While Enlargement strategies and programming documents made limited references to VAWG, VAWG has represented the largest funding area of EU gender-targeted interventions in the region; moreover, the area received some attention in accession negotiations. VAWG has been only partially mainstreamed in key areas of IPA assistance such as justice and migration.
3. While VAWG received some attention in accession negotiations, it appears that it has been only partially addressed by the EU in high-level political and policy dialogue in the region. One opportunity for mainstreaming VAWG in policy dialogue is where budget support is in place. The relatively small size of actions dealing with VAWG likely reflects the fact that GEWE and specifically VAWG are not high government priorities in the Western Balkans and Turkey.
4. The EU used a variety of financing instruments and funding levels to support VAWG in the Enlargement region; however, there is limited evidence of synergies developed by the EU between the different actions.
5. With a few exceptions, the modality employed to combat VAWG has been projects reflecting the strong focus of the assistance on supporting the actions of CSOs in this area. The main funding channels; i.e., main implementing partners, were NGOs and UN agencies
6. The evidence collected points to a contrasted picture regarding ownership and some efficiency issues related to the weak capacities of small CSOs and the high costs of channelling funds through multilateral agencies. The reliance on NGOs and UN agencies to implement projects, does not encourage ownership by national authorities.
7. No mechanisms for monitoring and learning in the area of VAWG have been found beyond ad hoc project specific monitoring mechanisms.
8. A number of EU MS (e.g., Sweden, Austria) are active in VAWG in the region. Sweden, through bilateral programmes reflecting its Feminist Foreign Policy, is an especially important player in the Western Balkans and Turkey.
9. While a lack of regular exchange on regional level and between EUDs and HQ hampers the incorporation of lessons learned into future programming, the Council of Europe's (CoE) institutional mechanisms represent an added value in the region. There's a close cooperation between EU and the Council of Europe through the "Horizontal Facility for the Western Balkans and Turkey", but only one intervention under the programme is targeting VAWG.
10. The policy and legal frameworks in the area of VAWG have improved during the period under review. EU support indirectly contributed to these improvements, mainly through its support to CSOs' advocacy role and the dialogue taking place in the context of accession negotiations. Despite encouraging progress, the main theme that unites countries reviewed is that, despite legislative progress, implementation of VAWG policy remains poor. Lack of high-level political support is a major source of concern.
11. Through the capacity development of CSOs as well as the training of justice-sector professionals (judges, prosecutors, police), social workers, and others across the region, the EU has contributed to strengthening the institutional environment for implementing policies against VAWG. However, recent reports reviewed still highlight the inadequacy of protection mechanisms in place in all countries of the region and the failure of prosecutors and judges to effectively tackle the problem even with the expanded legal means available to them.
12. A number of projects reviewed contained components aiming to raise women's and girls' awareness of their rights; however, it is difficult to assess the effectiveness of these initiatives with the available documentary information. There is limited evidence of EU support having contributed to reaching out to men and traditional leaders in preventing VAWG.
13. Sustainability has not been a major concern in VAWG programme design. Small project size, reliance on UN and NGO implementing partners, and the historically low level of government interest in VAWG do not bode well for national ownership and sustainability.

14.3 Main findings - Design and implementation approach

14.3.1 Gender mainstreaming (EQ3)

14.3.1.1 Gender analysis

A wealth of information and a variety of studies on VAWG were available during the period under review; the EU has contributed extensively to this rich evidence base, but only a small fraction of it was used by EU staff for programming and project design. EU-financed gender analyses were produced across the region from 2014 onwards⁶⁶³, all covering VAWG and enriching an already large existing body of evidence in the region stemming from research carried out by a wide range of stakeholders (CSOs, think tanks, academics, etc.). In the context of specific interventions, the EU also funded studies focussing on VAWG. In Montenegro, for example, prior to the Gender Analysis conducted in 2017, a study on VAWG was published in 2012⁶⁶⁴, both through the IPA-funded gender equality programme implemented by UNDP. Table 39 below gives an overview of some of the studies produced in the context of the (EU-funded) UN Women-implemented regional programme on 'Ending Violence against Women'. Not all are published online, but available to DG NEAR and DEVCO staff through EU's intranet. The regional programme also supported the implementation of baseline surveys in six countries to gain an understanding of current and dominant attitudes and perceptions (and the factors that influence them) toward gender equality and violence against women at community level. It also contributed to the production of GREVIO⁶⁶⁵ shadow reports by CSOs in several countries.

Table 39 Example of studies on VAWG supported by the regional programme on 'Ending Violence against Women' in the Enlargement region

IPA beneficiary	Study title	Year (of Publication)	Implementing organisation
Albania	Doing it right: Making women's networks accessible – with a special focus on women from minority and disadvantaged groups ⁶⁶⁶	2018	AWEN Network, Gender alliance Development Centre Albania
Bosnia and Herzegovina	Essential services: analysis of the access to support services (health, police and justice and social services) for women belonging to marginalised groups who have experienced violence ⁶⁶⁷	2019	UN Women
Kosovo	2018 Public perceptions of gender equality and violence against women - Kosovo ⁶⁶⁸	2018	Kosovo Gender Study Center (KGSC)
North Macedonia	Scoping study on gender-based violence in public spaces	2018	Coalition Sexual and Health Rights of Marginalized Communities (SHRMC)
Serbia	Report on the experiences of women with disabilities in gender-based and domestic violence	2018	...iz kruga Vojvodina
Regional level	A thousand ways to solve our problems: An analysis of existing violence against women and girls (VAWG) approaches for minoritized	2018	Imkaan

⁶⁶³ The first one was the Gender Country Profile for Bosnia and Herzegovina, published in June 2014, https://arsbih.gov.ba/wp-content/uploads/2015/03/delegacijaEU_2014070314432045eng.pdf

⁶⁶⁴ UNDP (2012): Study on Family Violence and Violence Against Women in Montenegro.

⁶⁶⁵ The Group of Experts on Action against Violence against Women and Domestic Violence (GREVIO) is an independent human rights monitoring body mandated to monitor the implementation of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence ("the Istanbul Convention") by the parties to the convention.

⁶⁶⁶ https://www2.unwomen.org/-/media/field%20office%20eca/attachments/publications/2018/unw_wave-report_fc-web.pdf?la=en&vs=1127

⁶⁶⁷ https://www2.unwomen.org/-/media/field%20office%20eca/attachments/publications/2011/essential_services_intersecting_barriers_eng.pdf?la=en&vs=2334

⁶⁶⁸ <https://www2.unwomen.org/-/media/field%20office%20eca/attachments/publications/2019/2018%20public%20perceptions%20of%20gender%20equality%20and%20vaw/kosovo%20under%20unscr%201244%201999.pdf?la=en&vs=52>

	women and girls in the Western Balkans and Turkey ⁶⁶⁹		
Regional level	Integrated Policies – Integrated Approach: Mapping of Policies and Legislation on Violence Against Women and the Istanbul Convention in the Western Balkans and Turkey	2018	European Women's Lobby (EWL)

Source: Annual Progress Report (Year 2) of the regional programme on 'Ending Violence against Women'

The evidence collected points to a very limited use of this rich information base on VAWG by EU staff. The main obstacles to the use of gender evidence for programming and project design seem to be lack of expertise and capacity (see also sections 14.3.2.3 and 14.3.2.4).

The team has identified only a few cases where the EU has supported national statistical systems covering specific VAWG indicators. In Kosovo, the EU has contributed, through UN Women, to the development of a centralised national database for Cases of Domestic Violence. The European Institute for Gender Equality (EIGE) has provided expertise and technical support to the National Women's Machineries (NWM) and statistical offices through several IPA-funded projects since 2012, aiming at developing Gender Equality Indices and a Gender Statistical Database for all countries in the region (see Table 40). The index has already been published for Serbia (2016 and 2018), North Macedonia (2019), Albania (2020) and Montenegro (2020). However, so far it has not been possible to develop the index in the area of VAWG, mainly due to the lack of consolidated systems for data collection. In general, national statistical systems in the region still present important weaknesses; this is particularly true in the area VAWG where most statistical data are still produced by CSOs. All persons interviewed expressed the view that both the lack of data as well as working with available data are a central problem, worsened by the fact that victims of VAWG tend to go to NGOs for support and, receiving it, are never counted by the public authorities.

Table 40 IPA-funded EIGE interventions in the Enlargement Region

<i>Intervention title</i>	<i>CRIS ref.</i>	<i>Contract year</i>	<i>Contracting party</i>	<i>Planned amount</i>
Preparatory measures for the participation of candidate countries and potential candidate countries in EIGE's work	304223	2012	EIGE	EUR 97,100
Participation of candidate countries and potential candidates in EIGE's work	343490	2014	EIGE	EUR 95,600
Involvement of EU candidate countries and potential candidates in work of the European Institute for Gender Equality and deepening of cooperation in common priority areas.	362071	2015	EIGE	EUR 200,000
EIGE's cooperation with the EU candidate and potential candidate countries 2017-2019: improved monitoring of gender equality progress	389613	2017	EIGE	EUR 200,000
Increased capacity of EU candidate countries and potential candidates to measure and monitor impact of gender equality policies (2018-2021)	402854	2018	EIGE	EUR 550,000

Source: Inventory carried out by Particip based on CRIS data.

14.3.1.2 Mainstreaming in spending actions

Mainstreaming of gender equality is part of the EU acquis and therefore receives substantial attention and funding in the Enlargement region, when compared to other regions. However, the evaluation found a need to reinforce the capacities on gender mainstreaming, including VAWG.

Overall, according to the gender marker system, only a small share of the EU assistance to the Enlargement region has been marked as gender sensitive (31.2%), which is partly due to the lack of use of gender markers before 2014 (see Table 41).

While VAWG has been a fashionable area for a few years with a lot of funding, it has not been integrated into the overall gender mainstreaming approach as one expression of unequal power but has been treaded separately from the overall gender equality concerns instead.

⁶⁶⁹ https://www2.unwomen.org/-/media/field%20office%20eca/attachments/publications/2018/unw_imkaan-report_fa-web.pdf?la=en&vs=3237

Table 41 Targeted vs. non-targeted contracted IPA amounts in the Enlargement region, 2010-2019

Contract year	Targeted (G2 equiv.)	Gender sensitive (G1 equiv.)	Not Targeted (G0 equiv.)	N/A	Geo-IPA Total	% Targeted	% Sensitive
2010 ⁶⁷⁰				833,367,823	833,367,823	0.0%	0.0%
2011		2,995,365	1,065,243	762,992,720	767,053,328	0.0%	0.4%
2012	629,660	2,850,520	12,369,398	889,391,467	905,241,045	0.1%	0.3%
2013		1,897,548	75,823,085	526,806,318	604,526,951	0.0%	0.3%
2014	1,517,828	344,747,455	341,016,447	5,135,689	692,417,419	0.2%	49.8%
2015	1,868,618	414,405,098	641,450,526	18,230,642	1,075,954,883	0.2%	38.5%
2016	889,343	923,775,639	851,409,630	84,719,709	1,860,794,321	0.0%	49.6%
2017	9,614,575	1,079,524,059	1,447,558,885	260,789,000	2,797,486,519	0.3%	38.6%
2018	2,715,086	730,788,891	962,345,080	4,792,565	1,700,641,622	0.2%	43.0%
Grand Total	17,235,109	3,500,984,575	4,333,038,294	3,386,225,932	11,237,483,910	0.2%	31.2%

Source: Authors' calculations based on CRIS data

Mainstreaming of VAWG in particular is also fostered by a self-reinforcing cycle: The strong political interest in VAWG (as opposed to economic empowerment and political participation) is reflected in a high level of donor interest, which in turn is reflected in the large number of CSOs active in this field, which in turn push the issue on the political agenda.

While Enlargement strategies and programming documents made limited references to VAWG, VAWG has represented the largest funding area of EU gender-targeted interventions in the region; moreover, the area received some attention in accession negotiations. The Regulations EU Nr 80/2010⁶⁷¹ establishing IPA I and EU Nr 231/2014 establishing IPA II make no reference to VAWG⁶⁷². The 2018 EU Western Balkans Strategy makes only passing reference to VAWG in the context of observing that, while fundamental rights are largely enshrined in legislation in the region, more needs to be done to strengthen implementation. However, **regional progress reports on enlargement strategy consistently refer to VAWG.** A systematic survey of national level Progress Reports (see Table 43 **Error! Reference source not found.**) reveals that, among the seven IPA beneficiaries examined, reference to VAWG was made in all reports from 2012, 2015, and 2018 but one (North Macedonia 2012). The analysis further finds that references to VAWG in the reports increased over time, reflecting the impact of GAP I and II on accession negotiations.

VAWG has been only partially mainstreamed in key areas of IPA assistance such as justice and migration. The team has reviewed 28 Action Documents focussing on the rule of law and justice sector and covering the seven enlargement countries (see Table 44). The review shows that, while some references to GEWE were almost always made, VAWG was mentioned only in a few cases. This points to a low level of gender mainstreaming into Justice Sector spending actions despite the importance of this sector for combatting VAWG.

14.3.1.3 Mainstreaming in non-spending actions

While VAWG received some attention in the reporting on accession negotiations, it appears that it has been only partially addressed by the EU in high-level political and policy dialogue in the region. As mentioned above, the systematic survey of national level Enlargement Progress Reports carried out in this case study shows that issues related to VAWG are regularly raised in accession negotiation. They are mostly dealt with under Chapter 23 of EU acquis; Chapters 19 and 24 are relevant, as well. While the reports acknowledge some progress in terms of legislation, with a legislative and institutional framework on equality between women and men in place in all countries (see also section 14.4.1.1), they highlight the prevalence of weak institutional mechanisms and lack of law enforcement in the region (see Table 43). The survey of EAMRs carried out by the team finds, however, little reference to inclusion of VAWG in high-level political and policy dialogue. An exception was Kosovo where the EU Head of Office and Special Representative consistently raised VAWG in meetings with government in recent years and the EU contributed to the work of the Ministry of Justice Working Groups on amending the Criminal Code to ensure that domestic violence was included. In Turkey, as well, the EU engaged

⁶⁷⁰ The interpretation of figures for 2010-2014 must take into account that IPA-funding has not been systematically gender-marked

⁶⁷¹ Amending Regulation No 718/2007 implementing Council Regulation No 1085/2006.

⁶⁷² The annex combating discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation of the IPA II regulation on thematic priorities makes a general reference to "combating discrimination based on sex, (...) age or sexual orientation".

in policy dialogue regarding implementation of the Istanbul Convention in the context of discussions surrounding IPA programming with the Ministry of Family and Social Policy and the Ministry of EU Affairs.

One opportunity for mainstreaming VAWG in policy dialogue is where budget support is in place.

Budget support became possible only under IPA II and, until recently, there has been budget support for justice sector reform, with some VAWG aspects in Serbia. Yet, the clear focus of budget support taken as a whole was PAR, with little emphasis in GEWE. Similarly, in Albania, budget support has been used since 2014, but with strong emphasis on PFM and European integration. A small component on Rule of Law and Fundamental Freedoms focuses on ethnic minorities but does not explicitly cite VAWG nor gender aspects.

In recent years, the monitoring mechanisms established in the context of the Istanbul Convention have fostered dialogue in the area of VAWG. However, **GEWE and specifically VAWG are still not high government priorities in the Western Balkans and Turkey.** In testimony to the European Parliament, the Swedish NGO Kvinna till Kvinna and partner women's CSOs from the region criticised the EU for being insufficiently aggressive in raising GEWE issues, including VAWG, with partner governments in the region. The relatively small size of actions dealing with VAWG⁶⁷³ likely reflects the fact that, despite the scattered examples of gender being integrated into high-level political dialogue, the governments' priorities lie elsewhere.

14.3.2 Instruments and modalities (EQ6)

14.3.2.1 Choice of financing instruments, incl. their combination

The EU used a variety of financing instruments and funding levels to support VAWG in the Enlargement region; however, there is limited evidence of synergies developed by the EU between the different actions. Based on the VAWG-targeted actions identified above, the instruments deployed have been: i) IPA bilateral programming; ii) IPA regional programming, incl. assistance provided through the IPA Civil Society Facility (CSF); and iii) EIDHR (in particular, prior to the CSF). In most countries reviewed, all instruments are represented. The IPA CSF financed projects in Albania, Turkey, Serbia, and, especially, at regional level. The CSF facility channelled through UN Women is by far the largest action identified; however, in Serbia, the Autonomous Women's Centre in Belgrade directly implemented, through CSF, a number of reasonably large projects.

In general, documents reviewed do not explicitly refer to complementarity or synergies between instruments used in the area of VAWG. However, IPA bilateral programming is essentially demand-driven, and so EIDHR calls for proposals provide a vital opportunity for Civil Society Organisations (CSOs), including women's organisations, to contribute to the fight against VAWG.

14.3.2.2 Choice of modalities and funding channels, incl. efficiency

With a few exceptions, the modality employed to combat VAWG has been projects reflecting the strong focus of the assistance on supporting the actions of CSOs in this area. One Twinning targeting VAWG was identified, implemented by Lithuania in Turkey. In the exceptional cases where budget support was employed to support the justice sector (e.g., Serbia), the required conditions and rationale for choosing the modality were carefully assessed; however, very little of this support explicitly related to VAWG.

No examples were found of delegated cooperation using EU MS agencies as funding channels. The main funding channels; i.e., main implementing partners, were NGOs and UN agencies (UN Women, UNDP, and others). In terms of efficiency, the evidence collected points to a contrasted picture related to the weak capacities of small CSOs and the high costs of channelling funds through multilateral agencies.

With some exceptions, such as Turkey and Albania, no evidence has been found of the influence of high-level political dialogue on the design of actions addressing VAWG.

14.3.2.3 Ownership

The predominance of the project approach, as well as reliance on NGOs and UN agencies to implement projects, does not encourage ownership by national authorities, while ownership by CSOs is high. Interviewees stated that, in a number of countries, agencies for GEWE, and specifically VAWG, were small, understaffed, and marginalised within their ministries. Even in Serbia, with a strong women's NGO network, a Gender Focal Point in every ministry, reasonable coordination by Government through the Deputy Prime Minister's Office, and good communications with the EUD, a new Gender

⁶⁷³ Turkey, where the Ministry of Family and Social policies implemented two relatively large IPA-financed projects on women's shelters, may be an exception.

Equality Law has not been passed and there is no replacement for the expired Action Plan on VAWG. While EUD in Kosovo has not provided direct support to the national women's machinery, namely AGE in the Prime Minister's office (which is supported by Sweden and some international donors), EUD Montenegro is heavily supporting the Department for Gender Equality, which is located in the Ministry of Human and Minority Rights, through its programmes, hereby supporting the development of several national frameworks and action plans.⁶⁷⁴

14.3.2.4 Monitoring, evaluation and learning

No mechanisms for monitoring and learning in the area of VAWG have been found beyond ad hoc project specific monitoring mechanisms. There exist no centralised data on VAWG at EU level, and cross-country analyses remain limited in number and depth of analysis. Since 2013, EIGE has begun to cooperate with six pre-accession countries from the Western Balkans and with Turkey to strengthen their ability to monitor progress towards gender equality (see Table 40); in particular to develop national gender indexes. The project is not specifically targeting VAWG and, in fact, so far it has not been possible to develop the index in the area of VAWG mainly due to the lack of consolidated systems for data collection in the enlargement region. Some data on VAWG (namely on femicide, female genital mutilation and human trafficking) at EU level are available on EIGE's website, though.⁶⁷⁵

14.3.3 Coordination and Partnerships (EQ4 and EQ5)

14.3.3.1 Complementarity between EU actors

A number of EU MS (e.g., Sweden, Austria) are active in VAWG in the enlargement region. Sweden, through bilateral programmes reflecting its Feminist Foreign Policy, is an especially important player in the Western Balkans and Turkey. The EU, Sweden, and Austria have provided complementary support to the same organisations working in the area of VAWG, which has indirectly created synergies between these actions. However, there is no evidence that synergies were actively sought between the actions of the European actors. The project documentation of the regional programme 'Ending violence against women' only makes one passing reference to a precedent intervention implemented by UN Women and financed by Sweden in the same area.

A lack of regular exchange on regional level and between EUDs and HQ hampers the incorporation of lessons learned into future programming. Interviewees characterised information flows between Brussels and EUDs as good, but mentioned, as well, the frequently encountered problem that EUDs feel they have insufficient information regarding (and control over) regional programmes designed by and managed from Brussels. Progresses in law making and alignment to the Istanbul Convention made through EU-funded projects are not regularly shared with EUDs and national IPA Coordinators across the region.

The Council of Europe's (CoE) institutional mechanisms represent an added value in the region. There's a close cooperation between EU and the Council of Europe through the "Horizontal Facility for the Western Balkans and Turkey", but only one intervention under the programme is targeting VAWG. The CoE is considered as a strategic partner of high importance for EU's external actions in the enlargement region in the area of GEWE, representing an added value through its combination of using standard-setting through its Conventions, monitoring through its monitoring bodies and their reporting, and the CoE technical assistance.⁶⁷⁶ A joint co-ordination mechanism between EU, EUDs, CoE, CoE Field Offices and national focal points in the Ministries of European Integration have been established to co-ordinate the (Horizontal Facility II; 2019-2022; EUR 41 million co-funded by EU and CoE). The programme builds on the results of the first phase (Horizontal Facility I, 2016-2019; EUR 22.2 million)⁶⁷⁷ and has been developed to support reform processes in the areas of rule of law, democracy and human rights.⁶⁷⁸ The Horizontal Facility II applies a complementary twofold approach, consisting of i) technical cooperation and ii) ad-hoc advice and expertise in the response to national governments' requests for legislative expertise and policy advice, the so called Expertise Co-ordination Mechanism (ECM). Themes covered include "combating discrimination and protecting the rights of vulnerable groups". However, only one intervention under the Horizontal Facility II and none under phase I targeted VAWG (see section 14.4.1.1.).

⁶⁷⁴ E.g., National Action Plan for Gender Equality 2013-2017 and 2017 to 2021; National plan for the advancement of general support services to victims of violence in line with Istanbul Convention 2019 – 2021, National Plan for the advancement of specialised support services to victims of violence line with Istanbul Convention 2019 – 2021 and National Plan for Monitoring of the Implementation of GREVIO recommendations 2020 – 2021.

⁶⁷⁵ <https://eige.europa.eu/gender-equality-index/2019/violence>

⁶⁷⁶ EC (2020). Discriminatory Laws Undermining Women's Rights. In-depth Analysis.

⁶⁷⁷ Turkey's involvement in the first phase was limited to selected regional activities.

⁶⁷⁸ <https://pjp-eu.coe.int/en/web/horizontal-facility>

14.3.3.2 CSO's involvement (incl. women's organisations)

CSOs, including women's organisations, have been closely associated to EU support in the area of VAWG; IPA bilateral and regional funding focussing on VAWG was targeted to and channelled mostly through CSOs. The EU's spending actions in VAWG have been largely implemented by CSOs, financed, in particular, through EIDHR and the IPA CSF (see Table 38). Civil society has been heavily represented at every stage of the EU project cycle – programming, design, implementation including policy dialogue and monitoring and evaluation.

Box 34 *Support to CSOs through the regional TACSO project (Enlargement region)*

Technical Assistance to Civil Society Organisations in the Western Balkans and Turkey (TACSO) is a regional project funded by the EU that improves capacities and strengthens the role of CSOs by assisting them to actively take part in democratic processes in the region. The project also fosters an enabling environment for civil society and pluralistic media development. The project targets all EU accession candidates.

The project was first launched in 2009 and is currently in its 3rd implementation phase, which focuses on enabling stronger impact on the civil society development through a regional approach. Activities include, among others, i) partnership and network promotion between project beneficiaries and stakeholders, ii) sharing of lessons learned and best practices in developing civil society capacity, iii) development and monitoring of guidelines, iv) positioning TACSO web portal as a main regional information repository for civil society actors; and v) training and training of trainers.

TACSO provides support in six main areas: i) Development of CSO's Organisational and Operational Capacity, ii) Development of Enabling Environment for Civil Society, iii) Effective Communication and Visibility of Civil Society Activity, iv) Monitor, Consult and Document the Progress in relation to "EU Civil Society and Media Guidelines", v) Enabling Effective Relations between the EU and CSOs, and vi) Design and Implementation of the People to People (P2P) Programme.

The project's target groups are civil society actors, including: NGOs, organisations representing national and/or ethnic minorities, local citizens' groups and traders' associations, cooperatives, trade unions, organisations representing economic and social interests, CSOs networks, resource centres and training centres for civil society, consumer organisations, women's and youth organisations, activists, community based organisation and independent foundations. Among the project's beneficiaries are also organisations active in the field of VAWG.

In the course of the TACSO 3 project, the initial design of IPA III was presented at the Western Balkans and Turkey Regional Civil Society Forum in early 2020. Afterwards, CSOs provided feedback on the proposal and identified thematic issues and priorities that were either missing or needed to be better reflected. Respondents from Kosovo, Montenegro and Albania stressed the importance of tackling VAWG in their respective countries. In addition, respondents proposed the introduction of a separate allocation (amounting to 20% of the programme) earmarked for financing women's organisations, e.g., autonomous women's rights organisations with several years of experience as service providers for women and children who have suffered violence.

Sources: <http://tacso.eu>; EU (2020): *IPA III Civil Society Consultation Feedback Report*.

Playing an especially significant role, according to Brussels staff interviewed, was the Civil Society Facility. CSF allows funding small grass roots organisations who could not otherwise get access to funding. As part of this mechanism, the regional TACSO project (see Box 34) has provided support to CSOs in the Western Balkans and Turkey in order to make them actively participate in democratic processes. Although not purely focussing on VAWG, it supports CSOs who are active in this area.

Box 35 *Lessons from the regional programme 'Ending violence against women' - Small CSOs as beneficiaries and implementing partners in the Enlargement region*

Challenge

CSO networks and platforms enable CSOs to better coordinate and unify their activities and thus become more empowered to raise their voice and play a key role in the fight against violence. However, the efficient and effective management of large networks of civil society remains challenging due to the large number of member organisations and the very specific areas of expertise within the networks.

Lesson learnt

Establishing thematic working groups within networks, which aim to engage smaller groups of CSOs working on different issues according to their areas of interest and expertise, allow CSOs to contribute more effectively and improve the management of networks.

Source: *1st progress report of the regional programme 'Ending violence against women'*

With CSF financing through the regional programme, UN Women built capacity for the organisations and at least 50 percent of funds were channelled to CSOs, providing a lifeline of support. Box 35 above highlights some challenges and lessons learnt from working with CSOs in the course of the programme. While channelling funds through multilateral agencies is rather costly, it also provides an opportunity to award grants to small grassroots CSOs. EUDs internally often do not have the necessary resources for the time-consuming management of such grants. In Kosovo, EUD is working closely with the Kosovo Women's Network, an association of more than 100 women's organisations (see Kosovo case study).

14.3.3.3 Partnership at global level

The EU has closely worked with UN agencies (esp. UN Women and UNDP in the case of Montenegro) in the region. The EU's main global partner on VAWG has been UN Women, which implemented the 2017-2020 regional project 'Ending violence against women in the Western Balkan Countries and Turkey'. In 2012, the EU and UN Women adopted a Memorandum of Understanding which was reaffirmed in 2016. In Montenegro, where international organisations and other donors are only scarcely represented, EUD has been cooperating almost exclusively with UNDP, basically outsourcing coordination with other stakeholders in the area of GEWE. Since 2011, UNDP (in partnership with the Ministry of Human and Minority Rights) has been implementing an IPA-funded gender programme with a component on VAWG (2 phases, EUR 700,000 respectively), thereby also collaborating with CoE, UN Women and EIGE through the aforementioned EU-funded projects in the region. While there seems to be little alternative in terms of implementing partners, EU would like to see greater visibility in funded projects.

14.4 Main findings - Effects of the EU support

14.4.1 Effects on physical and psychological integrity (EQ7)

14.4.1.1 VAWG policy and legal frameworks

The policy and legal frameworks in the area of VAWG have improved during the period under review. EU support indirectly contributed to these improvements, mainly through its support to CSOs' advocacy role and the dialogue taking place in the context of accession negotiations. The 2018 European Parliament briefing on gender equality in the Western Balkans enumerates several legislative advances related to VAWG in all countries reviewed. Full harmonisation of legislation with the Convention has not been achieved yet, though, and recent studies show that greater efforts are still required to address VAWG in the region. Kosovo, due to its status, could not ratify the Istanbul Convention, but has symbolically committed itself to its implementation. All the other countries from the region ratified the convention between 2012 and 2018. A few countries ratified the Convention setting reservations to some articles. By mid-2019, only Serbia still had some reservations (waiting for the harmonisation of the national criminal law with the Convention).⁶⁷⁹

There are still gaps; laws not aligned to the Istanbul Convention (BiH), persistent gender-discriminatory provisions (Albania), failure to introduce a clear legal definition of domestic violence and VAWG (Bosnia and Herzegovina, Kosovo). In North Macedonia, no law to implement the Istanbul Convention has been put in place. Advocacy by civil society, much of it financed by the EU, has significantly contributed to change. A concrete example of civil society consultation leading to policy change is Albania, where CSOs have contributed actively in preparing recommendations for the revision and improvements of the Law on Violence in Family Relations and the Penal Code, in view of the Istanbul Convention and the adoption of the Plan of Action on Resolution 1325 on Women, Peace and Security. The regional programme 'Ending Violence Against Women' by UN Women has contributed to strengthening the support provided by the EU to the CSOs working on VAWG across the region. Table 43 gives an overview of the legal and policy situation in regard to VAWG in the Enlargement Region.

Despite encouraging progress, the main theme that unites countries reviewed is that, despite legislative progress, implementation of VAWG policy remains poor. Lack of high-level political support is a major source of concern. Reports reviewed, while acknowledging some progress, note that institutional mechanisms to tackle VAWG remain weak in most countries.

implemented in Serbia, North Macedonia, Bosnia and Herzegovina and Montenegro⁶⁸⁰ by an international consortium led by the Autonomous Women's Center Against Sexual Violence Association (Serbia) have achieved very good results.

⁶⁷⁹ UN Women (2019): Advancing the Istanbul Convention implementation: The role of women's NGOs and networks in the Western Balkans & Turkey. Comprehensive Assessment Report.

⁶⁸⁰ Montenegro was only covered by the 2nd phase of the project.

Table 42 VAGW legal and policy situation in the Enlargement Region

Country (overall SIG ⁶⁸¹)	SIGI Physical integrity	Legal framework	Policy framework
Serbia Very low (20%)	Very low (7%)	A Law on the Prevention of Domestic Violence came into effect in November 2016. Domestic violence is a criminal offence under the Criminal Code and under the Family Law (since 2005). Serbia ratified the Istanbul Convention in 2014. The convention has precedence over domestic legislation.	<ul style="list-style-type: none"> National Strategy for Gender Equality (2016-2020) National Strategy for Combating Violence against Women (2016-2020)
Kosovo N/A	N/A	The Law on Protection against Domestic Violence 3L/182 was enacted in 2010. No provision in the Criminal Code specifically addresses and punishes domestic violence. Due to its legal status, Kosovo cannot ratify the Istanbul Convention.	<ul style="list-style-type: none"> National Strategy and Action Plan against Domestic Violence (2016-2020)
Albania Low (23%)	Very low (16%)	Domestic violence is covered by the Criminal Code and the Law on Measures against Violence in Family Relations is in place. Albania ratified the Istanbul Convention in 2013. The convention has precedence over domestic legislation.	<ul style="list-style-type: none"> National Strategy and Action Plan on Gender Equality (2016-2020)
Bosnia and Herzegovina Low (22%)	Very low (11%)	The Law on Gender Equality was adopted in 2003 and revised in 2010. The Law on Protection from Domestic Violence was adopted in 2005. Domestic violence is a criminal offence under the Criminal Code. Bosnia and Herzegovina ratified the Istanbul Convention in 2013.	<ul style="list-style-type: none"> Framework Strategy for the Implementation of the Istanbul Convention (2015-2018) Gender Action Plan (2013-2017) FBiH Strategy to Prevent and Combat Domestic Violence (2013-2017) and RS Strategy to Prevent Domestic Violence (2014-2019)
Montenegro N/A	N/A	Gender-based violence is briefly mentioned in the Law on Gender Equality but has not yet been referenced by the national Criminal Code. Domestic violence is a criminal offense under the Criminal Code, and the Law on Protection from Domestic Violence went into force in 2010. Montenegro ratified the Istanbul Convention in 2013	<ul style="list-style-type: none"> Strategy for the Protection against Domestic Violence (2016-2020)
North Macedonia Very low (18%)	Very low (15%)	Despite international commitments, North Macedonia does not have any law, policy or action plan dealing with VAWG in general. The Law on Prevention and Protection against Domestic Violence was enacted in 2014. (Gender-neutral) domestic violence is further addressed in the Family Law and the Criminal Law. North Macedonia has ratified the Istanbul Convention in 2018.	<ul style="list-style-type: none"> North Macedonia does not have any law, policy or action plan dealing with VAWG in general.
Turkey Low (25)	Very low (8%)	Turkey ratified the Istanbul Convention in 2012 and has since then passed major legislative changes to prevent VAWG. The Law No. 6248 on the Prevention of Violence against Women and the Protection of the Family was adopted in 2012, but does not criminalise domestic violence as such. The Criminal Code provides for criminal penalties for domestic violence.	<ul style="list-style-type: none"> Action Plan on Violence against Women (2016-2019)

Source: SIGI 2019.

The implementation lag appears to be due to a combination of inadequate resources, institutional inertia, and lack of political interest. Two consecutive CSF-funded programmes (IPA 2011 and 2013), The first

⁶⁸¹ <https://www.genderindex.org/2019-categories/>

phase (2012-2014, EUR 590,000) strived to contribute to establishing comprehensive legal and policy solutions for protection of women against VAWG in the Western Balkans. Through the programme, i) women CSOs developed knowledge and skills for active participation in the public dialogue and influencing of decision-makers, ii) dialogue between women CSOs and decision makers was established, iii) capacities of local women CSOs for representing and monitoring women's rights in regard to VAWG were strengthened, and iv) the base for a comprehensive monitoring system for the implementation of the Istanbul Convention was established. An external evaluation in 2015 recommended to further increase the level of support to the capacity building of local CSOs, and to further develop CSOs' knowledge on EU experiences and practices to allow for replicability of the action. The successor intervention (2014-2016, EUR 460,000) aimed at increasing capacities of women's organisations and networks in the field of VAWG through long-term regional cooperation and learning from EU experience. A ROM report from 2016 identified the lack of high-level political support in the countries as major source of concern. While there is no prioritisation of needs and insufficient attention paid to the implementation of the laws, also talk from senior politicians does usually not translate into policy change.

14.4.1.2 Capacities of rights-holders and duty-bearers

Through the capacity development of CSOs as well as the training of justice-sector professionals (judges, prosecutors, police), social workers, and others across the region, the EU has contributed to strengthening the institutional environment for implementing policies against VAWG. It is, for example, reported that, through the EU-funded regional programme 'Ending Violence Against Women in the Western Balkan Countries and Turkey', 1,500 law enforcement and service providers involved in prevention, prosecution and protection in cases of violence against women are being trained in case management, data-collection, reporting and referral and response mechanism. The programme provides support to women's organisations that provide special services to victims. In Turkey, the action "Fostering a comprehensive institutional response to violence against women and domestic violence in Turkey" (EUR 800,000) implemented under the Horizontal Facility II aims at strengthening institutional mechanisms to co-ordinate and effectively apply the standards of the Istanbul Convention. The overall objective of the action is to contribute to better prevention, prosecution and protection against all forms of violence against women. Beneficiary institutions are line ministries and the police, with actions targeting the judiciary, regional/local administrations and service providers. Since the project started very recently (2019), no there are not yet any results to be assessed.

Recent reports reviewed still highlight the inadequacy of protection mechanisms in place in all countries of the region and the failure of prosecutors and judges to effectively tackle the problem even with the expanded legal means available to them. A structural problem is that prosecutors and judges are sometimes overly concerned with preserving the integrity of the family, a reflection of conservative community attitudes which regard domestic violence as a private, family affair. Legal systems do not adequately protect victims in some countries and access to legal aid is precarious. Specialist services in the region are not available in sufficient numbers as required by the Istanbul Convention (e.g., shelters are sparse and underfunded), while some types of services are non-existent in some countries. Existing specialist services are mostly provided by CSOs, several of which are supported by the EU. A recently started ADA project titled "Institutionalizing Quality Rehabilitation and Integration Services for Violence Survivors" (2019-2022, EUR 1 million) and implemented by the Serbian Autonomous Women's Center is aiming at fostering secondary legislation and institutionalisation of services for VAWG survivors as well as improving the quality of such services in the region.

A number of projects reviewed contained components aiming to raise women's and girls' awareness of their rights; however, it is difficult to assess the effectiveness of these initiatives with the available documentary information. It is reported that, through the regional project 'Ending violence against women in the Western Balkan countries and Turkey', 3,500 women gained a better understanding of their rights and of how to access available services when facing violence. A number of projects reviewed also strengthened services provided to victims of VAWG; e.g., free legal aid in Albania and shelter services in Turkey. In the context of the regional programme 'Ending violence against women', a mapping was conducted of awareness-raising and advocacy initiatives undertaken by civil society organisations (CSOs) in programme-participating countries over the last 5 years. This exercise identified a number of initiatives and tools that were shown to be influential and successful at country level, whilst also highlighting the limitations in existing knowledge and expertise on behaviour change initiatives in the region. This mapping served as a reference for the development of the call for proposals to select civil society organisations to test the advocacy initiatives and tools identified as good practices, which will be launched in Albania, Kosovo, North Macedonia, Serbia and Turkey. A survey on

the perceptions of VAWG in Montenegro, that was conducted as part of the UNDP gender programme in 2015 and 2019, revealed that some progress was made in changing perceptions, albeit slowly.⁶⁸²

14.4.1.3 Agents of change

There is limited evidence of EU support having contributed to reaching out to men and traditional leaders in preventing VAWG. In the context of the regional programme ‘Ending violence against women’, a few CSO-implemented initiatives actively tried to reach out to men and traditional leaders. For instance, the ‘Kosovo Roma Ashkali and Egyptian Women’s network’ implemented awareness-raising activities on early marriage targeting specific community members (parents, teachers, village leaders). However, in most countries, it was observed that CSOs were usually reluctant to rely on approaches which consisted in working specifically with men and boys. It appears that this is because such approaches were not traditional components of GEWE interventions and, as a result, several CSOs are lacking experience in developing such interventions.

14.4.1.4 Sustainability

Sustainability has not been a major concern in VAWG programme design. As noted above, small project size, reliance on UN and NGO implementing partners, and the historically low level of government interest in VAWG do not bode well for national ownership and sustainability. Nor does the observed slow pace of policy implementation. Governments in the region need to provide far more political and financial support to properly address VAWG and to fully comply with the Istanbul Convention. However, it has to be acknowledged that EU projects have supported the monitoring role and advocacy work of the civil society sector, which allows the effects to be potentially multiplied throughout society in the long term.

14.5 Annex

14.5.1 List of persons consulted

<i>Organisation</i>	<i>Position</i>
Kosovo	
Agency for Gender Quality	Chief Executive Officer of the Agency
Austrian Development Agency	Project manager for education, GFP in the office
EUD Kosovo	Deputy Head of Cooperation
EUD Kosovo	Focal points EIDHR, task manager
EUD Kosovo	Gender Adviser
EUD Kosovo	Gender Focal Person
EUD Kosovo	Head of Cooperation
EUD Kosovo	task manager / GFP for Rule of Law and Fundamental Rights
EUD Kosovo	Task manager economic development
EUD Kosovo	Task manager IPA assistance
Kosovar Gender Studies Center	CEO
Kosovo Women’s Network	Programme Director, Lead Researcher
Kosovo Women’s Network	Project Coordinator, in charge of gender-based discrimination regional project
Kosovo Women’s Network	Project Coordinator, Legal Assistant gender mainstreaming in EU integration process
Ministry of European Integration	Senior Officer for Development Assistance/ Rule of Law Sector/ Department of Development Assistance, Ministry of European Integration
Ministry of Justice	National Coordinator against Domestic Violence (former)
NGO ‘Žensko Pravo’ Women Rights	Programme Director
SHpK Besiana	Manager, of the company
SIDA	Programme Manager Democratic Governance, Civil Society, Gender Equality and Human Rights, GFP at the Embassy
SIDA/AGE	Team Leader Sida funded project “Institutional strengthening of Kosovo Agency for Gender Equality and Gender Mechanism”
UN Women	Head of Office
UN Women	Technical Project Analyst

⁶⁸² UNDP (2020): Final narrative report of the programme “Support to Antidiscrimination and Gender Equality Policies” (2016-2020)

Serbia	
EUD Serbia	Gender Focal Person
Government of Serbia	Adviser to the Deputy Prime Minister for Gender Equality
UN Women Country Office Serbia	Project Officer - Expert for Gender Equality
Montenegro	
EUD Montenegro	Gender Focal Person
Other	
DG NEAR, Centre of Thematic Expertise Rule of Law/Fundamental Rights, Democracy	Gender Equality Coordinator
EIGE	Project Manager - International Relations
EIGE	Stakeholder Relations Officer
UN Women	Deputy Director
UN Women	Regional Programme Manager/ EVAW Programme Specialist
UN Women	Regional Evaluation Specialist

14.5.2 List of documents

- European Commission (2017): Leave no one behind: End Violence against women and girls. EU supported projects in the Western Balkans and our Southern and Eastern Neighbourhood
- European Commission (2020): Discriminatory Laws Undermining Women's Rights. In-depth Analysis
- European Parliament (2017): EU Gender Action Plan 2016-2020 at year one, European Implementation Assessment
- European Parliament (2019): Women's Rights in Western Balkans
- European Union (2020): IPA III Civil Society Consultation Feedback Report.
- European Women's Lobby (2018): Mapping of Policies and Legislation on Violence Against Men and the Istanbul Convention in the Western Balkans and Turkey
- GREVIO (2017): Albania - Baseline Evaluation Report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence
- GREVIO (2017): Montenegro - Baseline Evaluation Report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence
- GREVIO (2018): Turkey - Baseline Evaluation Report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence
- GREVIO (2020): Serbia - Baseline Evaluation Report on legislative and other measures giving effect to the provisions of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence
- K4D (2017): Gender norms in the Western Balkans
- Kvinna till Kvinna (2018): Mind the Gap, an Independent Evaluation of the Implementation of the EU Gender Action Plan II in Western Balkan Countries
- OECD (2019): SIGI Index, 2019
- UN Women (2017): Albania - Gaps in response to violence against women and girls
- UN Women (2017): Bosnia and Herzegovina - Gaps in response to violence against women and girls
- UN Women (2017): Macedonia - Gaps in response to violence against women and girls
- UN Women (2017): Montenegro - Gaps in response to violence against women and girls
- UN Women (2017): Serbia - Gaps in response to violence against women and girls
- UN Women (2017): Turkey - Gaps in response to violence against women and girls
- UN Women (2019): Advancing the Istanbul Convention implementation: The role of women's NGOs and networks in the Western Balkans & Turkey. Comprehensive Assessment Report
- UNDP (2012): Study on Family Violence and Violence Against Women in Montenegro

- Women Against Violence Europe (2018): Briefing Paper - Benefits and Challenges the CSSP Platform has faced in the Process of Implementing and Monitoring the Istanbul Convention
- Women Against Violence Europe (2018): Doing it Right, Making Women's Networks Accessible with a Special Focus on Women from Minority and Disadvantaged Groups
- Women Against Violence Europe (2019): Mapping of Sexual Violence Services in the Western Balkans and Turkey.

The team also reviewed:

- All IPA regulations and Enlargement strategies (e.g., COM(2018) 65);
- All recent Enlargement progress reports (annual country progress reports and annual EC communications to the Parliament and the Council);
- EU External Assistance Monitoring Reports (EAMRs);
- EU Action documents in the Justice sector;
- The available project documentation of interventions presented in Table 38.

14.5.3 Systematic review of selected documentation

14.5.3.1 Progress reports

Table 43 *Assessment of the current situation on VAWG in the Progress Reports on the EU Enlargement Policy*

Country	2012	2015	2018
Regional	National human rights institutions such as Ombudspersons often require significant strengthening, as does the law enforcement bodies' handling of issues such as hate crimes and gender-based violence	Discrimination and hostility towards other vulnerable groups, including on grounds of sexual orientation or gender identity, is also a serious concern. A zero tolerance approach is needed to violence, intimidation and hate speech against these and other vulnerable persons. Further work is required to promote equality between women and men, including tackling domestic violence, to improve the rights of the child and support persons with disabilities, as well as better facilitate access to justice.	More must be done to advance gender equality and to prevent and address violence against women. While progress has been made in the Western Balkans on the rights of lesbian, gay, bisexual, transgender and intersex persons, additional efforts are needed to end discrimination, threats and violence.
Albania	Some progress was made regarding women's rights and gender equality. Albania has signed the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence. It has started to implement the 2011-2015 national strategy on gender equality and domestic violence and gender-based violence. Amendments to the Criminal Code were adopted, introducing further protection from domestic violence and one national shelter for victims of domestic violence is operational. Coordination between national and local institutions remains insufficient.	Institutional mechanisms to address GBV remain poorly functional. The vast majority of cases is still unreported, while services for victims are of poor quality.	Institutional mechanisms to protect the rights of the child and to tackle gender-based violence remain weak and domestic violence remains a serious concern. In December 2017, the Parliament adopted a resolution on the fight against gender-based violence and established a parliamentary sub-committee on gender equality. The Ministry of Justice established a new office to coordinate efforts against domestic violence.

Country	2012	2015	2018
Bosnia and Herzegovina	Some progress was made in combating violence against women. The Law on Domestic Violence remains to be amended to enhance victim protection. The implementation of the State-level strategy remains weak. Financing of shelters for victims is not sufficient.	A strategy for implementing the Istanbul Convention was adopted for 2015-2018. Legislation on safe houses is not adequately implemented and lacks funding, and there is no comprehensive State-level legal framework on sexual assault and rape. There is also no effective data collection mechanism for monitoring domestic violence and no specialised police units. Improvements were noticeable in the prosecution of cases of wartime sexual violence though.	Lack of effective implementation of legislation on the prevention of and protection from gender-based violence, in particular domestic violence, remains a concern. Relevant legislation is still not aligned with the Istanbul Convention. A harmonised system for monitoring and data collection is still lacking. The number of protective measures issued remained low, and the general system of response and support to victims needs to be improved. Existing safe houses remained in most cases strongly underfunded, which is in breach of existing legislation.
Kosovo	Report not available.	Every police station has a unit responsible for GBV and a national coordinator for domestic violence has been appointed recently. However, no progress has been made on combating domestic and gender-based violence, also due to the absence of a system of regular data collection across institutions. The implementation of the 2011-2014 strategy and action plan against domestic violence needs to be evaluated before drafting a new one, and help-lines should extend their services to non-Albanian speaking victims and residents of northern municipalities. The mandate of the National Council for the survivors of sexual violence during the war was extended to address the need for comprehensive support for surviving victims. Effective implementation of women's rights to inheritance remains limited, despite the existence of legal provisions governing this issue.	Women often face GBV. The 2016-2020 strategy and action plan on protection against domestic violence were adopted in December 2016 but their implementation is weak. The National Coordinator for the Protection from Domestic Violence was appointed in January 2018. Further efforts are needed to address the weak coordination between the police, prosecutors and other players and to address the inadequate monitoring by the police and the courts of protection orders in cases of domestic violence. A legal definition of domestic violence and sexual harassment should be introduced in the Criminal Code. Shelters for victims of GBV and trafficking also need to be sustainably funded and victims effectively reintegrated. In November 2017, the government established the secretariat of the Government Commission on Recognition and Verification of the Status of Sexual Violence Victims during the Conflict and allocated budgetary resources for victim's pensions. Since February 2018 victims can apply for recognition and verification to receive individual benefits.
Montenegro	Little progress has been made with regard to women's rights and gender equality. The strategy for implementing the law on protection from family violence was adopted.	Gender-based violence remains a concern. Amendments to the law on free legal aid adopted in April made free legal aid available to victims of domestic violence. However,	Gender-based violence remains a serious concern in the country. With the adoption of the Criminal Code in July 2017, Montenegro aligned its legislation with the Istanbul Convention on violence

Country	2012	2015	2018
	However, domestic violence is still an issue of concern.	implementation of the Convention on preventing and combating violence against women and domestic violence is proceeding slowly. There is still no unified country-level database, and statistics remain unreliable. The government's pilot phase for the SOS helpline for victims of family violence was postponed. Inter-institutional cooperation requires improvement, especially between social services and law enforcement authorities, as does cooperation between institutions and NGOs in the field. The involvement of the police in tackling gender-based violence remains low; a better central coordination mechanism, linked with local police units, should be established.	against women and domestic violence. However, the implementation of the Convention is proceeding slowly and gender-based violence remains a serious concern. There is little improvement in the capacity and gender sensitivity of existing institutions. The limited numbers of protection orders issued in cases of repeated reports of violence needs to be addressed. Effective victim support services are yet to be provided, along with better and more accessible legal aid.
North Macedonia	No reference to VAWG	A new Law on Combating Domestic Violence was adopted to protect survivors, but it fails to recognise all forms of violence and only provides for civil proceedings against perpetrators. Further public awareness raising measures are necessary, particularly in rural areas.	The Ombudsman was appointed as an observer to the Fundamental Rights Agency in September 2017, following long delays. The country ratified the Istanbul Convention in December 2017 and initiated the necessary legal reforms for establishing an external oversight mechanism of the law enforcement authorities. There are 4 regional centres being established for victims of domestic violence and the new Government is currently setting up three new crisis centres for rape victims and a new shelter for victims of sexual harassment and violence. Further efforts are needed to address domestic and gender-based violence.

Country	2012	2015	2018
Serbia	<p>There has been some progress relating to women's rights and gender equality. Serbia signed the Istanbul Convention in April 2012, and a general protocol on procedures and cooperation between institutions, agencies and organisations in situations of domestic and partner-relationship violence was adopted in November 2011. A special telephone line and a new shelter for victims of domestic violence were opened. However, violence against women remains an area of concern and there is no coordinated collection and sharing of data on violence against women and violence in the family. The action plan for the implementation of the National Strategy for Prevention and Suppression of Violence against Women has yet to be adopted. Very often, domestic violence goes unreported and greater coordination is needed, e.g. on collecting and sharing data between all actors in the system for protecting women from violence.</p>	<p>The increasing number of women killed by their partners is of concern. Emergency protection orders are not issued promptly, the number of shelters is insufficient and there is no state-run centre for victims of sexual violence and no national women's helpline. The protection of women against all forms of violence needs to be strengthened and mechanisms for coordinating the collection and sharing of data between all relevant actors in the system enhanced.</p>	<p>The national strategy and action plan for combating violence against women in family and partner relationships expired in 2015. The Law amending the Criminal Code and the Law on Prevention of Domestic Violence were adopted in November 2016 (in line with the Istanbul Convention). The law introduces emergency measures for perpetrators, multi-sectoral cooperation in preventing and responding to violence in the family, and increased responsibility and accountability of employees in the relevant institutions. A national action plan for the implementation of the UN Security Council Resolution on WPS was adopted.</p>

Country	2012	2015	2018
Turkey	Gender equality, combating violence against women, including honour killings, and early and forced marriages remain major challenges for Turkey. Lack of effective protection still prevents victims of domestic violence from obtaining justice. There has been progress in legal terms though: The Istanbul Convention was ratified in March 2012, the Law on the Protection of Family and Prevention of Violence against Women was adopted in March, and a National Action Plan to combat Violence against Women (2012-2015) was adopted. The procedures for urgent cases are particularly positive, as was the inclusive consultation exercise undertaken by the authorities with civil society. The Ministry and the Gendarmerie signed a protocol providing for Gendarmerie staff to be trained in the prevention of VAWG and gender equality issues. Detailed statistics on incidents of violence against women, including murder, are not available.	The legislative and institutional framework on equality between women and men is in place. The gendarmerie has started to strengthen its capacity to combat violence against women. However, promotion of the traditional role of women, ineffective implementation of the legislation and the low quality of services make discrimination against women and GBV major areas of concern. Efforts to implement the existing law and national action plan on the protection of family and prevention of violence against women need to be stepped up and brought into line with the Istanbul Convention. Protection of women from violence and legal redress in cases when victims pursue judicial proceedings is insufficient. The situation has seriously worsened as regards trafficking of women, forced prostitution and sexual exploitation, especially among refugees from Syria. The legislative framework needs to be amended to strengthen the preventive and deterring effect of judicial decision. No system for collecting comprehensive data on GBV exists.	Gender-based violence is still a matter of serious concern. A legislative and institutional framework on equality between women and men is generally in place. However, discrimination against women and gender-based violence were not sufficiently addressed, due to weak implementation of legislation and the low quality of support services available. While Turkey was the first country to ratify the Istanbul Convention, it has still not adapted its legislation but adopted an action plan for 2016-2020 and started to raise awareness on this topic. There is very limited follow-up to cases of domestic violence, with no referral to social services. Violence Prevention and Monitoring Centres and shelters for victims of domestic violence are in place across the country, but some were closed down in the south-east. There is no comprehensive data on GBV and the number of reported cases remained low, casting doubt on the level of reporting.

Source: National and regional progress reports from 2012, 2015 and 2020.

14.5.3.2 Mainstreaming in Justice sector IPA action documents

Table 44 below summarises the team's assessment of the extent to which VAWG was mainstreamed into Justice Sector spending actions.

Table 44 VAWG-Mainstreaming in the Justice Sector Action Documents – Enlargement region

Country	Nr of AD reviewed	Degree of integration of GEWE	Degree of integration of VAWG	Remarks: Degree of integration of VAWG
Albania	6	+++	+	2013: <i>“Need to ratify international conventions, most notably the CoE Convention on preventing and combating violence against women. (...) fee exemptions for victims of trafficking and domestic violence”</i> Inclusion in 2017 (no mention in 2016): Training on gender-based violence for lawyers, judges, prosecutors, etc Ensuring access to free legal aid by improving the free legal service system, especially access to free attorneys for women belonging to ethnic and linguistic minorities, women in rural areas, domestic violence survivors, and women belonging to disadvantaged groups

Country	Nr of AD reviewed	Degree of integration of GEWE	Degree of integration of VAWG	Remarks: Degree of integration of VAWG
Bosnia and Herzegovina	7	++	+	2013: <i>One of the areas of the proposed assistance relates to the improvement of cooperation with non-government sector in order to meet the needs of witnesses/victims and in particular victims of sexual violence.</i> No mention after that year
Kosovo	4	+++	+	2011 (Brief mention): Provide assistance to the victims of crime, domestic violence and trafficking of human beings. 2018 (First inclusion of term GBV) Improve systems and procedures for rehabilitating perpetrators of gender-based violence.
Montenegro	1	+	0	No reference to VAWG
North Macedonia	1	0	0	No reference to VAWG
Serbia	4	+	+	2013: <i>It is recognized that female criminality is affected by traditionally gender role of females in a family and society. The influence of sexual and gender-based violence towards women determines female criminality.</i> 2016: <i>New strategic framework will be aligned with gender dimension of the EU 2020 strategic framework, particularly focusing on economic empowerment of women, combating gender-based violence, and participation of women in public life.</i> Moreover, while not being part of the objectives of the reform, the 2013 AD recognizes the importance of using of a gender-sensitive methodology when carrying out analysis and research.
Turkey	5	+	+	Need to combat violence against women present in the period 2010-2013. <i>Explicit measure to implement in the 2013 text: This measure consists of 2 components to be implemented in two decisively selected areas namely "combatting violence against women" (VAW) and "women in decision-making".</i> (...) <i>Awareness and competencies of judges, public prosecutors and court experts regarding key issues such as gender, domestic violence and child welfare will be increased and functioning of courts will be strengthened.</i> (...) <i>Gender-based violence, discrimination and hate speech against minorities [...] are major areas of concern.</i>

Source: IPA action documents 2010-2018.

Remark: 0: no mention; +: Brief mention, acknowledgment of the importance but not very developed – not part of the objectives of the reform; ++: Relative inclusion – part of the specific objectives of the reform; +++: Explicit mention of gender mainstreaming/strong integration of GEWE/ SGBV - part of the specific objectives of the reform

14.5.4 Overview of the regional programme “Ending violence against women”

Ending violence against women in the Western Balkan Countries and Turkey Implementing Norms, Changing Minds	
Time period	2017-2020
Overall objective	To reduce violence against women and girls and all forms of discrimination in six Western Balkan countries and in Turkey.
Parties	UN Women (Albania, Bosnia and Herzegovina, Kosovo, North Macedonia, Serbia and Turkey) in partnership with UNDP (Montenegro)
Rationale	Despite the adoption of legislation to advance gender equality in all these countries – strong patriarchal structures, unequal power relations between women and men, and the lack of political will of governments remain major obstacles to the full implementation of legislation. In this sense, there is a need to align national frameworks with international normative standards – including those standards outlined in the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Istanbul Convention and the European Union <i>acquis communautaire</i> .
Specific objectives	<ul style="list-style-type: none"> • To create an enabling legislative and policy environment in line with international standards on eliminating violence against women and all forms of discrimination. • To promote favourable social norms and attitudes and prevent discrimination and violence against women. • To empower women and girls (including those from disadvantaged groups) who have experienced discrimination or violence, to advocate for and use available, accessible and quality services.
Expected results	<p>Results related to SO 1 (Legislative and policy environment)</p> <p>R1.1: Women’s voice and agency strengthened to advocate for the development and implementation of laws and policies in line with the CEDAW and the Istanbul Convention;</p> <p>R1.2: Laws and policies are reviewed and reformed to conform with international human rights standards, including CEDAW and the Istanbul Convention;</p> <p>R1.3: A regional dialogue and knowledge sharing mechanism on the implementation and monitoring of the Istanbul Convention and CEDAW among Governments, CSOs and other concerned stakeholders is established and functional.</p> <p>Results related to SO 2 (Social norms and attitudes)</p> <p>R2.1: Women’s CSOs, media and government bodies have the knowledge to develop and implement innovative approaches to address harmful gender stereotypes;</p> <p>R2.2: Women, girls, men and boys at community and individual level have a better understanding and acceptance of gender equality.</p> <p>Results related to SO 3 (Women’s and girls’ empowerment)</p> <p>R3.1: Providers of general and specialist support services for victims of all forms of violence have the capacity to implement the standards enshrined in CEDAW and the Istanbul Convention;</p> <p>Re 3.2: Improved case management by providers of specialist support services for victims of all forms of violence, with a specific focus on women and girls from minorities and disadvantaged groups;</p> <p>R 3.3. Better access to and improved service provision to women from minority and disadvantaged groups.</p>
Implementation modality	<p>Calls for proposals at country and regional level.</p> <p>The ceiling for each grant (Project Cooperation Agreement – PCA) and organisation awarded is EUR 60,000. The total amount to be awarded via PCAs is EUR 3.2 million. Estimated country allocations: EUR 200-300 (Montenegro), EUR 300-350 (Albania, Serbia), EUR 350-400 (Bosnia and Herzegovina, North Macedonia, Kosovo), above EUR 400 (Turkey). Estimated regional allocations: EUR 694.</p>

Source: <https://www.implementingnormschangingminds.com>

15 Regional case study: Pacific

15.1 Introduction

15.1.1 Context

Despite policy strategies, legal frameworks and initiatives undertaken by countries across the Pacific and the development cooperation efforts of many donors for several decades, background analysis outlined in the region's EU-funded Pacific Partnership project and Spotlight Initiative projects both noted that there had been **limited progress towards gender equality in the region**.⁶⁸³ Their analysis observed that several Pacific ACP Countries face challenges with respect to promoting women voices, influence and empowerment and that even where progress had been observed, it has not been consistent. For example, while access to primary education has improved, girls often continue to be discriminated against in terms of access to secondary education. Women in the region are also adversely affected by inequality of economic opportunities, insecurity of land rights, low levels of representation and inconsistent access to services.

In addition, **women in the Pacific suffer from some of the highest levels of VAWG in the world**, with up to 68% of adult women having experienced physical violence during their lifetime, often at the hands of an intimate partner⁶⁸⁴. This is twice the global average based on national prevalence studies. There are, for example, high rates of intimate partner violence against women recorded in Kiribati, the Solomon Islands and Papua New Guinea. Intimate partner violence (IPV) is equally high in Timor-Leste, with 59% of women reporting abuse from an intimate partner in their lifetime⁶⁸⁵. Young women with disabilities are often even more vulnerable to physical and sexual abuse. The gravity and extent of the issue has led to calls, for example in the case of Fiji, that "the vulnerability of women and girls with disabilities [be] addressed in the new constitution".⁶⁸⁶

VAWG is thus a central barrier to gender equality and a cause of widespread violation of human rights across the Pacific. In response, Pacific leaders have committed to promoting gender equality and eradicating VAWG, notably in the **Pacific Leaders Gender Equality Declaration** (2012). The issue is included as a part of regional dialogue through the Pacific Islands Forum Meeting organised every year, as well as in bilateral policy dialogues between the EU and some Pacific countries once every one to two years and at the Triennial Conference of Pacific Women. The EU has also provided funding for a major regional programme focused on eradicating VAWG which began to be implemented in 2018 and is making some progress in this area.

The Pacific islands region has made commitments to end VAWG in several global, regional and national instruments including in the Pacific Platform for Action on the Advancement of Women and Gender Equality – 1994 (PPA), the revised PPA -2004, the Cairns Communiqué 2009 and the 2012 Pacific Leaders Gender Equality Declaration (PLGED)⁶⁸⁷. The central element in terms of regional policy is the PLGED, adopted in 2012 and reaffirmed in 2015. This strategic policy framework underpins the draft Pacific Platform for Action on Gender Equality and Women's Human Rights (PPA) 2017-2027. The latter echoes the EU Gender Action Plan 2016-2020 (GAP II) that aims to place gender equality and the empowerment of girls and women at the heart of the EU's external actions.

Many national governments in the Pacific have also made implementing legislative reform to increase women's protection against violence a major priority. Eleven Pacific Island States have now enacted family violence or domestic violence legislation to provide better support for survivors of violence including access to justice and formal protection. These countries include the Federated States of Micronesia (Kosrae – one of four states), Fiji, Kiribati, Palau, Papua New Guinea, Republic of Marshall Islands, Samoa, Solomon Islands, Tonga, Tuvalu and Vanuatu.⁶⁸⁸ In Timor Leste, the government announced a law Against Domestic Violence in 2010.

⁶⁸³ <https://ec.europa.eu/transparency/regdoc/rep/3/2017/EN/C-2017-4903-F1-EN-ANNEX-2-PART-1.PDF>); and <https://ec.europa.eu/transparency/regdoc/rep/3/2018/EN/C-2018-7354-F1-EN-ANNEX-3-PART-1.PDF>).

⁶⁸⁴ Tony Crook, Sue Farran & Emilie Röell (2016): Understanding Gender Inequality Actions in the Pacific – Ethnographic Case-studies and Policy Options. pg. 193.

⁶⁸⁵ The Asia Foundation (2016): Understanding Violence against Women and Children in Timor-Leste: Findings from the Nabilan Baseline Study – Main Report.

⁶⁸⁶ Vuibau, T. (2012): Treat all equal. Fiji Times Online. Accessed 21 October 2012 at: <http://www.fijitimes.com/story.aspx?id=209540>.

⁶⁸⁷ PIFS (2012) - Annex 1 to the 43rd Pacific Islands Forum Communiqué, 28-30 August 2012, <http://www.forumsec.org/resources/uploads/attachments/documents/2012%20Forum%20Communique.%20Rarotonga,%20Cook%20Islands%2028-30%20Aug1.pdf>.

⁶⁸⁸ SPC & OHCHR (2016): Human rights in the Pacific: Situational Analysis, 2016, available at <http://rrrt.spc.int/publications-media/publications/item/732-human-rights-situational-analysis>.

Several Pacific countries have also taken additional measures to address VAWG such as the development of related legal frameworks, policy strategies, and initiatives together with the development cooperation efforts of donors. To date there have been some targeted areas of progress towards gender equality and ending VAWG. However, change at this level requires time both to shift pervasive social norms that accept and/or condone VAWG as well as to strengthen government and CSO capacity to address to affect this type of change and provide adequate support and prevention services.

15.1.2 Overview of EU cooperation

The EU has a long-standing development partnership in the Pacific, involving 15 independent countries and four Overseas Countries and Territories (OCT), as well as Australia and New Zealand. Over the last 50 years, this relationship was based on development cooperation within the framework of the EU-ACP Partnership established with African, Caribbean and Pacific (ACP) countries. This partnership was enshrined in the 1975 Lomé Convention and updated in 2000 in the **Cotonou Agreement**. Concluded in 2000, revised in 2005 and 2010, this agreement will expire in December 2020, with final discussions taking place for the successor partnership agreement to commence January 2021 – December 2027). The **European Development Fund (EDF)** is the EU's main development aid instrument with the ACP. Its funding is channelled primarily through the Pacific Islands Forum Secretariat (PIFS).⁶⁸⁹

In 2006, the EU adopted a **Strategy for a Strengthened Partnership** to develop its relations with the Pacific Islands from a donor-recipient level to a more political relationship. In 2012, this approach was complemented by the communication "**Towards a renewed EU-Pacific Development Partnership**". This reflects the growing environmental, political and economic importance of the Pacific region with a focus on governance, regionalism and sustainable management of natural resources.

On 16 June 2015, the Pacific Islands Forum Secretariat and the EU signed the EDF11th Regional Indicative Programme. Worth EUR 166 million, the **Pacific Regional Indicative Programme (RIP) 2014-2020** promotes: Regional Economic Integration, Sustainable Management of Natural Resources and the Environment and the Management of Waste Inclusive and Accountable Governance and the respect of Human Rights. Crucial topics relevant to these priorities include prosperous trade, sustainable ocean governance, adaptation to climate change and resilience to natural disasters, reliable, affordable and sustainable energy, **gender inequality and gender-based violence**, good governance, financial transparency and accountability.

The total amount of the EU contribution to the Pacific since 2014 amounts to around EUR 800 million. Core areas to the RIP include improving marine and ocean governance, tackling illegal and unreported fishing, managing waste and promoting sustainable management of natural resources, strengthening public finance management and good governance, and **tackling root causes of gender inequality and violence against women and girls**. The latter initiative represents an investment of just over 18 million EUR for the EU.

The EU also channels additional support to the Pacific region through other targeted initiatives. These include, for instance, the Joint Pacific initiative for biodiversity, climate change and resilience and the **Spotlight Initiative** to eliminate violence against women and girls, where the EU is the main contributor earmarking EUR 50 million for the Pacific. Lately, the cooperation between the EU and the Pacific has intensified in various other sectors, such as the environment, good governance, energy, climate change, oceans, fisheries and human rights. All of these sectors provide significant opportunities for mainstreaming gender, and in some instances gender has already been addressed in recent project documents.

15.1.3 Focus of the case study

Effective gender mainstreaming takes a two-pronged approach: i) integrating relevant gender equality issues and measures into programming in all sectors; and ii) support for targeted approaches designed to address specific gender equality issues. It is also possible to have targeted activities and explicit gender equality objectives within the context of a project focused on a different theme or issue. Prior gender analysis is needed at the planning and identification stages of project and program planning to determine which of these approaches is most appropriate.

For this reason, this case study focuses on the following levels of analysis:

- **Strategy/programming level:** A review of key documents regarding EU assistance and approaches to development in the region to assess where the EU has situated its approach to addressing key gender equality issues in the region.

⁶⁸⁹ The PIF is the most significant inter-governmental regional organisation in the Pacific, including 14 independent island states (all those mentioned above except Timor-Leste) and Australia and New Zealand.

- **Project level:** A review of both a sectoral regional project and of a targeted project, with additional reference to selected regional projects highlighted as examples in stakeholder interviews.

The sectoral regional project reviewed involves a brief examination of the current work being done by the "Investment Facility for the Pacific" representing a gender integrated programme. The evaluation also reviewed the region's targeted GEWE project :

- "Tackling root causes of gender inequality and violence against women and girls in the Pacific" Pacific RIP –Priority 3.2 (CRIS number: FED/2017/39204) financed under the 11th European Development Fund: Total amount of the 11th EDF contribution EUR 13 million (hereinafter referred to as the Root Causes project,. In the Pacific this project is referred to as the Pacific Partnership to End Violence Against Women and Girls (PPEVAWG)).

15.2 Main findings – Summary: Pacific region

1. There has been a significant shift in how the EU's Pacific region programming addresses GEWE during the period evaluated. Prior to 2018, it was not addressed systematically in national or regional programme planning and implementation. Since that time, all new national and regional programmes are now expected to ensure programme design integrates gender concerns and that logframes include gender-sensitive indicators and the 2019 and 2019 EAMRs provide detailed reporting on progress on specific gender equality objectives for the region and have integrated references to GEWE throughout the reports. In general, spending actions designed and initiated prior to 2018 had not mainstreamed GEWE while those adopted from that year onwards have been much more systematic in their mainstreaming approach.
2. The main impetus for this came from EU HQ. EUD staff are being held accountable for ensuring they have mainstreamed gender in all new programmes. In the regional oceans management programme, however, much of this push stemmed from the fact that the programme is co-funded by Sweden and the Swede insisted on the adoption of a more rigorous approach to gender mainstreaming as a part of the implementation of their feminist foreign policy.
3. To support gender mainstreaming at the regional level the EU supported the creation of country specific gender profiles that inform country level programming and design. These profiles can also be used to support regional initiatives since the regional programmes are generally implemented at the country level. However, context and sector specific gender analysis still needs to be integrated in a more systematic way in the planning and design of specific interventions. There is also support from DEVCO B1 Gender Facility Unit at the programming phase for new national and regional projects.
4. There remains a need for the EU to allocate a full-time dedicated Gender Expert as opposed to this role resting primarily on a Gender Focal Point to assist the EUD in its gender reviews of new national and regional programmes. The EU also needs to consider advocating or requiring that new programmes routinely allocate funding for programme-based gender experts, especially in thematic areas in which GEWE issues are often not considered such as infrastructure, etc. Up until 2018, in general, the national and regional programmes were under-resourced with regard to gender expertise.
5. Despite the trend toward positive change in the region, the integration of gender indicators and use of sex-disaggregated data remains incipient in non-targeted programmes.
6. With regard to non-spending actions, particularly that of policy dialogue, the primary area in which the EU has mainstreamed gender is VAWG. In other thematic areas until recently it was inadequately addressed or not addressed at all. From 2018, the EU has been raising diverse GEWE issues linked to GAP II objectives in regional policy dialogue discussions. To build on this foundation there remains a need for the EUD to develop a policy dialogue and communications strategy for the region that systematically looks at how the EU could highlight other GEWE issues, in specific thematic areas, with a particular need to do so on gender and climate change issues in the region.
7. Given that much of the region is made up of SIDS, the use of regional programmes that work with regional organisations as implementing partners is effectively addressing the fact that many governments in the region have limited administrative capacity while still allowing for the customisation of project activities to fit the country context and help build a sense of national ownership.
8. The EU has supported a targeted regional project designed to address the high incidence of VAWG in the region. This project has been fairly successful to date in strengthening policy and legal frameworks related to VAWG in partner countries in the region, as well as building partner capacity and engaging men and traditional partners as change agents and the promotion of changes in social norms.

15.3 Main findings - Design and implementation approach

15.3.1 Gender mainstreaming (EQ3)

15.3.1.1 Gender analysis

Overall, general gender analyses in form of country specific gender profiles to inform programming and design are available at the country level. These are complemented by a comprehensive regional study. Nonetheless, evidence shows that gender analysis could still be integrated in a more systematic way in the planning and design of specific interventions. EU

support to gender analysis in the region has been particularly strong for gender-targeted projects, but there is room for improvement in non-targeted interventions.

Box 36

The evolution of Gender Mainstreaming in strategic documents in the Pacific

Thus in the **2006 Communication: EU Relations with the Pacific Islands – A Strategy for a Strengthened Partnership** there is only a passing reference made to the fact that there are serious issues related to gender in the region and an accompanying statement that the EU would continue to seek to address the root causes of conflict, such as poverty, degradation, exploitation and unequal distribution and access to land and natural resources, weak governance, human rights abuses, gender inequality and democratic deficits. However, no explicit strategic gender equality actions are outlined.

In the **2012 Communication: Towards a renewed EU-Pacific development Partnership** it is noted that Pacific countries have “a poor record of ratifying human rights conventions and have high rates of gender-based violence and low proportions of women at decision-making levels” and that climate change has interlinked impacts on gender. In response, the EU committed to strengthening its cooperation with like-minded partners to support the ratification and implementation of human rights conventions and to pay particular attention to addressing issues such as GBV and the low levels of women at decision-making levels in the Pacific. The 2012 Communication, however, makes a commitment to explicitly address gender and climate change issues despite the serious impact that climate change has on gender equality in the region and the critical role that women play as change agents in this sector. Fortunately, EUD personnel are aware of the need to do so and are now working to ensure that this is done.

In the **Regional Indicative Programme (RIP) 2014-2020**, gender equality appears as a specific objective. Specifically, objective 3.2 (under priority area 3: Inclusive and Accountable Governance and the respect for Human Rights) aims to “*Promote and protect Human Rights for all and Progress in Gender equality and Civil Society engagement in governance practices.*”

The RIP also indicates that activities under different priority areas i) Regional Economic Integration; ii) Sustainable Management of Natural Resources and the Environment and the Management of Waste; and; iii) Inclusive and Accountable Governance will allow the mainstreaming of crosscutting issues including youth, gender, indigenous peoples and minorities, persons with disabilities, environment and climate change in all initiatives. This represents a significant improvement over the past treatment of cross cutting issues. It also comes with an indicative allocation of EUR 19 million to accommodate necessary technical assistance support to the Regional Authorising Officer (RAO) for overall programme implementation and coordination for these cross-cutting issues.⁶⁹⁰

At the national level, the National Indicative Plans in some countries (e.g., Fiji) highlight the relevance of mainstreaming gender, environmental and social issues, including employment and decent work agenda through all capacity building and institutional strengthening interventions. In others, such as Papua New Guinea, the EU planned to support the mainstreaming of gender equality and women's empowerment in all national and sectoral policies and legislation.

The 2014-2020 RIP also states that integration of cross-cutting issues such as gender, indigenous peoples and minorities, persons with disabilities and youth at both national and regional levels will be an important element of the Pacific RIP. Thus, during the identification and formulation phases, attention it states that attention will be paid to specific activities aimed at mainstreaming these issues into the priority areas 1 and 2.⁶⁹¹

Source: European Commission (2014): Pacific Regional Indicative Programme (RIP) 2014-2020

The 2017 Regional EAMR reported that while no gender analysis was conducted in 2017, all 11th EDF programmes were informed by a specific country gender profile conducted prior to signing the National Indicative Plan (NIP) for each Pacific Island Country. This was complemented by an EU-commissioned and funded comprehensive study in 2016 by the University of St. Andrews on “Understanding Gender Inequality Actions in the Pacific - Ethnographic Case-studies and Policy Options”. This study was based on recent data and covered various country reports. EUDs used this information to complement the previous gender assessment prepared in 2014 at the time of programming for the NIP.

In addition, enhancing gender information has been included systematically as a key outcome to achieve during the inception phase of the large regional programmes that were launched in 2018. This represented a significant shift from past practices and is increasingly being used to inform resource and action decisions for the new and large-scale regional projects.

⁶⁹⁰ European Commission (2014): Pacific Regional Indicative Programme (RIP) 2014-2020, p. 4.

⁶⁹¹ European Commission (2014): Pacific Regional Indicative Programme (RIP) 2014-2020, p. 12.

The 2017 Regional EAMR noted that one challenge in the region is that often gender specific information is not available or is out-dated, this is why it requires a specific effort at the beginning of each project implementation to generate the necessary gender data and work with the relevant stakeholders. To build the capacity needed to do this the Pacific-EU Marine Partnership Programme, for example, included a specific gender desk in its design⁶⁹². The EU's regional capacity building programme is also financing a gender desk within PIFS, with the aim of mainstreaming gender within the implementation of the 11 EDF RIP.

The 2018 EAMR noted that increased gender equality is one of the EU's priorities for the region along with climate change and resilience and oceans and is line with related SDGs/Agenda 30. Both the 2018 and 2019 EAMRs for the region also identify to which specific GAP II objectives projects in the region are contributing. These include:

- Objective 7: 'Girls and Women free from all forms of violence against them (VAWG) both in the public and private sphere.' (Under the Thematic Priority: 'Physical and Psychological Integrity')
- Objective 16: 'Equal access and control over clean water, energy, transport infrastructure, and equitable engagement in their management, enjoyed by girls and women.' (Under the thematic Priority: Economic, Social and Cultural Rights – Economic and Social Empowerment);
- Objective 17: 'Equal rights and ability to for women to participate in policy and governance processes at all levels; and,
- ^(SEP) Objective 18: 'Women's organisations and other CSOs and other Human Rights defenders working for gender equality and women's and girls' empowerment and rights freely able to work and protected by law.' ⁶⁹³
- Objective 20: 'Equal rights enjoyed by women to participate in and influence decision making processes on climate and environmental issues.' (all under the Thematic Priority: 'Political and Civil Rights – Voice and Participation)

The Delegation has three persons actively working on gender. One is in charge of the Pacific Partnership project, another is in charge of the Spotlight Initiative, and the third is the gender focal point. The three cooperate on gender processes. This represents a relatively recent change and is part of the shift to greater attention being paid to gender as well as due to the individual commitment of the personnel concerned. At the time of the submission of this case study, however, one of these people was transferred back to HQ and the GFP was on maternity leave so the EUD is temporarily down to one staff member working on gender. Delegation personnel also indicated that **there remains an urgent need for a dedicated gender specialist who could provide full time support for the Delegation in the review of new regional and national programmes and actions**. The regional projects tend to be quite large in size and budget and ideally each one should also have their dedicated gender expert. This was done with the new Oceans Management/Maritime project due to strong advocacy on the part Sida, which is a co-funder. This 45 million euro project has also earmarked 1.3 million euros (2.8% of the budget) to ensure that this project is implemented in a gender-sensitive way.⁶⁹⁴ The Delegation can also call upon the services of a large gender team at the University of the South Pacific for gender expertise but needs to build this into its project budgets in the future.

The degree of gender analysis done for each intervention also ranges widely depending upon the nature of the intervention and when it was designed. The TOR for the '*Project Preparation & Implementation (PPI) Programme for Timor Leste*' under the '*Investment Facility for the Pacific*' (IFP) issued to support its upcoming work in Timor Leste, for example, indicates that gender analysis is required for feasibility studies. At the pre-feasibility stage the TOR states that, among an additional nine categories of analysis the pre-feasibility work should assess the potential impacts including local socio-economic impacts (job opportunities, development of specialised consultancy and small businesses, gender issues, etc.). Gender analysis is thus mentioned but not accorded a high priority in the list of assessment criteria. This is a particular concern since globally there is a relatively limited understanding of how to integrate gender equality into large-scale infrastructure projects.⁶⁹⁵

By contrast, the 2016 regional gender analysis study the EU commissioned included an in-depth review of gender-based violence issues as well as other key gender issues in the region that provide valuable background regional programmes can use to inform their design. The EU agreed to fund this comprehensive regional gender study to provide its personnel and partners with a better understanding

⁶⁹² During the negotiation of the action, the EUD also involved the Gender and RBA facility based in Brussels that reviewed the Programme documents providing inputs and suggestions for the implementation. The Facility also organised training in Suva on RBA and gender mainstreaming and the PEUMP Programme was used as a case study.

⁶⁹³ EU Delegation for the Pacific (2019): Regional EAMR, p. 15.

⁶⁹⁴ EU Delegation for the Pacific (2018): Regional EAMR, p. 30.

⁶⁹⁵ CDB (2016): Integrating Gender into Energy Sector Operations.

of the key issues they need to consider in their work. In general, there is a need to ensure that funding is made available to do this for each regional intervention to provide sector specific analysis. A small sample of key issues this analysis identified which could influence regional programme design include that:

- The Euro-American understanding of gender differs from the Pacific understanding in that it fails to integrate how social relations shape multiple layers of identity according to social roles in the community, the family, the kin group, etc.
- The importance of the role of religious institutions and how they are intertwined with local custom and social organisation; and the fact that there is a range of existing Pacific cultural values that resonate strongly with human rights.⁶⁹⁶

The report also concluded that many related subtleties are overlooked in mainstream analysis and programming in the Pacific.

Gender sensitive M&E processes, the integration of gender indicators and use of sex-disaggregated data were limited prior to 2018. However, EU-supported programming in the region has shown a positive trend towards integrating a much more systematic approach to this since 2018.

The 2017 Regional EAMR⁶⁹⁷ reported that there remained a need to strengthen the gender components of M&E processes for actions, particularly for budget support. While the report indicated that major attention was given to gender, EU staff interviewed still found it a challenge to systematically integrate gender aspects in all activities of projects / policy discussions under sector budget support programmes. The EUD staff did, however, receive a three-day training on gender in October 2017 which they found quite useful. The 2018 EAMR also reported that project steering committees for some projects have offered RBA trainings with a gender components for all project stakeholders.⁶⁹⁸ Currently there is a two-day virtual training planned on gender and RBA for October 2020. Given that there is considerable staff turnover in the EUD there is both a need to repeat the introductory training to provide technical support for new personnel as well as to provide more specialised training to provide technical assistance on gender in the main thematic areas which the EU is supporting in the region. This is particularly the case for thematic areas in which GEWE issues are not well known or understood such as renewable energy, fisheries, ocean management, etc. In addition, despite this training and support from HQ-based gender facilities **few RIP programmes included dedicated budget lines to finance gender activities and staff positions.**

However, since 2018 EUD personnel have been instructed to ensure that all new programmes have logframes etc. that include sex-disaggregated data. The EUD has also received help from the HQ Gender Facility to assist with this process.

Thus, there is a clear shift from programmes approved prior to 2018 that clearly lack a gender-sensitive approach to one which is more gender-inclusive in new programmes. The example cited in the 2017 EAMR report is that the OCT EUR 36 million regional programme on environment and natural resources originally did not include a requirement to collect sex-disaggregated data, but now does as the EUD reviewed it from this perspective in line with this new directive. They also made this change was made in cooperation with their OCT counterparts.⁶⁹⁹

15.3.1.2 Mainstreaming in spending actions

GEWE is beginning to be mainstreamed in new spending actions, although does not always do so adequately, particularly with regard to the funding of gender expertise. In general, spending actions designed and initiated prior to 2018 have not mainstreamed GEWE.

There has been a shift over the period covered by the evaluation from no mention of gender equality in regional strategic objectives to the inclusion of a specific objective related to human rights and equality in the most recent regional strategy, the Regional Indicative Programme (RIP) 2014-2020.

This RIP also acknowledges and commits to ensure that gender and other social dimensions are adequately integrated into its first and second priority areas of support⁷⁰⁰ and mainstream these as cross cutting issues into all other programme areas. However, a review of the regional intervention shows that this had only been done in a limited way. For example, the work that the Investment Facility for the Pacific in the work it is doing in Timor Leste (PPI Programme for Timor Leste) was set up to support

⁶⁹⁶ European Commission (2017): Action Document for Tackling root causes of gender inequality and violence against women and girls in the Pacific. Annex 2: Commission Decision on the Annual Action Programme 2017 part 2 in favour of the Pacific Region to be financed from the 11th European Development Fund.

⁶⁹⁷ EU Delegation for the Pacific (2017): Regional EAMR 2017, p 25.

⁶⁹⁸ EU Delegation for the Pacific (2018): Regional EAMR, p. 28.

⁶⁹⁹ EU Delegation for the Pacific (2017): Regional EAMR 2017, pp. 58-59.

⁷⁰⁰ European Commission (2014): Pacific Regional Indicative Programme (RIP) 2014-2020, p. 12.

projects that focus on vital capital investments, in particular on climate change sensitive and “green” investments, including the transport, energy, telecommunications, water and sanitation sectors and actions.

In this project, support could also potentially be provided to small and medium enterprises (SMEs) and social sector investments. All are areas of work where there are significant gender equality issues. However, none of these gender issues are mentioned in the description of the action nor are any of the project’s objectives explicitly gender-integrated. There is also no requirement to disaggregate any of the project’s indicators by sex, not even the tracking of the number of people trained through this large-scale project. This does not mean that this project will not contribute to increased gender equality as it is designed to create jobs, enhance worker skills and strengthen critical infrastructure. However, none of how this will be done from a gender equality perspective is spelled out in the actual action description.

The project’s TORs for its work in Timor Leste have mainstreamed gender in a limited way. In these, the Consultant to be awarded the related contract is tasked with preparing a ranked list of projects for which they will recommend that pre-feasibility studies be undertaken. The Consultant will submit this list to the European Investment Bank for approval. This list is supposed to include six projects, keeping a balance between sectors to the degree possible, and based on ten criteria. One of these criteria includes the “potential impacts including local socio-economic impacts (job opportunities, development of specialised consultancy and small businesses, gender issues, etc.)”. Based on the six pre-feasibility studies, the Project Committee will select three. The Consultant will then be tasked with preparing full feasibility studies for these three projects. One of the 15 requirements in this process is to conduct “Environmental and social impact assessments, including gender analysis, high quality public consultation and if relevant Resettlement Action Plans.”

Other projects within the Investment Facility for the Pacific follow the same rationale. The *‘Technical Economic Feasibility Study for Lower Ba Hydropower Development’* implemented by the EIB, which already started its implementation around 2016 and has undergone several annual reporting mechanisms, is only barely considering gender in its available documentation, and is mainly referred to as one of the many cross-cutting issues that should be borne in mind. This is also the case for the more recent *‘ElectriFI country windows Pacific’* in terms of project documentation (i.e. Description of Action), but it surprisingly has included a relevant indicator within its expected results⁷⁰¹.

The challenge here is two-fold. There is a relatively limited understanding among many officials of how to integrate gender equality effectively into infrastructure projects. Therefore, unless GEWE is given a higher profile in the way it should be considered as a factor in the proposed projects, it may be treated as a minor issue. Much depends upon the quality of the gender analyses conducted. Current IFP activity is at the TOR release stage for the project’s implementation in Timor Leste. Consequently, it is too soon to tell how adequately the Consultant selected will mainstream gender in the pre-feasibility and feasibility studies the IFP is supporting there.

By contrast, another example is the targeted Pacific Partnership initiative, which focuses on the promotion of gender equality and prevention of violence against women and girls (VAWG). Its objective is to enhance awareness and the practice of respectful relationships and gender equality among women, men, girls and boys and to increase access to essential services for survivors of violence against women and girls. These objectives are also aligned closely with the Pacific GAP II priorities. Other non-targeted regional programmes that have started since 2018 are beginning to mainstream GEWE. For instance, as mentioned above, the Oceans Management/Maritime project (Pacific-European Union Marine Partnership Programme -PEUMP-) has also earmarked 1.3 million euros (2.8% of the budget) to ensure that this project is implemented in a gender-sensitive way (see Annex 15.5.3 for more details on the GEWE issue integration in this programme).⁷⁰²

Reporting on Gender Marker assessments for projects in the region also indicated that in 2019 all four new commitments developed (with a combined budget of EUR 81.9 Million) stated that gender equality was a significant project objective. Two also directly linked the project to SDG 5- Gender Equality.⁷⁰³

15.3.1.3 Mainstreaming in non-spending actions

The primary area in which the EU has mainstreamed gender in non-spending actions is that of VAWG. In other thematic areas it is inadequately addressed.

Gender equality is included as a part of the regional dialogue through the Pacific Islands Forum Meetings, organised every year. Relevant gender equality issues are also raised in bilateral policy dialogues between the EU and some Pacific countries on an annual or biannual basis.

In addition, Pacific Leaders in May 2014 agreed to re-cast the Pacific Plan as a "Framework for Pacific

⁷⁰¹ Number of jobs created as a result of the increased access to energy in general and in particular for women.

⁷⁰² EU Delegation for the Pacific (2018): Regional EAMR, p. 30.

⁷⁰³ EU Delegation for the Pacific (2019): Regional EAMR , p.18,

Regionalism” (FPR). They included “*Economic growth that is inclusive and equitable and Security that ensures stable and safe human, environmental and political conditions for all*” as one of the four strategic objectives of this framework. The Framework also agrees to address the defence and promotion of all human rights and gender equality as cross cutting issues.⁷⁰⁴

By adopting the Pacific Leaders Gender Equality Declaration in 2012, Pacific Island Forum Leaders reaffirmed their own commitment to support: gender responsive government policies and programmes; improving women's participation in decision making; economic empowerment; ending violence against women; and improving health and education outcomes for women and girls⁷⁰⁵. However, other than VAWG issues gender equality has not been a significant item in regional policy dialogue agendas for the EU.

The EU has a better track record when it comes to integrating GEWE into its budget support in the region. This is largely due to the joint efforts of the EU's Bangkok team and the Pacific delegation as both are quite aware of these issues and have made a concerted effort to raise related issues in budget support discussions and ensure the outputs are more favourable with regard to targeting women/girls and children.

15.3.2 Instruments and modalities (EQ6)

15.3.2.1 Choice of financing instruments, incl. their combination

GEWE-targeted and non-targeted interventions in the Pacific region have been predominantly funded through the EDF geographic instrument. Some complementarity among actions funded by different instruments can be observed, although there is no specific evidence of synergies or of an explicit rationale related to GEWE.

Regionally, the RIP for 2014-2020 under the 11th EDF provides around EUR 166 million in funding to the region. This makes the EDF the major funding instrument in the region. Core areas financed under it include the ‘*Tackling root causes of gender inequality and violence against women and girls project*’.

In addition to EDF, other regional and country-based interventions (targeted and non-targeted) have been funded under thematic instruments, primarily EIDHR and, to a lesser extent, CSO-LA. Among targeted interventions at country-level in the region, some level of complementarity can be observed between EIDHR and EDF funded interventions, with a strong focus on legal system reform, access to justice and protection. Although not the focus of this case study, it is interesting to highlight some of these projects:

- ‘*Balancing the Scales: Improving Fijian Women’s Access to Justice*’ in Fiji (EIDHR, c- 369393)
- ‘*Strongim Justis Long Strongim Komuniti*’ in Papua New Guinea (EIDHR, c- 384243)
- ‘*Electoral Law Reform, Political Parties Systems Reform and legal reform to improve women participation in political life*’ in Solomon Islands (EDF, c- 358635)
- ‘*Protecting the rights of women and children, particularly girls, in migration-affected communities*’ in Solomon Islands (EIDHR, c- 390902)
- Financing for Timor-Leste’s Ombudsman for Human Rights and Justice (with a focus on gender equality and EVAWG), coupled with activities to increase human rights awareness through popular television
- Two complementary projects recently completed in in Timor Leste include the “Towards a strengthened civil society for a better protection of children and women victims of violence” project and the multi-country “Preventing and addressing violence against women and girls in Albania, Mexico and Timor-Leste”
- In Papua New Guinea, there is the “HOPE Project – A H (house) for Protection and Empowerment” to reduce the widespread violent abuse of children and women's rights by empowering survivors and human rights defenders. There are also two other smaller projects to address VAWG in the country.⁷⁰⁶

15.3.2.2 Choice of modalities and funding channels

EU support to GEWE was mostly provided through a project approach, particularly among targeted interventions. Among non-targeted interventions, in addition to project-based calls for proposals, budget

⁷⁰⁴ European Commission (2014): Pacific Regional Indicative Programme (RIP) 2014-2020, p. 6.

⁷⁰⁵ Ibid., p. 8.

⁷⁰⁶ European Commission (2014): Annex 1 of the Commission Decision on the Pacific Regional Indicative Programme for the period 2014-2020.

Action Document for “Tackling root causes of gender inequality and violence against women and girls in the Pacific” (Pacific RIP –Priority 3.2).

support has been provided in areas such as education, water & sanitation and energy. Among modalities, the use of blending has appeared as an innovative approach in most recent years.

The IFP is a regional blending facility designed to combine EU grants with other public and private financial resources in order to leverage additional non-grant financing. It is receiving 20 million EUR from the 11th EDF. This investment facility was created to provide EU grant support for lending operations led by European multilateral development-finance institutions and by bilateral development-finance institutions of EU Member States ("European Finance Institutions" or "EFIs"). The IFP provides non-reimbursable financial assistance for investment co-financing, loan guarantee cost financing, interest rate subsidies, risk capital operations and technical assistance packages. Its objective is to combine these EU grants with loans from consortia of European Finance Institutions in order to support large investment projects in the Pacific region.

The IFP is not set up to readily track expenditures on gender mainstreaming, with the exception of explicit gender analyses and social impact studies required during the feasibility stage. As a funding modality it has considerable potential to support the generation of gender analyses to inform the development of large-scale loans to build the capacity of the infrastructure sectors as can be seen from the TOR for its work in Timor Leste. However, it will be up to the government of Timor Leste and other countries in the region that participate in the IFP to determine if it considers the issues identified in these gender analyses to be of sufficient priority to borrow money to address them. The IFP, itself, does not include an explicit gender equality objective, and it is not yet clear if gender will be mainstreamed adequately by this investment facility.⁷⁰⁷

In terms of funding channels, given that much of the region is made up of Small Island Developing States (SIDS) the use of regional programming that work with regional organisations as implementing partners addresses the challenge of limited administrative capacity of many governments in the region while still allowing for the customization of project activities to fit the country context and help build national ownership.

The 2012 RIP indicated that while two or three concentration sectors may be justified in the case of larger island countries, concentration in the majority of smaller islands should be limited to one sector. This is as the Pacific Island Countries and Territories (PICTS) face structural constraints that require delivery methods to be adapted to fit the capacities of small island economies and governments. These realities tend to limit the use of project approaches as they can overstretch small administrations.⁷⁰⁸

The Pacific Partnership initiative, for example, is a regional project that works with diverse governments and CSOs at the country level. However, its management and administration rests outside of the PICTS with UN Women and its two regional implementing partners. This shifts the administrative and technical challenges to multilateral organisations that have a stronger administrative and resource capacity than some of the national governments in the region.

The active participation of two key regional organisations in the project's implementation also helps promote both regional and national ownership. PIFS accepts all EU funds for the region and is considered the region's geopolitical agency. It is an inter-governmental body and as such, is well placed to coordinate diverse activities in the region. PIFS is also responsible for regional CSO inputs and support.

The Pacific Community (SPC) has incorporated the Regional Rights Resource Team (RRRT), established in 1995, into its operations. The RRRT is a Pacific-grown programme that provides technical advice, assistance and training on EVAWG and human rights. It has staff embedded in 10 ministries in Pacific Island Countries. The selection of SPC as an implementing partner for the Pacific Partnership project therefore, also serves to build on the sense of national ownership the RRRT has developed through its strong national connections.

The IFP provides another example of this regional administrative approach. It offers technical and administrative support for the development of large-scale loan projects in the region. This serves two purposes. It both reduces the burden of this work and cost for the governments applying for loans through this fund. It also potentially gives the EU a modality and funding channel in which it can require that any subsequent feasibility studies be fully informed by relevant gender analyses.

⁷⁰⁷ Another project funded through the EDF is the Root Causes initiative which operates through a Project Modality. It has been set up with joint financing from the EU, Australia's Department of Foreign Affairs and Trade (DFAT) and UN Women. The total amount of the 11th EDF contribution is EUR 13 million. DFAT is contributing AUD 6.5 million and UN Women USD 750 000. There is indirect management through a Pagoda co-delegation agreement that entrusts UN Women (as the lead Organisation) with the Pacific Community (SPC) and Pacific Islands Forum Secretariat as co-delegates.

⁷⁰⁸ European Commission (2012): Towards a renewed EU-Pacific development Partnership, p. 8.

15.3.2.3 Monitoring, evaluation and learning

EU interventions that are not specifically targeted to work on GEWE issues are only just starting to integrate gender-sensitive indicators and have not been doing so long enough to have benefited from related learning mechanisms unless they have allocated dedicated gender personnel who can assist with this learning.

At the regional level, although the most recent regional strategy for the region states that gender equality is a cross cutting issue that will be mainstreamed throughout regional programming a review of the Pacific RIP Intervention Framework did not reflect this in its monitoring framework. Specifically, for Priority Area 1: Regional Economic Integration, there are no results statements that integrate relevant gender equality issues and none of the related indicators are gender-integrated. For Priority Area 2: Sustainable Management of Natural resources and Environment and the management of waste, despite the prior analysis in this RIP that gender equality is an important factor related to climate change and sustainable development, gender is not integrated into any of the results statements for this priority area. Additionally, only one of the 13 indicators in this priority area asks for sex-disaggregated data, even though there is scope for this in several other of this priority area's indicators. Even Priority Area 3 which focuses on inclusive and accountable governance, has no gender-integrated results statements – although support for enhancing equal access to judicial and human rights protection and monitoring mechanisms is included. However, even under this priority area less than half (5 of 11) indicators explicitly measure related changes in gender equality. This does not mean that there is not significant support being provided to promote gender equality. However, as it is structured this log frame will not be able to measure these results adequately except at the specific regional project level if those projects integrate gender-sensitive indicators, objectives and results.

When we look at specific regional projects, particularly those being implemented from 2018 onwards this situation changes. In the Pacific Partnership project, for example, UN Women works with the SPC and the PIFS as well as national stakeholders to collect and report back on project progress on highly specific gender-related indicators which the organisation summarises this quantitative and qualitative data in its annual narrative reports. The training UN Women has provided to the House of Sarah (HoS), a CSO in Fiji, and the work it has done with Oceania Rugby are also designed to build the capacity of the national partners and CSOs to collect relevant data for monitoring and evaluation purposes as well as use this data to inform future programme decisions.

The Pacific Partnership project has also helped the House of Sarah establish a Learning and Assessment database for SASA! Together, the model of community-based change UN Women is promoting in the region. Through Raising Voices, a Ugandan CSO with expertise in community mobilisation to prevent violence against women, the project was able to train HoS staff to use the new SASA! Together learning and assessment tools to gather data on an ongoing basis. For the Oceania Rugby component of the Pacific Partnership project in Fiji UN Women co-created monitoring and evaluation tools that are designed to be easy to use for non-M&E specialists. UN Women reports that these tools are fit for purpose, and designed to effectively capture changes in knowledge, attitudes and behaviour in target groups and communities.

Additional ways in which the regional project has worked to strengthen M&E capacity at the national level includes their work in Kiribati where MWYSSA staff now have increased knowledge, skills and capacity on performance monitoring, reporting and evidence. This includes the ability to carry out qualitative and quantitative data collection. This includes being able to use tools and methods based on: the safety and ethics principles of VAWG research; confidentiality and informed consent, support for respondents who have experienced violence; different interviewing techniques; how to validate research tools to local culture and context through translation, refining and field-testing of the tools; and how to use learning and assessment tools to monitor performance.⁷⁰⁹

For other regional programmes being implemented since 2018 (i.e. ElectriFI) while they may now include gender-sensitive indicators, not all of them include activities designed to strengthen stakeholder capacity to collect gender-related monitoring data since this is seen to be outside their remit.

The newer regional programmes are also starting to base some of their design decisions on gender analyses that draw upon previous experience in related sectors in the region. This allows them to also strengthen the gender-responsiveness and sensitivity of their respective monitoring systems. The reality, however, is that given the severity of the VAWG problem in the region, the Pacific Partnership project has considerably more experience to draw upon from related programming than some of the other sectors covered by regional programmes. As previously noted, infrastructure projects, face a particular disadvantage in this regard.

⁷⁰⁹ UN Women internal progress documentation.

15.3.3 Coordination and EU added value (EQ4)

15.3.3.1 Complementarity

The number of complementary actions related to GEWE supported by the EU demonstrate a strong commitment to eradicating VAWG and the promotion of women's human rights on the part of both the EU and PICT governments and Pacific-based regional organisations.

The EU has been supportive of diverse policy dialogues on VAWG at the ministerial level in the region. This includes four Art. 8 Political Dialogues that took place in 2019, with Vanuatu, Tuvalu, and Fiji, and Solomon Islands. The EU also encourages the PICs to implement recommendations related to updating legislation and strengthening institutional capacities as well as partner countries that have not yet acceded to CEDAW, to facilitate accession.

The EU and other European actors are also working on several projects in the region that have complementary objectives with regard to GEWE at the country level, particularly with regard to the Pacific Partnership project. Other complementary projects financed by the EU focus on women's political representation, women and the justice system, or support to enacting legislation on women's rights.

One challenge to developing complementary programming, however, lies in the fact that there are only a few Member States working in the region, with the primary ones being Germany through GIZ and Sweden, and the UK prior to Brexit. The big players in the region are actually Australia and New Zealand. The EU, however, does participate in a multi-stakeholder gender equality coordinating group. The EU finds this coordinating mechanism very useful. It is led by the PIFS and facilitated by UN Women.

Sweden has also been quite active in promoting gender equality in the large-scale Oceans Management regional project co-funded by the EU and Sida.

Similarly, it should be noted that most EU Member States are not active in the Pacific and do not provide development cooperation to Pacific countries. Only Germany (through GIZ) has traditionally provided support to this region. This has been in climate change and oceans areas. France supports its territories and has also established some cooperation with Vanuatu. Member States are overall supportive of having the EU represent Europe through its development cooperation in the Pacific. However, the EU and its Member States are still progressively joining forces in selected areas such as climate change, disaster risk management and marine protection. For these initiatives Member States contribute by providing technical expertise (Germany/GIZ), funding (Sweden), policy sector reforms (France and UK in the Overseas Countries and Territories), or through diplomatic engagement.⁷¹⁰ There is, however, no clear designation allocating a lead role to promote synergies on GEWE to any specific Member State or their respective development cooperation agency, nor a division of labour.

15.3.4 Partnerships (EQ5)

15.3.4.1 Partnerships at country and regional level

The primary promotion of partnerships on GEWE issues in the region so far rests with the Pacific Partnership project which has set up highly diverse partnerships at the regional, national government and CSO levels. This is supplemented by EU support for the PIFS unit that promotes CSOs in general and includes some emphasis on strengthening the capacity of women's CSOs.

The partnerships that stands out with regard to GEWE issues are those that UN Women has facilitated with a combination of faith-based and community organisations and structures to change community attitudes towards VAWG. It has been doing this by using "Pacific style advocacy" techniques based on existing Pacific cultural values and language to achieve gender equality outcomes. In addition to developing communications materials church and other religious leaders can use, the Pacific Partnership project has been engaged in training community leaders and youth about both VAWG issues and gender equality issues. They have experienced considerable success with sports organization, especially rugby groups.

At the regional level, PIFS has an entire section dedicated to the promotion of CSOs. This includes some support to women's organisations. The EU is also supporting two projects with the PIFS and the Secretariat also serves as one of the partners with Pacific Partnership.

The primary work with CSOs with regard to GEWE has been at the national and regional levels, with only a few connections to global partnerships. However, these national and regional partners have been actively involved in the design, implementation and monitoring of the main external action related to GEWE the EU funds in the region.

At a regional level, the cooperation between UN Women, PIFS, SPC and Australian DFAT that developed through the formulation of the regional gender programme contributed to the establishment

⁷¹⁰ EU Delegation for the Pacific (2017): Regional EAMR 2017, p. 35.

of a regional coordination mechanism on gender issues.⁷¹¹ This group is co-chaired by PIFS and UN Women. It has been meeting on a quarterly basis since 2017 and its membership includes: relevant UN agencies, development partners, regional agencies and regional CSOs.⁷¹²

The EU has also been supporting the development of partnerships and COS through policy dialogue. Essentially on the sidelines of all political dialogues, the EU meets with non-state actors/CSOs, including those active in the area of gender equality and gender-based violence. This helps ensure that CSO views and assessment of the developments are factored into the discussion of respective issues. The EUD indicated that these efforts and previous and on-going EU-PIC cooperation in facilitating, preserving and broadening an enabling space for civil society has produced some good results in strengthening cooperation between EU actors and partners (such as government and local authorities, civil society and women's rights organisations and the private sector implementers).

Also at the regional level, the third priority area outlined in the 2014 RIP focuses on the empowerment and the strengthening of the capacity of civil society organisations with the aim of increasing their ability to participate effectively in regional policy making processes and influence the development and maintenance of inclusive and accountable governance. While the RIP also states that this will, by extension, also cover initiatives that advance the participation of women, youth, persons with disabilities, and community-based organisations in the scope of the first and second priority areas, it does not indicate how this will be done in its logframe for these two priority areas.⁷¹³

In response to priority area 3, the Pacific Partnership project, for example, is, working with:

- Youth groups and youth networks, such as the Pacific Youth Council, National Youth Councils or the Pacific Young Women's Leadership Alliance, as well as young people aged 15-25 in the pilot areas, including vulnerable and marginalised youth.
- Service providers for survivors of VAWG, including local and national health, justice, police, and social services authorities.
- Community leaders, including sports group and faith-based group leaders, as well as elders, tribal leaders and local authorities.
- Civil society organisations across the Pacific that play a role in advocating and holding governments to account for improvements in gender mainstreaming, combating VAWG and promoting gender equality.

The approach the project has been taking has been to both work directly with each of these stakeholders and where possible, to help coordinate partnerships between them.

The project has 20 co-partners that worked with UN Women to co-design the country and regional level initiatives. The co-design approach UN Women has been using has also been serving to help build the capacity of the CSOs involved. Overall, the project is working with 60 CSO partners in the region as well as with, the Pacific Women's Network that represents 30 organisations that work on VAWG issues from across the region. International CSOs involved in the project include the Pacific Prevention Hub, the Equality Institute and Raising Voices.

These diverse Pacific partnerships do a lot of work through the country-level ministries of women. UN Women brings them together once a quarter to discuss project progress and other issues of common interest related to EVAWG in the region.

Additional work that will translate into more regional and possibly international partnerships and connections can be found in a five-part knowledge generation series focused on what works well with regard to eliminating VAWG in the region. Some themes this series will explore include: Engaging men and boys; The use of faith and sports approaches; and Leadership and will. The project is also working on a series of "how to" knowledge resources. This includes one on how to engage different types of stakeholders.

While VAWG is a serious issue in the region that merits this level of attention, there also remains a need for the EUD to consider funding additional knowledge generation activities in other sectors such as GEWE issues in the climate change, fisheries and ocean management areas.

15.3.4.2 Partnership at global level

The main international connection the EU has supported and fostered in the region stems from the funding of a regional gender analysis.

⁷¹¹ EU Delegation for the Pacific (2017): Regional EAMR 2017, p. 19.

⁷¹² EU Delegation for the Pacific (2018): Regional EAMR, p. 27.

⁷¹³ European Commission (2014): Pacific Regional Indicative Programme (RIP) 2014-2020, p. 13.

This included the previously mentioned 2016 comprehensive study done by the University of St. Andrews (Scotland) on "Understanding Gender Inequality Actions in the Pacific - Ethnographic Case-studies and Policy Options".

UN Women has also engaged Raising Voices from Uganda to share their experience and expertise in community mobilisation to prevent VAWG in the Pacific region. In general, the Pacific Partnership project is part of an international effort related to the elimination of VAWG that UN Women with EU and other donor support. It is closely linked to the **Spotlight Initiative**, a joint EU and UN Women programme designed to support a comprehensive approach to preventing and responding to VAWG in target countries in innovative ways that builds on knowledge and lessons learned from past and current programmes.

15.4 Main findings - Effects of the EU support

15.4.1 Effects on physical and psychological integrity (EQ7)

The results and processes in this section are drawn primarily from the EU-funded Pacific Partnership project. This represents the EU's main financial and human resource commitment to addressing physical and psychological integrity in the region.

15.4.1.1 VAWG policy and legal frameworks

EU support has led to the strengthening of policy and legal frameworks related to VAWG in partner countries in the Pacific region.

Prior to the start of the Pacific Partnership project eleven Pacific Island States had enacted family violence or domestic violence legislation to provide better support for survivors of violence including access to justice and formal protection. This stands as the baseline for the project. Within this context, of note is that the project's second narrative progress report indicated that with UN Women's technical support that in 2019, Fiji's Ministry of Women, Children and Poverty Alleviation (MWCPA) implemented the first phase of the Fiji National Service Delivery Protocol (SDP) in 2019 and in 2020. With EU support, the Ministry is now also developing a National Action Plan to Prevent VAWG (2020-2025) (NAP EVAWG) with UN Women's support.

Fiji is the first Pacific Island country, and one of the only two countries globally along with Australia, to have developed and adopted an evidence-based approach to preventing VAWG. Fiji's NAP EVAWG is designed to be a whole of government, evidence-based, measurable, inclusive and funded five-year plan (2020-2025) that places emphasis on stopping violence before it starts. As such, it stands as a potential role model for the rest of the region and potentially also globally.

In the Solomon Islands – the project's support to the government significantly contributed to fast-tracking the implementation of the country's 2016-2020 EVAWG Policy and the Family Protection Act 2014.

This EU funded action was also designed to strengthen the institutional environment at the country level with regard to VAWG. Key activities implemented to date include:

- In Kiribati, assisting the government and stakeholders make prevalence data on men's perpetration of VAWG and data on women's experience of violence available for the first time. The Ministry of Women, Youth, Sport, Social Affairs in Kiribati is using this baseline information to plan the direction of the Strengthening Peaceful Villages component of the programme there. MWYSSA is using this data to identify key lessons for what works in the Kiribati context so that they can adapt SASA! Together approach to prevent VAWG at the community level to the Pacific context. Having access to this data is also assisting in the implementation of Kiribati's VAWG-related policy and legal frameworks.
- In Fiji, developing National Action Plan on VAWG had been a CEDAW recommendation and the Fiji government was able to take action on this with considerable support from UN Women through the Pacific Partnership project.
- Fiji, has also established national standards for women's shelters
- In Kiribati and the Solomon Islands, the project provided support for women's machinery for national counselling, and developed the SAFE Net national protocol programme for first responders, leading to the decentralization of SAFE Net from government budget
- Tonga and Samoa are also in the process of developing national protocols on GBV
- Kiribati and the Solomon Islands have committed to updating their GBV policies

The SPC is also working actively with Ministries of Education in several countries to help them develop new curriculum on women and girls' rights or to integrate these issues into existing curriculum. This has been accompanied by related teacher training on the new curriculum.

These activities have contributed to significant achievements at the policy and legal framework level within a short period of time and are an indicator that UN Women (through EU support) has been able to provide strategic assistance to relevant policy initiatives in the countries concerned. It is also a partial indicator of growing political will at the national level to support EVAWG issues.

The Pacific Partnership project has also been using fairly consultative approaches in the countries in which it is working to support these policy and framework changes. For example:

- In Fiji, in December 2019 the MWCPA held an advisory consultation group meeting with experts and key stakeholders to kickstart development of Fiji's NAP and advance critical discussions and agreement. This consultation led to the development of a "consensus on the root cause and key risk factors/contributing factors for VAWG in Fiji, as well as the scope of violence and agreement on shared language and definitions to be used moving forward. There was also agreement on the settings/sectors to be engaged in the plan; along with recommendations on the process for developing the NAP".⁷¹⁴
- With project's support MWCPA and diverse partners will also be leading a series of nationwide consultations and dialogues with stakeholders from key settings/sectors and communities in 2020 to further inform NAP development. UN Women and the Fiji government have committed to ensuring that these consultations will include diverse groups women and girls.
- In the Solomon Islands, the Pacific Partnership project has helped support country-wide consultation/awareness on Domestic Violence Counselling Guidelines.

15.4.1.2 Capacities of rights-holders and duty-bearers

EU's external action in this area has strengthened the capacity of first responders to GBV and contributed to changing social norms through integrating GBV and women's rights education in school curricula in selected countries in the region as well as through work with national CSOs.

This work is being done through the Pacific Partnership project which is working with duty-bearers to enhance their capacity to advocate, monitor and report on performance of national and regional institutions and authorities in terms of gender equality and prevention of VAWG. Specifically, the project is working with:

- Ministries of education, teacher training institutes, school management, teachers and extra-curricular activity groups;
- Ministries or departments dealing with women's affairs and local government officials in pilot areas

Their work in the education area has focused on establishing curriculum review and development committees to introduce discussions of women and girls' human rights within the classroom and school system. The new curricula are also being introduced as a part of regular teacher training.

The project has been particularly active in Fiji, where it has helped support:

- The teacher training process by developing a training toolkit accompanied by a 5-day training agenda. The pre/post-test analysis from this training offered in four divisions in Fiji found that there was an overall 80% increase in knowledge about survivor centred approach, informed consent, minimum standards on the provision of appropriate timely and quality services. The training evaluation also demonstrated that there was a 55% shift in the attitudes on certain traditional norms related to VAWG.⁷¹⁵
- In 2019, UN Women also drafted a national shelter standard aligned to global best practice for the MWCPA in Fiji.
- Establishing a partnership with the Fiji Women's Crisis Centre to co-facilitate training on human rights, gender equality and VAWG for the police and the Ministry of iTaukei⁷¹⁶ Affairs.
- The SAFE NET protocol for first responders in Kiribati and the Solomon Islands also directly addresses capacity needs of law enforcement personnel.

Additional work to strengthen the capacity of duty bearers include the development of an internal gender-based counselling strategy in 2019 and work with governments and the CSOs that provide GBV counselling to develop regulatory frameworks for GBV counselling in four Pacific Island countries. This includes frameworks for domestic violence counselling registers to help ensure they are aligned with domestic violence legislation and codes of ethics and/or practice standards for domestic violence counselling.

⁷¹⁴ UN Women internal progress documentation.

⁷¹⁵ UN Women internal progress documentation.

⁷¹⁶ Major indigenous people of the Fiji Islands.

In Kiribati, MWYSSA staff have developed stronger primary prevention skills as a result of the project's on-going technical support and training. This technical assistance has taken place both in-country and remotely. It has also focused on ensuring that implementation is in line with the SASA! Together approach. Feedback from training found that 93% of the MWYSSA staff who attended the training and demonstrated knowledge that men's power over women and the community silence causes and contributes to VAWG.

In Kiribati, the development of a National Domestic Violence Counselling Framework has meant that governments and service providers have been able to:

- Identify key gaps and safety issues in service delivery
- Know how to respond to and appropriately refer cases of GBV
- Improve quality of service with ethics and practices such as supervision and managing conflict of interest
- Partners and stakeholders are now able to simplify language and decentralise processes to the organizational level so as to make systems more sustainable;

In turn, UN Women reports that the improvement of the quality of national systems means that women and girls in Kiribati now able to access services that are:

- Survivor centred
- Clinically safe
- Informed by the existing protocols that acknowledge and embrace inclusion of LGBTQI communities
- Physically closer (in some cases)
- Disability aware and friendly
- Align to international good practice standards.

The Republic of Marshall Islands has set up curriculum review group.

In the Solomon Islands, in part due to project support, in the country's ERAW Policy Outcome 3 requires that survivors have better access to medical, legal and protective services and Outcome 5, calls for the development of national commitments, improvement in coordination and establishment of systematic data collection systems. The government there also took the lead to develop and finalize the Solomon Islands Domestic Violence Counselling Guidelines and ensure that they reflect decentralised systems and processes that are informed by a participatory consultative process aligned to the country's geographical and development contextual realities.

The project's work with rights holders has also been quite innovative and far-reaching. This has included work with diverse community organisations on multiple fronts to change some of the social norms that contribute to VAWG.

In Fiji and Samoa, this has included working with Oceania Rugby to promote and deliver prevention programming through sport. The aim is to create positive change in social norms around gender equality as well as to foster women and girl's safe participation in sports and zero tolerance for VAWG. In the past year, Oceania Rugby was able to strengthen and embed safeguarding practices into their Get into Rugby Plus (GIR+) programme. They did this by establishing a clear safeguarding protocol that is in line with Fiji's systems and laws as well as outlines a clear process for handling VAWG or sexual harassment disclosures so that victims can seek redress and the related sports authorities know what procedures to follow.

Both male and female players in GIR+ programme now have the knowledge, skills and capacity to identify and respond to harmful attitudes and behaviours on GE and VAWG. There is substantial evidence of significant changes in the attitudes and behaviours among the players and coaches with respect to GE and VAWG over just a 6-month period. A programme evaluation⁷¹⁷ in Fiji found that:

- 91% of female players and 94.5% of male players have said or done something in the last 6-months to help girls and boys have equal respect
- The size of player support networks has also increased dramatically through participation in the programme, with 60% of both girls and boys indicating that there are more than 10 people they could go to for support if they had a serious problem. The baseline had been that only 17% of boys and 7% of girls had said they had no one they could go to.

⁷¹⁷ Salt Inc. (2019): Evaluation of the Zero Tolerance Violence Free Community Programme, Ministry of Women, Children and Poverty Alleviation and UN Women MCO for the Pacific (Fiji).

- Additionally, all coaches self-report that the programme has impacted their attitudes and behaviours to GE and EVAWG, with a 67% transformational impact noted overall (80% women and 55% men).⁷¹⁸

In Kiribati, the Ministry of Education and Kiribati Teachers College (KTC) are RRRT partners and are implementing this project nationwide. With a new curriculum and through three training courses in 2019, school leaders, Island Education Coordinators and KTC lecturers were able to increase their knowledge about how to teach Human Rights, GE, EVAW and social inclusion and how to create inclusive classrooms. They also now have access to workbooks, case studies and other materials to incorporate social citizen education (SCE) in their schools.

In the Marshall Islands, the Pacific Community took the lead here and its work has focused on developing and delivering training to teachers, community members, community facilitators and establishing SCE school clubs. As a result, UN Women reports that 179 people now have a better understanding of the SCE programme, of rights-based approaches (RBA) to teaching and learning, and managing classroom behaviour.

The Pacific Partnership project's work with traditional religious leaders also has led to both women and men at the community level developing an increased awareness of women and girls' rights related to VAWG. The SAFE NET first responders protocol is helping to increase their access to justice as it sets standards for collecting evidence and how victims of violence should be treated when reporting a GBV related crime.

Overall the Pacific Partnership project has been fairly successful to date at raising girls and women's awareness of their rights related to VAWG through these diverse initiatives.

15.4.1.3 Agents of change

To support change to engage men and boys, the Pacific Partnership project held the first "Pacific Regional Dialogue on Engaging Men in the Prevention of VAWG" in September 2019 in Fiji. UN women reports that this resulted in "an agreed set of principles on best practice to engage men and boys in VAWG prevention and perpetrator programming in the Pacific to ensure that all male engagement interventions are accountable to women and girls, do no harm, are gender transformative, inclusive, informed by local context and a HR-based approach."

The project has also supported sports programming designed to engage both boys and girls in human rights training, etc. in Fiji with Oceania Rugby as well as youth camps in Tonga. In 2019, these camps taught 70 young girls and boys rights-based life skills (i.e., activities, presentations and guest speakers addressing HR, GE self-value and esteem).

The SASA! Together community mobilisation approach UN Women is introducing in Kiribati and Fiji. This programme approach works to create a core group of male and female Village Activists whose role is to work to prevent VAWG in their respective communities.

The project clearly has a conscious strategy to ensure men and boys are engaged in behavioural change regarding VAWG and is working with multiple stakeholders to do so, particularly at the community level.

At the Regional Level, the project has also been working closely with the Pacific Conference of Churches (PCC) to gain the support of traditional, religious leaders. The PCC and UN Women have co-created a process is using a faith-based model to promote primary prevention work and social norm change at the institutional level across the region. This has involved designing faith-based approaches and prevention models to transform social norms tailored to the Pacific faith culture and context. This work has expanded across the region and promotion of this faith-based prevention model is included in PCC's Strategic Plan (2020-2024). Of significance is that the Plan includes clear outcomes for religious leaders and faith communities to urgently address high rates of VAWG in Pacific, using the power of faith teachings and innovative collaborative approaches.

In Fiji, the House of Sarah with support from the Pacific Partnership project has also been working in partnership with the PCC and faith leaders of various denominations in Fiji (Muslim, Hindu, Gujerat and Christian) to roll out a national "One Voice" campaign to prevent VAWG using messages based in spiritual teachings and theology in Fiji. This campaign has since expanded to other Pacific Island countries, including Tonga and Samoa, through their National Council of Churches. UN Women attributes this success, to increased interest and demand by faith leaders in the region to take action on violence against women and girls and initiate the campaign in their own countries. The campaign was further scaled up in 2019 to include liturgical resources developed specifically for faith leaders, such as sermon notes, posters and calendars

In Kiribati, the One Voice campaign has also expanded to this country due to a series of Religious Leader Seminars held in 2019 by MWYSSA. It introduced 120 religious leaders to the primary VAWG

⁷¹⁸ UN Women internal progress documentation.

prevention strategies and approaches, facilitated discussion among religious leaders about how VAWG impacts a faith community, and the power of faith and leadership in preventing it. MWYSSA is currently adapting and translating specific VAWG materials for religious leaders and their use within a Kiribati context⁷¹⁹.

The uptake on this campaign to date has been quite strong and is an indicator that the approach UN Women and the PCC have taken to engage traditional religious leaders has been adapted effectively to the Pacific context. The involvement of religious leaders in this campaign to change social norms related to VAWG represents a significant building block to reduce impunity for related crimes and violent and abusive behaviour at the household and community levels.

These initiatives to engage men and boys and traditional leaders in the change process have also been making effective use of the media to achieve this engagement. The Pacific Partnership project is launching a 3-month media campaign in three languages in Fiji in May 2020 to further progress in this area. Fiji's National Action Plan on EVAWG also has its own communications strategy which focuses on both informing the public on the NAP as well as trying to reach both men and traditional leaders in this process. In Tonga, the project has been supporting VAWG-related radio and communications programs. The project is also in the process of producing 22 knowledge products to disseminate.

The EUD also supports an annual Human Rights Film Festival, activities to mark the International Day for the Elimination of Violence against Women and Girls and Human Rights Day. This type of event helps raise the profile of these issues among the general public.

The EUD's communications strategy and public diplomacy activities in the region has included the promotion of gender equality and human rights as an integral part of its messaging. However, the EUD could **further enhance its regional policy dialogue and communications strategy** to ensure it systematically looks at how the EU could highlight GEWE issues in its other strategic objective areas and not mainly limit it to those related to human rights and VAWG.

15.4.1.4 Sustainability

The EU supported elimination of VAWG project has built in a solid methodology and approach to ensure sustainability of the project's results, which has focused strongly on the development of national capacity related to the elimination of VAWG.

The Pacific Partnership project has been actively working with religious leaders to involve them as positive agents for the eradication of VAWG. This work has included adapting communications materials adapted to the faith-based community context in the Pacific and has involved working closely with the Pacific Conference of Churches. UN Women has considerable experience with this type of approach in different parts of the world and results to date indicate that the organisation has been quite effective in working the PCC to adapt this approach to fit the Pacific context. This initiative is contributing to the sustainability of project results by building mechanisms to affect changes in social norms at a broad-based community level.

The project has also been working to build the capacity of first responders and educators with regard to VAWG issues and to assist diverse governments elaborate related policy frameworks and protocols. All these actions are contributing to the sustainability of the EU-supported actions as they are leaving behind stronger policy frameworks and strengthened capacity from a human resources perspective among key service providers.

Another factor that is contributing to the sustainability of the EU's main action with regard to VAWG in the region is the involvement of SPC and PIFS as implementing partners in the Pacific Partnership project from the project's beginning. This provides a clear demonstration of political will from the design stage. Their participation is also helping build increased political will in selected countries in the region and sends a message that GEWE issues, particularly those related to VAWG, are being taken seriously at the regional level. The advocacy campaigns with religious leaders also has been working on building increased political will for changes related to VAWG among traditional leaders.

In the region how political will with regard to GEWE is expressed is also quite wide ranging from a form of lip service by some governments to the situation in Fiji where the Prime Minister talks about VAWG and gender equality issues a great deal. In Fiji, this has translated into action, but this is not the case in some other countries. In Fiji, for example, the police commissioner has also joined the EVAWG campaign. UN Women considers this to be strong evidence of political will. There remains a need for additional follow through on GEWE issues, however, at the annual PIFS Leaders meetings.

Another factor the EU needs to take into account with regard to sustainability is that given the high prevalence of VAWG in the region that the initial 4.5-year Pacific Partnership project likely represents

⁷¹⁹ Materials are from SASA! Faith developed by Raising Voices and Trocaire, which is an adaptation of the original SASA! Activist Approach, based on the teachings of the Holy Bible and the Holy Quran, and rooted in the work of well-known theologians and scholars of both major religions.

just the beginning of an at least ten-year investment to effect significant changes at both the policy and social norms levels. There are currently between 200-300 people working on project-funded activities in the different countries in the region and donors have invested 30 million USD. UN Women has thus been able to use the funding base provided by the EU for this action to help seek funds from other sources to both continue and further expand the project's work.

15.4.2 Other (links between gender and climate change)

EU-supported actions have begun to promote the integration of GEWE issues in climate change programming since 2018 but still need to gain a deeper understanding of effective ways to do so in sectors that traditionally have not addressed gender such as renewable energy.

The 2012 RIP notes that climate change has affected the Pacific for decades and contributed to increased frequency and intensity of natural hazards, such as tropical cyclones and floods. Sea-level rise, sea-water intrusion and coastal erosion have all reduced the land available for housing, threaten infrastructure, damage aquaculture and affect freshwater supplies and agriculture. Access to clean water and sanitation remains a major challenge for most PICTS and has caused serious health hazards, especially for women, children and communities living in outer islands.

The 2012 RIP, however, fails to include any reference to women's contribution to agriculture and climate change action and how climate change is adversely affecting the tasks and income earned by women in the agricultural area. As indicated previously, the 2012 RIP also does not include any specific strategic objectives or areas of action related to gender and climate change.

The 2014 RIP makes a more explicit link between the sustainable development of natural resources and climate change and disaster risk reduction and the need for ensuring the participation of women, persons with disabilities, youth and local communities to help the region move towards sustainable climate and disaster resilient development. However, again in the strategic objective area related to climate change and the environment there is no explicit mention of women's participation or their role as positive change agents in the work to make their communities and countries more resilient and to build sustainable economies.

Neither the IFP or the Pacific Partnership projects were designed to address climate change issues and fall under the 2014 RIP's Strategic Objectives 1 and 3. This case study does not cover regional projects developed in response to Strategic Objective 2. Therefore, it is unable at this time to determine if gender equality issues, have, in fact, been mainstreamed into the EU-funded regional projects for that objective.

15.5 Annex

15.5.1 List of persons consulted

<i>Organisation</i>	<i>Position</i>
EU DEVCO B1 (HQ)	Former Gender Focal Point, EEAS Suva
EUD Pacific	EEAS Suva - Programme Manager (Climate Change, Energy, Circular Economy)
EUD Pacific	EEAS Suva - Programme Manager (Natural Resources and Governance)
UN Women Fiji	Technical Advisor – Pacific Partnership project

15.5.2 List of documents

15.5.2.1 EU Strategy Programming

- European Commission (2006): EU Relations with the Pacific Islands - A Strategy for a Strengthened Partnership
- European Commission (2012): Towards a renewed EU-Pacific development Partnership
- European Commission (2014): Pacific Regional Indicative Programme (RIP) 2014-2020
- European Commission (2019): Annual Action Programme in favour of the Pacific region for 2019 to be financed from the 11th European Development Fund

15.5.2.2 Project documentation

The team reviewed the available project documentation (action fiches/TAPs, grant contracts, implementation and monitoring reports, evaluations, etc.) of the interventions listed in section 15.1.3.

15.5.2.3 EU Reporting

- EU Delegation for the Pacific (2014): Regional EAMR 2014

- EU Delegation for the Pacific (2015): Regional EAMR 2015
- EU Delegation for the Pacific (2016): Regional EAMR 2016
- EU Delegation for the Pacific (2017): Regional EAMR 2017
- EU Delegation for the Pacific (2018): Regional EAMR 2018
- EU Delegation for the Pacific (2019): Regional EAMR 2019
- European Commission (2017): EU GAP II report for 2016 by EU actors in partner countries – Pacific region
- European Commission (2018): EU GAP II report for 2017 by EU actors in partner countries – Pacific region
- European Commission (2019): EU GAP II report for 2018 by EU actors in partner countries – Pacific region

15.5.2.4 Gender specific studies

- ADB & UN Women (2018): Gender Equality and the Sustainable Development Goals in Asia and the Pacific.
- CDB (2016): Integrating Gender into Energy Sector Operations.
- EU & ACP (2014): ACP Women, Actors of Development.
- The Asia Foundation (2016): Understanding Violence against Women and Children in Timor-Leste: Findings from the Nabilan Baseline Study – Main Report.
- Tony Crook, Sue Farran & Emilie Röell (2016): Understanding Gender Inequality Actions in the Pacific – Ethnographic Case-studies and Policy Options.
- Vuibau, T. (2012): Treat all equal. Fiji Times Online. Accessed 21 October 2012 at: <http://www.fijitimes.com/story.aspx?id=209540>

15.5.3 Integration of GEWE issues in non-targeted interventions

Table 45 Review of the integration of GEWE issues in the Pacific-European Union Marine Partnership Programme (PEUMP)

Intervention	Dec year	Context analysis (esp. Problems analysis section)	Descr. of the action / Mainstreaming sub-section	Descr. of the action / Other parts (e.g. Objectives)	Logframe (mainstreaming)	Logframe (sex-dissagreg.)	References in other sections (e.g. risks) Y/N
Pacific-European Union Marine Partnership Programme (PEUMP)	2017	<p>No mention of GEWE or human rights issues in context analysis.</p> <p>The stakeholder analysis notes that the roles of men and women differ across PACP countries and across types of fisheries, but that tuna processing has provided thousands of jobs for women, who are otherwise under-represented in formal employment. Capacity building to benefit individuals working, or planning to work, in the sector with a focus on youth and women.</p> <p>No mention of relevant GEWE issues in the problem analysis.</p>	<p>States that the action addresses the need to put GEWE and women and youth, as agents of change, at the core of sustainable development and in particular promote management of natural resources at national level.</p> <p>Also mentions that women make up some 80 % of employees in the tuna processing industry, and a number of initiatives are envisaged to improve their working conditions and opportunities, incl. empower women and youth to participate in decision making over the management of the coastal fisheries resources.</p>	<p>States that GEWE is a significant objective and that it will contribute to SDG5</p> <p>The programme aims to support sustainable management and development of fisheries for food security and economic growth, while addressing climate change resilience and conservation of marine biodiversity, incl. inclusive economic benefits from sustainable tuna fishing. It indicates that the design is also based on mainstreaming of human rights and GEWE through an RBA toolbox to improve the livelihoods of men, women and youth in the region. But not always clear how this will be done.</p>	<p>Two KRAs⁷²⁰ are gender inclusive, but this is not reflected in the action's logframe.</p> <p>Overall impact objective has no reference to being inclusive. The same applies to the specific objective outcomes</p> <p>2 of 6 outputs make reference to either inclusive growth or empowerment of coastal communities</p>	<p>Overall impact objective only measured in terms of growth of GDP.</p> <p>Outcome indicators are not sex-disaggregated nor make any mention of GEWE or human rights</p> <p>3 outputs indicators are sex-disaggregated (from total of 14, of which 2 more could be reasonably expected to be sex-disaggregated).</p>	<p>Y = GEWE related issues identified as medium level risk in risk assessment section.</p> <p>Y = Lessons Learned notes the importance of a rights-based approach and gender equality and the role of women and youth to promote an integrated approach to coastal management, notably, and enhance sustainability</p> <p>N= no mention of GEWE in Complementarity and Donor Coordination section.</p>

⁷²⁰ KRA2: Inclusive economic benefits from sustainable tuna fishing increased through supporting competent authorities and strengthening private sector capacities to create decent employment. KRA3: Sustainable management of coastal fisheries resources and ecosystems improved through better quality scientific information, legal advice, support, mentoring and empowerment at community level.

16 EU MS case study: France

16.1 Introduction

16.1.1 Context

The French **Ministry for Europe and Foreign Affairs** (MEFA) is in charge of France's foreign policy, which includes international cooperation and development.⁷²¹ It includes a network of 160 embassies around the world and 16 permanent representations to multilateral bodies.⁷²²

MEFA has authority or joint authority over several **agencies, including the Agence Française de Développement** (French Development Agency, AFD). Other agencies in the area of development cooperation are **Canal France International** (CFI); **Expertise France**; **France Volontaires**; the Research Centre for International Development (**CIRAD**) and the Research Institute for Development (**IRD**). In total MEFA has (co-) authority over twelve agencies, also covering foreign trade, tourism, culture, education and the French language.⁷²³ Among the agencies, this case study pays most attention to the AFD, given its substantial role, and as covering all agencies fully was not feasible in the context of this case study.

The orientations of the French policy of international cooperation and development aid are defined by the **Interministerial Committee for International Cooperation and Development (CICID)**. It is chaired by the Prime Minister, and brings together the ministers most directly concerned with international cooperation and development issues, currently Foreign Affairs, Economy, Budget, Interior, National Education, Defence, Ecological Transition and Solidarity, Overseas and all other interested ministers. It has been created in February 1998 and has met 11 times since then. The CICID secretariat is jointly provided by the MEFA, the Economy and the Interior.⁷²⁴ CICID adopts strategic documents, including gender and development strategies. It is within the framework of CICID and its secretariat that several strategic documents are prepared, including gender strategies.⁷²⁵

The findings of this case study are based on a desk review, an interview with an MEFA official and an interview with an AFD official (see the 296Annex for more details).

16.1.2 Focus of the case study

This case study focusses on two main dimensions: i) the overall GEWE policy and institutional framework in place in the country and its linkages with the one of the EU (EQ1 and EQ4) and ii) the institutional culture shift implemented since 2014 in relation to the transversal objectives set out in GAP II (EQ2, EQ3 and EQ5).

⁷²¹ Previously, the Ministry was called Ministry of Foreign Affairs and International Development (March 2014 – May 2017), Ministry of Foreign Affairs (May 2012-March 2014) and Ministry of Foreign and European Affairs (May 2007 – May 2012).

⁷²² <https://www.diplomatie.gouv.fr/en/the-ministry-and-its-network/missions-and-structure/>, viewed 20 December 2019.

⁷²³ The other agencies are: the Agence pour l'Enseignement Français à l'Étranger (Agency for French Education Abroad, AEFE); Atout France (AF); Business France (BF); Campus France (CF); Institut Français (IF); and France Médias Monde (FMM). <https://www.diplomatie.gouv.fr/en/the-ministry-and-its-network/implementing-agencies-of-the-ministry/>

⁷²⁴ The AFD can be invited to the meetings by the co-secretariat chairpersons.

⁷²⁵ <https://www.tresor.economie.gouv.fr/tresor-international/l-aide-au-developpement/le-comite-interministeriel-de-la-cooperation-internationale-et-du-developpement-cicid>

16.2 Main findings

16.2.1 Policy and strategic framework (EQ1)

Key findings: France's policy and strategic framework related to its external action in support to GEWE has been quite consistent and steadily strengthened both internally and externally over time. The scope has expanded, as the MEFA's first gender strategy was limited to development cooperation, while the third strategy for the period 2018-2022 covers foreign policy more broadly. Promoting a stronger institutional culture of gender equality is embedded in the framework.

Gender mainstreaming frameworks in France's external action

France adopted its **first gender and development strategy** in December 2007. A main pillar of the strategy was gender mainstreaming, to which France had committed itself a year earlier. Furthermore, it consisted of a pillar of specific gender equality actions and a pillar focussing on putting gender equality at the heart of political dialogue. This framework, as its successor, applied to all actors in French development cooperation, including the agencies.⁷²⁶ The evaluation report of the strategy recognizes France's action in defence of women's rights and gender equality in international fora such as the United Nations, the EU, the Council of Europe, the Organisation for Security and Cooperation in Europe and the International Organisation of the Francophonie (*I-1.1.3*). It also highlights the value of specific programs to reduce inequality. The report, however, notes weaknesses in the cross-cutting consideration of gender issues in France's development policy, as well as the lack of means and visibility (*I-1.1.2*).⁷²⁷

A **second gender and development strategy covering the period 2013-2017** was adopted by CICID in July 2013. It built on the first strategy and sought to deepen gender mainstreaming, including through enhanced efforts for training, methodological tools and M&E.⁷²⁸ The strategy explicitly states that it fits within the framework of European commitments, with specific reference to GAP I. It also states that it is in line with and supports international commitments as regards gender equality, with specific references to for example the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), Security Council resolutions relating to women, peace and security and the Council of Europe Convention on preventing and combating violence against women and domestic violence (*I-1.1.3*). While it was not called explicitly as such in the previous strategy, in the 2013-2017 period France continued with a rights-based approach to gender equality, which was one of the four principles of this second strategy (*I-1.1.1*). The evaluation of the implementation of the strategy concluded that not all targets had been achieved at the end of the strategic period, but that an important impetus to advance GEWE had been given ("*le mouvement est lancé*") (*I-1.1.1*).⁷²⁹

The **third strategy** is called the **International Strategy on Gender Equality**, covers the period 2018 – 2022 and builds on the two earlier strategies.⁷³⁰ It seeks to deepen and broaden the approach. In particular, while the first two strategies were limited to development cooperation, the third strategy applies to French foreign policy more broadly (*I-1.1.1*). This more comprehensive approach is in line with the UN Agenda 2030, as is explicitly recognised in the strategy (*I-1.1.3*). It is noted in the strategy that France's foreign policy action on gender issues is part of GAP II. The strategy puts emphasis on women empowerment and presents five sector priorities, which indeed show considerable similarities with the focus of GAP II, namely: i) Ensure free and equal access to services, including basic social services, such as education and sexual and reproductive health; ii) Promote access to productive and economic resources, their control and access to decent employment. iii) Ensure women's and girls' equal and free access to rights and justice, and protection from all forms of violence; iv) Ensure the effective participation of women in economic political and social decision-making processes; v) Ensure equal participation of women in peace and security processes. Furthermore, one of the key objectives of the strategy is to promote a stronger institutional culture of gender equality and consideration of gender issues within the Ministry and its agencies, which is in line with the horizontal pillar of GAP II to 'shifting the institutional culture to more effectively deliver' (*I-1.1.1*). In a similar vein, in its GAP 2017 reporting, the French government states that "although the previous strategy tried to articulate its

⁷²⁶ French Ministry of Foreign and European Affairs (2007): Document d'orientation stratégique genre.

⁷²⁷ Government of France (2012): Évaluation de la politique Française « Genre et Développement ». Rapport du Groupe de travail.

⁷²⁸ French Ministry of Foreign Affairs (2013): Stratégie Genre et Développement 2013 – 2017.

⁷²⁹ Haut Conseil à l'égalité entre les femmes et les hommes. (2017): Rapport final d'évaluation de la mise en œuvre de la seconde Stratégie Genre et Développement 2013 – 2017. Rapport n°2017-09-29-INT-029.

⁷³⁰ French Ministry for Europe and Foreign Affairs (2018): France's International Strategy on Gender Equality (2018-2022).

objectives with those of the GAP, the 2018-2022 strategy aims to reinforce this aspect, in particular by matching the GAP indicators and the accountability framework.⁷³¹

Within the framework of the mid-term evaluation on the implementation of the France's international strategy on gender equality (2018-2022) by the High Council For Equality between Men and Women, MEFA carried out an internal mid-term evaluation of the strategy in the first quarter of 2020. It included an in-depth consultation⁷³² and concluded that progress has been made in taking into account the five objectives of the strategy, while there is still room for improvement.

Broader policy framework

In line with the gender equality strategies, the **overarching development and international solidarity legislation of 7 July 2014** determines that the promotion of women's empowerment and the systematic integration of gender issues is a cross-cutting priority.⁷³³ **CICID in its meeting of February 2018** confirmed this priority. It decided that France would further develop its international and development cooperation in a few areas where it has added value, including gender equality (I-1.1.2).⁷³⁴

In the context of the Interministerial Committee on Women's Rights convened by the Prime Minister in November 2012, all French Ministries committed to develop a roadmap for equality. The MEAE has developed a roadmap in line with this commitment, and this roadmap and the gender strategies described above are aligned (I-1.1.1).⁷³⁵

Efforts of MEFA to further equality between women and men continue to be in line with high level political commitments. President Macron has labelled equality between women and men the 'great cause' of his Presidential term that started in 2017.⁷³⁶ CICID concluded in its last meeting in February 2018 that it will indeed continue to support this cause of Macron's five-year Presidential term.⁷³⁷

Strategic framework AFD

The AFD adopted its first gender strategy in 2013, called the **Transversal Gender Integration Framework 2014 – 2017**.⁷³⁸ The strategy focussed on: i) Developing a gender equality approach specific to AFD's intervention sectors and countries; ii) Systematically integrating gender issues throughout the project cycle; iii) Assessing and building knowledge on experiences; iv) Strengthening AFD's capacities on gender issues; v) Building capacities of AFD's partners on gender issues; and vi) Participating in debates and discussions on gender and development issues. The **AFD's 2018-2022 Strategic Orientation Plan (POS4)** defines gender equality as one of its strategic priorities.⁷³⁹ According to the AFD interviewee, a gender roadmap is currently being developed, to further guide the implementation of this strategic priority.

16.2.2 Leadership and accountability (EQ2)

16.2.2.1 Leadership (JC2.1)

Key findings: Mirroring the overall trend in GEWE in the policy and strategic framework, leadership on GEWE has been strengthened over time. The Secretary General of the MEAE, the Senior Official for Equality between Women and Men and the gender strategy steering committee have key roles to play in this regard. Furthermore, there is a growing number of gender equality correspondents, contact points and focal points, with specified mandates. The number of women in high-level positions has increased considerably, particularly ambassadors, but women are still underrepresented. MEFA and AFD efforts are ongoing for further progress in this regard.

Institution leadership on GEWE has been strengthened in recent years. With the broadening of the gender strategy from development cooperation (2013-2017) to foreign policy more broadly (2018-2022), the **Secretary General of the MEFA** ensures the high-level steering of the strategy since then. The Secretary General chairs two meetings per year with the steering committee of the strategy, which

⁷³¹ French Ministry for Europe and Foreign Affairs (2018): GAP Report 2017 Institutional Culture Shift. Submission date 06/04/2018.

⁷³² In total 223 departments responded to the consultation: 47 in central administration, 169 diplomatic posts and 8 operators (i.e. AFD, BF, AEFE, France Volontaires, IF, IRD, CFI and FMM).

⁷³³ Haut Conseil à l'égalité entre les femmes et les hommes (2017): Rapport final d'évaluation de la mise en œuvre de la seconde Stratégie Genre et Développement 2013 – 2017. Rapport n°2017-09-29-INT-029.

⁷³⁴ CICID (2018). Relevé de conclusions. 8 février 2018.

⁷³⁵ French Ministry of Foreign Affairs (2013): Stratégie Genre et Développement 2013 – 2017.

⁷³⁶ <https://www.diplomatie.gouv.fr/en/the-ministry-and-its-network/missions-and-structure/gender-equality-at-the-ministry-for-europe-and-foreign-affairs/>

⁷³⁷ CICID (2018). Relevé de conclusions. 8 février 2018.

⁷³⁸ AFD (2014): Le genre et la réduction des inégalités femmes-hommes. Cadre d'intervention transversal 2014-2017.

⁷³⁹ AFD (2018): Towards a World in Common AFD Group 2018-2022 Strategy.

consists of director-level representatives of the directorates of the Ministry and its agencies. According to the MEFA⁷⁴⁰, the participation rate of the agencies in this steering committee is high and at a high level. The secretariat of the strategy continues to be provided by the Human Development Department, as was the case prior to 2018. (I-2.1.1)

Each Ministry, including the MFA, appoints a Senior Civil Servant in charge of Gender Equality, responsible for the implementation of the national strategy for gender equality.⁷⁴¹ (I-2.1.2).

The Secretary General performs this role therefore in close collaboration with the **Senior Official for Equality between Women and Men**. This function has existed since 2012, when each Ministry committed to developing a roadmap for equality, as mentioned earlier, which was to be spearheaded in each Ministry by a senior gender equality officer. Since 2018, the area of competences of the Senior Official for Equality between Women and Men at the MEFA has been enlarged. The person no longer only promotes and coordinates the internal dimension (i.e. equality in the workplace), but also the external dimension (i.e. GEWE in France's foreign policy). Currently, this senior official role is performed by the Communication Director of the Ministry.⁷⁴² (I-2.1.1)

Two senior AFD civil servants were tasked in 2017 to advance GEWE throughout AFD, namely the Director of the Risk Department and the Director of Transversal Support. In this role, they have particularly contributed to the integration of gender into the earlier mentioned 2018-2022 Strategic Orientation Plan of the agency.⁷⁴³ With the creation of the Social Links unit in AFD's organigramme in 2018 (to help deliver on the '100% social link' commitment in AFD's Strategic Orientation Plan 2018-2022), the gender championing role of the two senior civil servants has been dissolved.⁷⁴⁴

Furthermore, there is a **network of gender equality correspondents, contact points and focal points** (I-2.1.2). MEFA correspondents are appointed to posts with expanded or priority missions. They coordinate gender equality activities between the central administration in Paris and the Ministry network and agencies in the field. They establish dialogue with local partners, monitor gender equality issues, communicate on French gender equality policy and promote the Ministry's strategy. Contact points are appointed to posts with a diplomatic presence (25 posts) and ensure basic monitoring in these small posts. Focal points are responsible for the cross-cutting monitoring of gender equality issues within each central administration directorate.⁷⁴⁵ Mission statements specify what these three roles entail, but don't provide information on the time available for these roles though. In fact, the strategy 2018-2022 states that the hours that gender equality correspondents dedicate to these missions will be evaluated on an *ex post* basis as part of the strategy follow-up, in order to quantify the means allocated to this issue in the network. According to the MEFA interviewee, gender equality correspondents develop operational roadmaps.

Gender equality correspondents, contact points and focal points are nominated on a **voluntary basis**, by the heads of mission and directorates. According to the MEFA interviewee, their profiles differ, including ambassadors, directors and experts among others. Their numbers have increased over the past few years and the MEFA seeks to increase their numbers further within the Ministry and in the agencies. There were 142 gender equality correspondents within the MEFA in 2017⁷⁴⁶ and 170 in 2019.⁷⁴⁷ The AFD had 77 gender equality correspondents in 2016, working in conjunction with and supported by the Environmental and Social Support Division (AES) at headquarters.⁷⁴⁸ This number had risen to 79 by December 2017⁷⁴⁹ and, according to the AFD interviewee, reached 89 in February 2019. The NGO network Coordination SUD has noted that the gradual increase in numbers is a positive signal, but that the effectiveness of these networks is not always measured or explained in the accountability

⁷⁴⁰ Information provided by a MEFA official commenting on a draft version of the underlying case study in July 2020.

⁷⁴¹ GAP II reporting.

⁷⁴² <https://www.diplomatie.gouv.fr/fr/le-ministere-et-son-reseau/missions-organisation/l-egalite-femmes-hommes-au-ministere-de-l-europe-et-des-affaires-etrangeres/>

⁷⁴³ French Ministry for Europe and Foreign Affairs (2018): GAP Report 2017 Institutional Culture Shift. Submission date 06/04/2018.

⁷⁴⁴ Interview AFD, February 2020.

⁷⁴⁵ French Ministry for Europe and Foreign Affairs (2018): France's International Strategy on Gender Equality (2018-2022).

⁷⁴⁶ French Ministry for Europe and Foreign Affairs (2018): France's International Strategy on Gender Equality (2018-2022).

⁷⁴⁷ <https://www.diplomatie.gouv.fr/fr/le-ministere-et-son-reseau/missions-organisation/l-egalite-femmes-hommes-au-ministere-de-l-europe-et-des-affaires-etrangeres/>

⁷⁴⁸ French Ministry for Europe and Foreign Affairs (2018): France's International Strategy on Gender Equality (2018-2022).

⁷⁴⁹ Agence Française de Développement (2018) : Mise en œuvre du Cadre d'Intervention Transversal de l'AFD sur le genre et la réduction des inégalités femmes-hommes. Rapport 2017.

exercises of different institutions. It states that it is important to move from a quantitative assessment to a qualitative assessment.⁷⁵⁰

In its 2018 GAP II reporting to the European Commission⁷⁵¹, the MEFA indicated that no information was available on the number of job descriptions that contain gender equality as an area of responsibility, by seniority according to staff classification. A year earlier, in its 2017 reporting⁷⁵², and related to the same GAP II indicator, the MEFA indicated that no top managers had gender equality as a responsibility in his/her job description, three middle managers, three technical staff and 142 gender focal points. More recently, a MEFA official has indicated in a comment on a draft version of this case study that gender equality is part of the job description of at least the director and deputy director in charge of development, assistant director for human development and his deputy, and the head of gender, education and youth section (I-2.1.1). As regards incentives beyond job descriptions (e.g. recognition and motivation, compensation, recompense etc), the MEFA states in its 2018 GAP II reporting that there are no formal mechanisms of rewards for management but trainings and closed scrutiny on the results and efforts regarding gender equality. This is consistent with 2017 GAP II reporting, which simply states '0', in response to the question related to incentives.

Since the gender and development strategy 2008-2012, the issue of gender equality is addressed at two levels: externally, in France's foreign policy, and **internally**, to improve gender equality in the workplace and ensure it is mainstreamed in everyone's work, within the MEFA and the agencies. This dual approach has been consolidated and more articulated in the International Strategy on Gender Equality (2018-2022). It states that "This strategy's primary focus is following exemplary practices regarding all staff in its diplomatic network, promoting gender equality, especially in senior management positions. It is at this level that the room for improvement is at its highest and the challenge of parity is most at stake." (I-2.1.3)

The number of women in high-level positions has increased, particularly ambassadors. In 2018, 26% of the ambassadors positions were occupied by women, as compared to 11% in 2012. Of all directors and heads of departments, 25% were women, as compared to 22% in 2012.⁷⁵³ The number of heads of posts (ambassadors and consul generals) increased from 59 in 2017 to 69 in 2019.⁷⁵⁴ At the AFD, 12,9% of all directors and 39% of all managers were women at the end of 2017.⁷⁵⁵ (I-2.1.3)

In France, the '**Sauvadet law**', named after Minister of Public Service Francois Sauvadet, adopted in March 2012, has introduced **quantified targets for balanced representation of men and women in senior management**. It states that from 2013, the share of each sex in first appointments to management positions must reach at least 20%, then 30% for those pronounced from 2015 to 2017 and 40% from 2018. The MEFA reports that in 2018, the rate of women appointed at the highest level (incl. ambassadors and directors) stood at 39%, while it was 30% in 2017. For all management positions, the rate of feminisation of first-time appointments was 33% in 2018, also an increase as compared to 2017 when it stood at 29%.⁷⁵⁶ **The MEFA has been criticized for its delay in implementing the Sauvadet law.**⁷⁵⁷

In October 2017, the MEFA received the AFNOR label on professional equality between women and men.⁷⁵⁸ This government certification was created in 2008 and is granted by AFNOR, the French agency for standardization. The audit carried out by AFNOR in 2017 evaluated the Ministry on three areas: i) Its compliance with the certification's specifications: HR management processes to ensure professional equality between women and men, especially in terms of recruitment, integration, training, career management and promotions. ii) The match between objectives set in recent years by the Ministry in terms of professional diversity and current gender parity figures, so as to assess the effectiveness of ministerial action plans. iii) Efforts towards continuous improvement of professional equality policies at the highest decision-making levels, as well as by managers. This certification has been awarded to the

⁷⁵⁰ Coordination SUD (2017) : Stratégie genre et développement 2013-2017 bilan et recommandations de Coordination SUD.

⁷⁵¹ French Ministry for Europe and Foreign Affairs (2019): GAP Report for 2018. Submission date 25/04/2019.

⁷⁵² French Ministry for Europe and Foreign Affairs (2018): GAP Report 2017 Institutional Culture Shift. Submission date 06/04/2018.

⁷⁵³ <https://www.diplomatie.gouv.fr/en/french-foreign-policy/human-rights/women-s-rights/events-6401/article/exhibition-female-diplomats-in-france-from-1930-to-tomorrow>

⁷⁵⁴ Information provided by a MEFA official commenting on a draft version of the underlying case study in July 2020.

⁷⁵⁵ French Ministry for Europe and Foreign Affairs (2018): GAP Report 2017 Institutional Culture Shift. Submission date 06/04/2018.

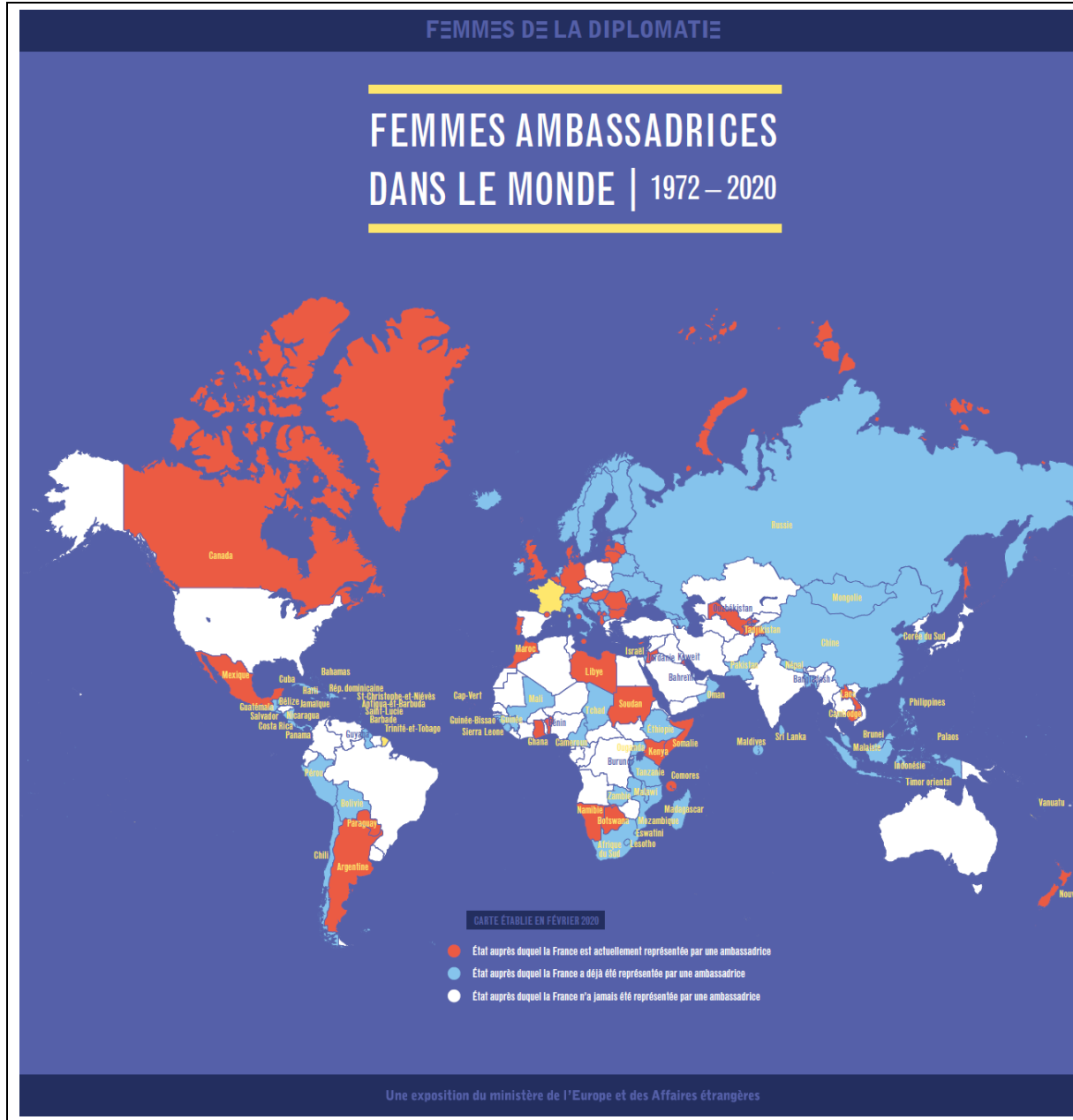
⁷⁵⁶ <https://www.diplomatie.gouv.fr/en/the-ministry-and-its-network/missions-and-structure/gender-equality-at-the-ministry-for-europe-and-foreign-affairs/>

⁷⁵⁷ <https://www.diplomatie.gouv.fr/en/the-ministry-and-its-network/events/2018/article/human-resources-parity-goal-q-a-excerpts-from-the-daily-press-briefing-07-12-18>

⁷⁵⁸ <https://www.diplomatie.gouv.fr/fr/le-ministere-et-son-reseau/missions-organisation/l-egalite-femmes-hommes-au-ministere-de-l-europe-et-des-affaires-etrangeres/>

MEFA for a period of four years, during which time it is required to strictly adhere to the certification criteria.⁷⁵⁹

Figure 15 Women ambassadors around the world 1972-2020 (France)



Source: <https://ci.ambafrance.org/8-mars-decouvrez-l-exposition>

Regardless of progress, there is still some way to go as regards the participation of women in decision-making positions, as noted by a high-level French diplomat: “*Quai d’Orsay was, until very recently, a very masculine world where a few women were tolerated but did not reach the main responsibilities. This is still largely the case and it should be borne in mind that the functions of the minister’s chief of*

⁷⁵⁹ The audit carried out by AFNOR in 2017 evaluated the Ministry on three areas: i) Its compliance with the certification’s specifications: HR management processes to ensure professional equality between women and men, especially in terms of recruitment, integration, training, career management and promotions. ii) The match between objectives set in recent years by the Ministry in terms of professional diversity and current gender parity figures, so as to assess the effectiveness of ministerial action plans. iii) Efforts towards continuous improvement of professional equality policies at the highest decision-making levels, as well as by managers.

staff, secretary general or inspector general have never been held by a woman. It will take time for the sharing of power to be real."⁷⁶⁰

16.2.2.2 Technical expertise (JC2.2)

Key findings: Internal technical support capacities on GEWE are limited. The gender equality correspondents contact points and focal points play an important role in supporting GEWE mainstreaming, but specialized technical staff to provide support is in short supply. Considerable progress has been made in recent years on GEWE awareness raising, with the majority of MEFA and AFD staff participating in a GEWE awareness raising session. MEFA has committed to enhance in-depth follow up training and the integration of gender issues into non-GEWE targeted training.

Gender equality correspondents contact points and focal points can and are expected to play an important role in supporting GEWE mainstreaming. Their capacities are strengthened through awareness raising sessions, more in-depth training and an annual two-day gender equality correspondents seminar (I-2.2.2). Furthermore, they can access the online portal 'Réseau 21' that contains gender tools (I-2.2.3).⁷⁶¹

While MEFA and agency staff can mobilise short term external experts, **internal specialized technical staff to provide support is limited, although it is increasing.** The MEFA indicated in its 2017 GAP II reporting that three technical staff contain gender equality as an area of responsibility, working in conjunction with 142 gender equality correspondents.⁷⁶² The evaluation of the 2013-2017 gender and development strategy indeed pointed out that low staffing levels negatively affect the ability to effectively implement the strategy. It notes that at the MEFA, up to the summer of 2017, 1.5 full-time equivalent jobs (FTE) were assigned to the Human Development sub-directorate on gender issues and 1 FTE in charge of the Strategy on Population and Sexual and Reproductive Health and Rights 2016-2020, supported by a cluster leader also covering other policies.⁷⁶³ A progression is to be noted according to the MEFA⁷⁶⁴, since 2.5 FTE will be dedicated to gender as of September 2020. In a similar vein, while welcoming the increase of dedicated staff capacity at the AFD in the period 2013-2017, the French NGO network Coordination SUD notes that dedicated human resources at MEFA and AFD are insufficient to fully integrate GEWE. It recommends both MEFA and the AFD to further strengthen their internal technical support capacities.⁷⁶⁵ (I-2.2.1)

In its GAP II reporting, the MEFA notes that in 2017 a total of 732 staff (MEFA and AFD) has been trained on gender equality in 2018 and 789 in 2018. The evaluation of the 2013-2017 gender and development strategy notes **encouraging progress on gender guidance and training in the period 2013-2017** to have a critical mass of staff, but concludes that it has not produced the expected 'multiplier effect' yet. It particularly flags that **most sessions were limited to short awareness raising gatherings** and recommends more in-depth follow up training sessions. Similarly, Coordination SUD notes that the majority of MEFA and AFD staff have been sensitized to GEWE in the period 2013-2017, but that awareness raising sessions of often one hour only are not sufficient. In response to these critiques, the strategy 2018-2022 contains concrete commitments to step up GEWE capacity building, including the integration of gender issues into non-GEWE targeted training. In this regard, the MEFA is building, together with Expertise France, the AFD and the African Development Bank Group, a Massive Open Online Course (MOOC) on gender and development for all the agents of these four structures. (I-2.2.2).

In terms of operational guidance, the evaluation of the gender and development strategy 2013-2017 particularly highlights its positive assessment of the **sectoral GEWE reference documents and toolkits of the AFD.** It consists of general and sector specific guidance, as well as gender profiles of countries. The MEFA interviewee particularly noted the **MEFA vademecum** as a useful tool, which provides guidance on how to integrate GEWE in the project/programme cycle. (I-2.2.3)

The MEFA has set up a **'zero tolerance' support and guidance unit for victims of sexual harassment.** The unit provides tailored support, as well as training courses and communication

⁷⁶⁰ <https://www.diplomatie.gouv.fr/fr/le-ministere-et-son-reseau/missions-organisation/l-egalite-femmes-hommes-au-ministere-de-l-europe-et-des-affaires-etrangeres/article/portrait-croise-de-trois-femmes-actuellement-diplomates>

⁷⁶¹ MEFA interview and French Ministry for Europe and Foreign Affairs (2018): France's International Strategy on Gender Equality (2018-2022).

⁷⁶² French Ministry for Europe and Foreign Affairs (2018): GAP Report 2017 Institutional Culture Shift. Submission date 06/04/2018.

⁷⁶³ Haut Conseil à l'égalité entre les femmes et les hommes (2017): Rapport final d'évaluation de la mise en œuvre de la seconde Stratégie Genre et Développement 2013 – 2017. Rapport n°2017-09-29-INT-029.

⁷⁶⁴ Information provided by a MEFA official commenting on a draft version of the underlying case study in July 2020.

⁷⁶⁵ Coordination SUD (2017): Stratégie genre et développement 2013-2017 bilan et recommandations de Coordination SUD.

campaigns. As such, it seeks to ‘lead by example’, and it complements its efforts to contribute to fighting sexual harassment through its foreign policy.⁷⁶⁶

Finally, ‘Femmes et Diplomatie’ is an independent association created in January 2008. It seeks to reinforce the place of women in French diplomacy. It contributes to awareness raising against gender discrimination in the Ministry and has set up a tutoring system, among other activities.⁷⁶⁷ (I-2.2.2)

16.2.2.3 Accountability/reporting (JC2.3)

Key findings: The emphasis on GEWE monitoring has increased with each MEFA gender strategy, in reaction to evaluations that noted monitoring weaknesses. A specific challenge over the years has been the use of the OECD gender marker, although this has improved. The MEFA has focussed its GEWE monitoring on quantitative figures and provided little information on the (financial) resources dedicated to support GEWE mainstreaming, such as for training, tools and M&E.

M&E has been part and parcel of the three consecutive gender strategies. The emphasis on monitoring has increased with each strategy, in reaction to the evaluations of the 2008-2012 and 2013-2017 strategies, both highlighting monitoring weaknesses and recommending further strengthening. For example, the strategy 2018-2022 provides a stronger logical framework for accountability with a set of overall objectives, expected outcomes and 75 results indicators. As another example, meetings of the 2018-2022 strategy’s steering committee are prepared by regular reviews of the implementation of the strategy. In addition, as mentioned in Section 2.1. above, the MEFA carried out an internal mid-term evaluation of the strategy in the first quarter of 2020.

A specific challenge of the years has been the use of the OECD gender marker. The evaluation of the first gender strategy covering the period 2008-2012 already highlighted the need to better use the OECD gender marker to assess the share of French Official Development Assistance devoted to the reduction of gender inequalities. The evaluation of the second gender strategy covering the period 2014-2017 still noted a deficient use of the gender marker. It specified that only 18% of total French ODA channelled through the MEFA has been examined and marked. This can be explained by a variety of reasons, including the fact that multilateral aid was not marked, as well as lacking staff capacities for gender marking. Certain other Ministries through which ODA is channelled, such as the Ministries of Defence, Interior and Sport, did not use the gender marker at all. In reaction to these findings, the 2018-2022 strategy includes the commitment to enhance the inclusion of gender marking in project and programme instructions and assessments and ensure that 100% of actions are assessed using the marker. According to the MEFA⁷⁶⁸, 96,1% of ODA is now examined for gender marking. (I-2.3.1; I-2.3.2)

The evaluation of the gender and development strategy 2013-2017 also noted the focus on monitoring of quantitative figures and recommended to add more qualitative information. This recommendation has been picked up in the 2018-2022 strategy, but it remains to be seen how this will be put in practice. The French NGO network Coordination SUD has called on the government to provide more transparency on the (financial) resources dedicated to support the implementation of the strategy, such as for training, tools and M&E, to allow external stakeholders, such as parliamentarians, civil society and the High Council for Equality between Women and Men, to better fulfil their external monitoring role. (I-2.3.2; I-2.3.3)

The Gender and development strategy 2008-2012 has been evaluated by an independent governmental working group, outside of the MEFA.⁷⁶⁹ The 2013-2017 strategy has been evaluated annually by the High Council for Equality between Women and Men, created in January 2013.⁷⁷⁰ The 2018-2022 strategy will again be evaluated by the High Council, but this time on a biennial basis to have a longer timeframe to assess.⁷⁷¹

⁷⁶⁶ <https://www.diplomatie.gouv.fr/en/french-foreign-policy/human-rights/women-s-rights/article/france-committed-to-fighting-violence-against-women-internationally-25-nov-2019>

⁷⁶⁷ <https://www.diplomatie.gouv.fr/fr/le-ministere-et-son-reseau/missions-organisation/l-egalite-femmes-hommes-au-ministere-de-l-europe-et-des-affaires-etrangees/article/portrait-croise-de-trois-femmes-actuellement-diplomates>; French Ministry for Europe and Foreign Affairs (2018): GAP Report 2017 Institutional Culture Shift. Submission date 06/04/2018.

⁷⁶⁸ Information provided by a MEFA official commenting on a draft version of the underlying case study in July 2020.

⁷⁶⁹ Government of France (2012) : Évaluation de la politique Française « Genre et Développement ». Rapport du Groupe de travail.

⁷⁷⁰ <http://www.haut-conseil-egalite.gouv.fr/a-propos-du-hce/presentation-et-missions/>

⁷⁷¹ French Ministry for Europe and Foreign Affairs (2018): France’s International Strategy on Gender Equality (2018-2022).

16.2.3 Gender mainstreaming (EQ3)

16.2.3.1 Gender analysis (JC3.1)

Key findings: The use of gender sensitive indicators is not systematic. MEFA recognises that GEWE—related research is essential to inform engagement on GEWE and has therefore committed to further promoting and using such research.

The MEFA official interviewed for this case study stressed that gender mainstreaming can be facilitated by systematically examining a project/programme for OECD gender marking in the project/programme design stage. As noted above, while the share of French ODA examined for gender marking was remarkably low, this share is increasing in recent years. Generally, the initial responsibility for considering gender marking lies with the missions abroad. Depending on the financial instruments used, project proposals go through a review committee at headquarters, which pays attention to the gender analysis, including gender marking, the quality of the gender analysis and the use of gender-sensitive indicators, according to the MEFA interview. Similarly, according to France's 2017 GAP II reporting and confirmed by the AFD interviewee, gender analyses is a standard part of the AFD project appraisal procedure.⁷⁷² **At the same time, the MEFA interviewee notes that the use of gender sensitive indicators in project/programmes M&E frameworks and policy matrices used in budget support is not systematic as of yet and varies between missions. (I-3.1.1; I-3.1.3)**

More generally, it is noted in the International Strategy for Equality between Women and Men (2018 – 2022) that **although research in France and French-speaking countries on gender issues and development is essential to push forward the debate on gender equality, it is still rare, undervalued and lacking visibility.** It refers to the evaluation of gender and development strategy (2013-2017) and reflections of the multi-stakeholder Gender and Development Platform, which have revealed a lack of financial means and the poor institutionalization of research. Some GEWE-related research has been done, particularly conducted or (co-)funded by AFD, as highlighted in AFD's self-reporting on the implementation of its Transversal Gender Integration Framework 2014 - 2017.⁷⁷³ **The International Strategy for Equality between Women and Men 2018-2022 places research more at the core of France's advocacy efforts to provide research data to rely on,** whether research-based action data in partnership with CSOs or academic data collected from CSO actions.

16.2.3.2 Mainstreaming in spending actions (JC3.2)

Key findings: The share of French gender-sensitive aid has increased steadily over the years to 35% in 2017. France however still scores lower than many of its OECD DAC peers and below its own 50% target. Furthermore, the large majority of gender-sensitive projects have OECD gender equality marker one not two.

The share of French ODA having a gender focuses increased each year between 2013 and 2017, while it decreased in 2018. In 2013, French bilateral aid with a gender focus – i.e. gender equality policy marker one and two⁷⁷⁴ – accounted for 18% of bilateral ODA. This increased considerably by 2016 to 28%.⁷⁷⁵ Nevertheless, it was lower than the average for all OECD DAC donors in 2016, which stood at 35%. In 2017, the OECD DAC database shows that it has increased further for France to 33%, but remained lower than many of its OECD DAC peers. Furthermore, it remains below the 50% target in 2017 embedded in the **Development and International Solidarity legislation of 2014.** In 2018, it decreased to 19%.⁷⁷⁶ The MEFA has pointed out however that there are considerable differences between ODA channelled through the MEFA and ODA channelled through the AFD. It notes that in

⁷⁷² French Ministry for Europe and Foreign Affairs (2018): GAP Report 2017 Institutional Culture Shift. Submission date 06/04/2018.

⁷⁷³ Agence Française de Développement (2017): Mise en œuvre du Cadre d'Intervention Transversal de l'AFD sur le genre et la réduction des inégalités femmes-hommes. Rapport 2014-2017 ; Agence Française de Développement (2018): Mise en œuvre du Cadre d'Intervention Transversal de l'AFD sur le genre et la réduction des inégalités femmes-hommes. Rapport 2017.

⁷⁷⁴ **Marked two (principal)** means that gender equality is the main objective of the project/programme and is fundamental in its design and expected results. The project/programme would not have been undertaken without this objective. **Marked one (significant)** means that gender equality is an important and deliberate objective, but not the principal reason for undertaking the project/programme, often explained as gender equality being mainstreamed in the project/programme. **Marked zero (not targeted)** means that the project/programme has been screened against the gender marker but has not been found to target gender equality.

⁷⁷⁵ For the AFD only, this percentage stood in 2016 at 41%. Source : Haut Conseil à l'égalité entre les femmes et les hommes (2017): Rapport final d'évaluation de la mise en œuvre de la seconde Stratégie Genre et Développement 2013 – 2017. Rapport n°2017-09-29-INT-029.

⁷⁷⁶ <http://www.oecd.org/development/financing-sustainable-development/development-finance-topics/Aid-to-gender-equality-donor-charts-2020.pdf>

2018, more than 50% of MEFA ODA had a gender focus, while less than 15% of AFD ODA did.⁷⁷⁷ The French government remains committed to the goal of reaching 50% of gender-sensitive aid in its International Strategy on Gender Equality (2018-2022) (I-3.2.2).⁷⁷⁸ The 2018 OECD DAC peer review recommends France to deliver on this commitment, as it notes that the relatively low level of financial resources for gender equality contests France's stated prioritization of gender equality and undermines its influence when putting gender and human rights on the agenda of international fora.⁷⁷⁹

France's 2018 GAP II reporting on gender marking of new programmes shows the following figures:

Table 46 *France's 2018 GAP II reporting on gender marking*

Gender marker	2016	2017	2018
Two – principal	8%	7%	8%
One – significant	43%	39%	42%
Zero – not targeted	49%	54%	50%
Total	100%	100%	100%

Source: French Ministry for Europe and Foreign Affairs (2019): GAP Report for 2018.

As the table indicates, and as also noted by Coordination SUD, the large majority of gender-sensitive projects have gender equality as an objective, not the principal reason for undertaking the project/programme (i.e. have OECD gender equality policy marker one, not two). Coordination SUD encourages the French government to strive for increasing the volume of ODA commitments with gender marker two. Furthermore, Coordination SUD encourages the government to pay more attention to the criteria to apply gender equality policy markers one and two, as it found indications that it had been applied based on the mere presence of keywords as 'gender' 'women' or 'equality' in the title or description of a project.⁷⁸⁰ An example of a new initiative that targets gender equality as a principal objective is the support fund for feminist organisations launched in July 2020. It will mobilise €120 million in three years to fund activities of feminist movements around the world. It will target organizations of local civil society working to promote [gender equality](#) and the rights of women and girls.⁷⁸¹

The OECD DAC database shows that within French ODA with a gender equality policy marker one or two, population and reproductive health is a top sector, in line with one of the GAP II priority sectors. A strong example is the French Muskoka Fund, which focusses on gender-based violence and more broadly women's fundamental rights to health and education.⁷⁸² (I-3.2.1)

16.2.3.3 Mainstreaming in non-spending actions (JC3.3)

Key findings: GEWE gets raised in bilateral political and policy dialogues, but not systematically. Focus seems mostly on covering GEWE in political and policy dialogue at the multilateral level. The assessment is complicated by the limited information provided by the MEFA on GEWE mainstreaming in bilateral dialogues. The Ministry has committed to strengthen the inclusion of gender equality in the agendas of bilateral as well as multilateral meetings, which is to be facilitated at bilateral level by GEWE mainstreaming in embassy action plans.

In the documentation limited information has been found on GEWE mainstreaming in non-spending actions. The High Council for Equality between Women and Men notes in its 2013-2017 evaluation of the gender and development strategy that it is puzzled by the **very succinct information provided by the MEFA on political and policy dialogue in partner countries** in its 2016 report. It does not go much beyond a reference to 40 interviews by Heads of Mission with Ministers concerned with gender equality (out of 65 responses by missions to the MEFA questionnaire), without enough qualitative aspects mentioned.⁷⁸³ The MEFA notes that qualitative aspects are more difficult to report, document and make visible and that the internal mid-term evaluation of the 2018-2022 strategy

⁷⁷⁷ Information provided by a MEFA official commenting on a draft version of the underlying case study in July 2020.

⁷⁷⁸ In its Transversal Gender Integration Framework 2014 – 2017, the AFD committed to a gender equality marker for at least 50% of AFD-financed operations by 2017. In the period 2018-2022, AFD strives for at least 50% of AFD financing (instead of 50% of the number of operations, as was the case previously) to have a gender marker, in line with France's International Strategy on Gender Equality.

⁷⁷⁹ OECD DAC (2018) : OECD Development Cooperation Peer Review France.

⁷⁸⁰ Coordination SUD (2017) : Stratégie genre et développement 2013-2017 bilan et recommandations de Coordination SUD.

⁷⁸¹ <https://www.afd.fr/en/support-fund-feminist-organizations>

⁷⁸² See for more information on the Muskoka Fund: <https://ffmuskoka.org/en/home-2/>

⁷⁸³ Haut Conseil à l'égalité entre les femmes et les hommes (2017): Rapport final d'évaluation de la mise en œuvre de la seconde Stratégie Genre et Développement 2013 – 2017. Rapport n°2017-09-29-INT-029.

demonstrates that progress has been made in terms of collecting quantitative and qualitative data.⁷⁸⁴ Coordination SUD also indicates that it cannot comment on the effectiveness of taking into account women's rights in bilateral dialogues, given the limited information provided by the MEFA in its reports. It states that **the energy deployed to defend women's rights at the bilateral level is most likely less than at the multilateral level**, arguing that the information provided by the MEFA in its reports is too little factual and systematized to demonstrate the contrary.⁷⁸⁵

In its 2017 GAP II reporting, the French government does provide **an example of GEWE mainstreaming in dialogue related to budget support**. The evaluation of AFD **budget support for decentralization in the Philippines** (2009-2015) highlighted the progress towards equality among local elected councillors. In the consecutive budget support granted in January 2017 jointly with the African Development Bank, the gender dimension was taken into account in the public policy matrix, with two flagship measures concerning the systematization of gender action plans in communities. The program also continued efforts made within the framework of the previous program aimed at greater citizen participation in planning and in the budgetary exercise, including an increased participation of women.⁷⁸⁶ Another example is ongoing budget support to Morocco, which pays particular attention to gender sensitive budgeting and is accompanied by capacity development support in this area.⁷⁸⁷

The 2018-2022 strategy shows a strengthened commitment to include gender equality in the agendas of multilateral and bilateral meetings. It includes an indicator to "Increase in the number of actions supported by French representatives for the integration of gender in multilateral political bodies and bilateral dialogues." It is indicated that to do so, gender equality will be mainstreamed in the actions of diplomatic posts, and more systematically through embassy action plans. The MEFA interviewee has confirmed that GEWE is not yet systematically placed at the core of bilateral dialogues from technical to senior level, which the current strategy seeks to strengthen, including by integrating GEWE considerations in each embassy action plans.

More information on multilateral dialogue can be found in section Partnerships with global actors (JC5.2)16.2.5.1 below.

16.2.4 EU coordination and EU added value (EQ4)

16.2.4.1 EU coordination (JC4.1)

Key findings: EU coordination, particularly meetings of the EU Gender Expert Group, is considered useful for France for several reasons. The value of the EU Gender Expert Group for France would increase further if the group's gatherings would be used more to prepare and coordinate the positioning of the EU and member states in multilateral fora.

France participates actively in the EU Gender Expert Group as well as in a likeminded group on sexual and reproductive rights. The MEFA interviewee notes that these meetings of the EU Gender Expert Group are very useful for the country. It allows France to get up to date information on the implementation of the GAP. Furthermore, it is considered to be a useful space for information exchange, enhancing synergies and coordination among peers. As such, it provides useful lessons and networking to support France's own approach to integrating GEWE in its foreign policy. For example, the exchanges have helped to coordinate shared positions in the context of the G7, which France presided in 2019. France would have considered valuable that EU Gender Expert Group meetings were used more to engage on topics such as the positioning of the EU and its member states in multilateral fora.

16.2.4.2 EU added value (JC4.3)

Key findings: France's approach to GEWE, in development cooperation and foreign policy more broadly, have been influenced by GAP I and II.

France's gender and development strategy 2013-2017 and its international strategy on gender equality 2018-2022 have been partly guided by GAP I and GAP II. As noted in 2.1 above, in its GAP 2017 reporting, the French government states explicitly that "although the previous [2013-2017 gender and development] strategy tried to articulate its objectives with those of the GAP, the 2018-2022 strategy aims to reinforce this aspect, in particular by matching the GAP indicators and the accountability

⁷⁸⁴ Information provided by a MEFA official commenting on a draft version of the underlying case study in July 2020.

⁷⁸⁵ Coordination SUD (2017) : Stratégie genre et développement 2013-2017 bilan et recommandations de Coordination SUD.

⁷⁸⁶ French Ministry for Europe and Foreign Affairs (2018): GAP Report 2017 Institutional Culture Shift. Submission date 06/04/2018.

⁷⁸⁷ <https://www.afd.fr/fr/carte-des-projets/reduire-les-inegalites-femmes-hommes-au-maroc-travers-la-budgetisation-sensible-au-genre>

framework.” The MEFA interviewee confirmed that the GAP is important for France and has inspired France’s own approach. The interviewee specified that GAP II is a particularly valuable model worthy of emulation as a result of its ambitious commitments (I-4.3.1). She also indicated that France as president of the G7 has been able to influence a number of things alongside the EU, notably related to the Affirmative Finance Action for Women in Africa initiative for female entrepreneurship in Africa (I-4.3.2).

16.2.5 Partnerships (EQ5)

16.2.5.1 Partnerships with global actors (JC5.2)

Key findings: In the evaluation period, France has put considerable emphasis on establishing partnerships with key stakeholders in the area of GEWE at the global level, with results to show. It did so in areas such as climate change; violence against women; sexual and reproductive health and rights; and women, peace and security.

The three consecutive gender strategies indicate that France will actively promote gender equality in international fora and the evaluations of the first two strategies conclude that France has delivered on this commitment. The 2013 – 2017 evaluation particularly mentions **strong political leadership at the international stage**. Coordination SUD also notes that France has shown clear political commitment on women’s rights, particularly at the United Nations. It mentions explicitly that France is one of the states that most openly **defends sexual and reproductive health and rights (SRHR)** in international negotiations at the Commission on the Status of Women (CSW). (I-5.2.1). France will co-host with UN Women and Mexico the Generation Equality Forum in 2021, a civil society-centred, global gathering for gender equality. This Forum is expected to launch a set of commitments through six action thematic coalitions⁷⁸⁸, to achieve immediate and irreversible progress towards gender equality. France is part of the leadership structure of the action coalition on “bodily autonomy and SRHR”.

An example of another area that France engages on at the global level is **climate change**. France has played a leading role in ensuring the **integration of the gender dimension in the Paris Climate Agreement in 2015**.⁷⁸⁹ France continues to promote the inclusion of gender dimensions in the following Conference of Parties (COP) 22 in Marrakech in 2016 and beyond. To illustrate, together with other partners, it self-reportedly was a **positive force in the elaboration and adoption of the Gender Action Plan at COP23** in Bonn in 2017.⁷⁹⁰ France has also worked on and supported the adoption of the new Gender Action Plan at COP25 in Madrid.⁷⁹¹ (I-5.2.1)

Another key area that France engages on in international fora is the **women, peace and security**. France has actively **supported the adoption of the Security Council's "Women, peace and security" resolution 1325 in 2000 and of complementary resolutions that followed**, including the most recent one adopted in 2019. To support their implementation, France has adopted a first national plan of action in 2010, a second in 2015 and the third plan is currently being drawn up.⁷⁹² (I-5.2.1)

Beyond the UN, France has promoted GEWE in the G20 and G7. France chose ‘fighting against inequality’ as a key focus area of its G7 Presidency in 2019. This has led to the adoption of the **G7 Declaration on Gender Equality and Women’s Empowerment**.⁷⁹³ It pays particular attention to a rights-based approach, as it recognizes that effective implementation and enforcement of laws promoting gender equality can be a powerful force for the empowerment of women and girls. Along with other G7 countries, France has also supported the Affirmative Finance Action for Women in Africa initiative which promotes the entrepreneurship of women in Africa, the Mukwege funds against the VAW in conflict and the initiative “gender at the center” related to the education of girls. It launched the **Biarritz Partnership for Gender Equality**, to create a coalition of states engaging in adopting progressive

⁷⁸⁸ Themes covered by the Generation Equality Action Coalitions are: i) Gender-Based Violence; ii) Economic justice and rights; iii) Bodily autonomy and sexual and reproductive health and rights (SRHR); iv) Feminist action for climate justice; v) Technology and innovation for Gender Equality; and vi) Feminist movements and leadership.

⁷⁸⁹ Haut Conseil à l’égalité entre les femmes et les hommes (2017): Rapport final d’évaluation de la mise en œuvre de la seconde Stratégie Genre et Développement 2013 – 2017. Rapport n°2017-09-29-INT-029. ; Coordination SUD (2017) : Stratégie genre et développement 2013-2017 bilan et recommandations de Coordination SUD.

⁷⁹⁰ <https://www.diplomatie.gouv.fr/en/french-foreign-policy/climate-and-environment/news/article/making-climate-finance-work-for-women-event-at-the-ministry-of-europe-and>

⁷⁹¹ Stated by a MEFA official commenting on a draft version of the underlying case study in July 2020.

⁷⁹² <https://www.diplomatie.gouv.fr/en/french-foreign-policy/human-rights/women-s-rights/article/france-committed-to-fighting-violence-against-women-internationally-25-nov-2019>

⁷⁹³ G7 (2019): Declaration on Gender Equality and Women’s Empowerment

gender equality laws.⁷⁹⁴ Furthermore, the declaration pays specific attention to conflict-related sexual violence and girls' and women's education and training. Moreover, France has been the first country in 2019 supporting the fund of Nadia Murad and Denis Mukwege, two Nobel Peace Prizes laureates who are actively advocating for the survivors of conflict-related sexual violence. France obtained the commitment of G7 members to encourage their projects and to create a fund in the G7 WPS declaration dedicated to their actions.⁷⁹⁵ At the level of Foreign Ministers, the **Dinard Declaration on Women Peace and Security** was adopted.⁷⁹⁶ This declaration is a commitment from the G7 States to encourage and support women's participation in peacebuilding operations. Finally, in the context of its G7 Presidency in 2019, as well as chair of the Committee of Ministers of the Council of Europe, France launched a **campaign to promote the Council of Europe's Convention on Preventing and Combating Violence against Women and Domestic Violence** (shortly 'the Istanbul Convention') among MS which have not yet ratified the Convention and among third States.⁷⁹⁷ The Istanbul Convention is the first legally-binding international text which includes provisions to combat crimes that are allegedly committed in the name of honour. (I-5.2.1)

16.2.5.2 Partnerships with CSOs (JC5.3)

Key findings: CSO engagement is embedded in France's approach to GEWE in foreign policy. The multi-stakeholder Gender and Development Platform is key for civil society engagement, for example on the elaboration of MEFA gender strategies and approaches. CSOs play only a minor role in implementing GEWE-related ODA interventions.

A key platform for involvement of CSOs is the **Gender and Development Platform** created in 2006 by the Ministry of Foreign Affairs and International Development (currently the MEFA). It seeks to **promote consultation, exchange of practices and policy monitoring between public authorities and French civil society organizations related to France's international policies concerning the fight against gender inequality**.⁷⁹⁸ The platform brings together various types of stakeholders, including government officials, parliamentarians, NGOs, local and regional authorities, and the research and university community. The Gender and Development Platform organizes an average of two major debates per year, as well as thematic meetings or exchange of experiences, as well as panel discussions at international conferences, such as the Climate Conference and the Commission on the Status of Women of the UN. The platform has contributed to the elaboration of the gender strategies. In 2016-2017 for example, through its 'gender strategy working group' the platform made recommendations for the new international gender equality strategy 2018-2022.

Coordination SUD notes however that the role of the platform has weakened over time. Dialogue between different types of actors has been reduced. It also points out that the facilitation of the platform has been largely entrusted to civil society, with a disengagement of the MEFA. The platform's budget has been decreased, and in 2017 represented less than a full-time equivalent in total. The MEFA notes that the French Presidency of the G7 in 2019 has provided an opportunity to reinvigorate this platform.⁷⁹⁹

More generally, CSO engagement is firmly embedded in the text and spirit of the three successive gender strategies. For example, the gender and development strategy 2008-2012 states that effective partnership, dialogue and consultation will be established with key stakeholders, including research centres, universities and NGOs in the preparation of country strategies and aid programs. The strategy 2013-2017 points out that the Ministry, will regularly engage with and support CSOs in France and, through its embassies and other local representations, at partner country. One of the five overall objectives of the international gender strategy 2018-2022 is to further strengthen links with civil society actors, the private sector and research stakeholders to fight gender inequalities. (I-5.3.3)

CSOs currently play a relatively minor role in implementing French ODA, including for GEWE-related interventions. Only 3% of total French bilateral ODA in 2016 was channelled through CSOs, which is well below the average among OECD donor countries that stood at 16%. However, this is likely to change, given the 2018-2022 strategy, and the 2018 CICID conclusions in which the government has committed to double funding channelled through NGOs between 2017 and 2022 and with GEWE high on the foreign policy agenda.⁸⁰⁰ An earlier mentioned example of a new initiative that supports local civil society working to promote gender equality and the rights of women and girls is the support fund for

⁷⁹⁴By November 2019, eleven other countries had joined the partnership. Source: <https://www.diplomatie.gouv.fr/en/french-foreign-policy/human-rights/women-s-rights/article/france-committed-to-fighting-violence-against-women-internationally-25-nov-2019>

⁷⁹⁵ GAP II reporting

⁷⁹⁶ G7 (2019): Dinard Declaration on Women, Peace and Security.

⁷⁹⁷ French Ministry for Europe and Foreign Affairs (2019): GAP Report for 2018. Submission date 25/04/2019.

⁷⁹⁸ <http://www.genre-developpement.org/plateforme/>

⁷⁹⁹ Stated by a MEFA official commenting on a draft version of the underlying case study in July 2020.

⁸⁰⁰ Donor Tracker (2018): France Donor Profile.

feminist organisations launched in July 2020. It will mobilise €120 million in 2020 - 2022 to fund activities of feminist movements around the world.⁸⁰¹ (I-5.3.2)

16.3 Annex

16.3.1 List of persons consulted

<i>Organisation</i>	<i>Position</i>
Agence Française de Développement	Evaluator
Human Development Department, Ministry for Europe and Foreign Affairs	Gender Expert

16.3.2 List of documents

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⁸⁰¹ <https://www.afd.fr/en/support-fund-feminist-organizations>

17 EU MS case study: Germany

17.1 Introduction

17.1.1 Context

Germany's emphasis on mainstreaming gender equality in external action relates mainly to development cooperation and humanitarian assistance, including the women, peace and security agenda (WPS/UNSCR1325).

The institutional environment around German external action and international and development cooperation is characterized by the presence of multiple actors:

- The Federal Foreign Office (*Auswärtiges Amt* – AA): The AA is the foreign ministry of the Federal Republic of Germany, a federal agency responsible for both the country's foreign policy and its relationship with the European Union. It also covers Germany's humanitarian aid portfolio.
- German Federal Ministry for Economic Cooperation and Development (*Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung* – BMZ): The BMZ defines the principles guiding German development policy and international cooperation. It specifies priority areas, signs agreements with partner countries and secures financing for development cooperation.
- Kreditanstalt für Wiederaufbau (KfW)⁸⁰³ and Deutsche Gesellschaft für international Zusammenarbeit (GIZ)⁸⁰⁴, as well as in smaller scale the Physikalisch-Technische Bundesanstalt (PTB) and the Bundesanstalt für Geowissenschaften und Rohstoffe (BGR) are respectively implementing the financial and technical cooperation as summarized in the Table 47 and Table 48 below.

Germany has been actively involved in the consultations leading to the formulation of GAP II. Since then, it has actively participated in GAP II implementation, though not always referring to GAP II, and has contributed to GAP II reporting through submitting information, also via interviews, for the yearly GAP II reports 2016, 2017 and 2018. Germany is also involved as an ISG member in the evaluation of the EU GAP II.

17.1.2 Focus of the case study

This case study specifically focusses on the following two main dimensions: i) the overall GEWE policy and institutional framework in place in Germany and its linkages with the one of the EU (EQ1 and EQ4) and ii) the institutional culture shift implemented since 2014 in relation to the transversal objectives set out in GAP II (EQ2, EQ3 and EQ5).

17.2 Detailed findings

17.2.1 Policy and strategic framework (EQ1)

17.2.1.1 Internal and external consistency of the policy and strategic framework (JC1.1)

Key Finding: Germany's policy and strategic framework related to its own external actions are fairly consistent internally and externally, and have been applied strongly to Germany's international cooperation work and actions related to the implementation of UNSCR 1325. In other areas of foreign policy, except education and cultural relations, there seems less emphasis on gender equality⁸⁰⁵.

Overall policy framework

Gender equality is a **core principle** of the German basic law (Grundgesetz). Article 3(2) not only notes that men and women are equal but also requires the German government to actively help establish gender equality. Accordingly, the Common Rules of Procedure of the Federal Ministries adopted in 2000 establishes equality between women and men as "consistent guiding principle" to "*be promoted in all political, normative and administrative measures of the Federal Ministries in their respective areas*

⁸⁰³ The KfW, formerly KfW Bankengruppe, is a German state-owned development bank. Its name originally comes from Kreditanstalt für Wiederaufbau ("Credit Institute for Reconstruction"). <http://www.bmz.de/kfw-en>

⁸⁰⁴ <http://www.bmz.de/giz-en>

⁸⁰⁵ For instance does the Foreign Office publication "Gender equality in German foreign policy and in the Federal Foreign Office" not include an emphasis on gender in Germany's foreign investment, energy or climate policy abroad or with regards to EU trade policy.

(*gender mainstreaming*)”.⁸⁰⁶ The establishment of gender equality is therefore an integral objective also of Germany’s external action. (I-1.1.1)

The German government places its commitment to gender equality and women and girls’ empowerment in the international framework of the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the outcomes and reviews of the 1995 Beijing Conference on Women, other relevant UN and EU Conventions and frameworks as well as more recent global commitments under the 2030 Agenda for Sustainable Development.⁸⁰⁷ (I-1.1.3)

The Foreign Ministry (AA), and the Federal Ministry for Economic Cooperation and Development (BMZ) play key roles in mainstreaming gender in German external action. To this end, as further detailed below, both have developed gender-related strategies and Action Plans.

Specific framework related to Gender Equality in Development Co-operation

In 2014, the BMZ adopted a cross-sectoral strategy on **Gender Equality in Development Co-operation**, which constitutes the principal binding guideline for German official development cooperation⁸⁰⁸, including the activities carried out by institutions of official German development cooperation (GIZ, KfW). The strategy follows a three-pronged approach: i) gender mainstreaming (applying a gender perspective in all policy strategies and projects; ii) empowerment (targeted measures against gender-based discrimination) and iii) strengthening gender equality and women’s rights in high-level bilateral and multilateral development policy dialogues.⁸⁰⁹ The latter was introduced as a new element to overcome the hitherto slow progress towards gender equality.⁸¹⁰ The strategy explicitly references the EU GAP II, which had advocated for this three-pronged approach. It highlights nine thematic fields⁸¹¹ of priority, in which the strengthening of women’s rights will particularly be pursued through German development cooperation. (I-1.1.1)

The **Development Policy Action Plan on Gender Equality for 2016-2020** (BMZ GAP II) further fleshes out the strategy through specifying priorities and concrete measures along the three-pronged approach and for the nine priority areas, as well as for seven additional cross-sectoral activities⁸¹². This current Action Plan built on lessons learned from the previous BMZ Gender Action Plan I (2009-2012), which included only four⁸¹³ instead of nine priority areas.⁸¹⁴ (I-1.1.1)

Internationally, Germany views gender equality and the rights of women and girls as a policy priority and it is thus consistently raised in Germany’s contributions to and positions on key international agendas.⁸¹⁵

⁸⁰⁶ §2 Gemeinsame Geschäftsordnung der Bundesregierung, 20002011, see <https://www.bmi.bund.de/SharedDocs/downloads/DE/veroeffentlichungen/themen/ministerium/ggo.pdf?blob=publicationFile&v=2>

⁸⁰⁷ The BMZ together with other partners called for the SDGs to include a stand-alone goal on gender equality as well as viewing it as a horizontal issue to inform all goals and targets. <https://www.auswaertiges-amt.de/en/aussenpolitik/themen/menschenrechte/05-frauen>

⁸⁰⁸ The binding nature applies to the following roles: appraising, conceptualizing, implementing and evaluating sectoral and thematically relevant programmes; developing sectoral and regional concepts as well as country and other strategies of bilateral development policy; contributing to international discourse and multilateral/regional as well as European development cooperation; and communicating with the public and the German Bundestag.

⁸⁰⁹ See https://www.bmz.de/en/publications/type_of_publication/strategies/Strategiepapier340_02_2014.pdf. The 2014 strategy replaced the 2001 Strategy Paper on the Promotion of Equal Participation by Women and Men in Development Processes, which focused only on the first two elements, mainstreaming and empowerment. The strategy explicitly references the requirement for German Development Policy to systematically align with human rights, including women’s rights as laid out in the BMZ Human Rights Strategy (See BMZ, 2011: Human Rights in German Development Policy).

⁸¹⁰ See https://www.bmz.de/en/publications/type_of_publication/strategies/Strategiepapier340_02_2014.pdf (p.7) See BMZ, 2014 (p.7).

⁸¹¹ These are (1) Poverty reduction (2) Women’s access to justice, political participation, voice, leadership, (3) Rural development, agriculture and food security, (4) Violence against women and girls, (5) Armed conflicts and peace building, (6) Education, (7) Employment and economic empowerment, (8) Health (including SRHR), (9) Climate Change, disaster risk management and sustainable development.

⁸¹² These include (1) Cooperation with female and male stakeholders, (2) Tackling multiple discrimination, (3) Gender equality in development financing, (4) Empowering women and girls through sport, (5) Gender Competence/Knowledge Management, (6) Measures to implement the Gender Approach, (7) Strengthening Women’s organisations.

⁸¹³ These were (1) economic empowerment, (2) women in armed conflicts and their role in conflict management; (3) gender-specific challenges and responses to climate change; (4) sexual and reproductive health and rights, family planning.

⁸¹⁴ The first BMZ Gender Action Plan was reviewed in 2013 and its lessons incorporated into the BMZ 2014 Strategy as well as the current BMZ GAP II.

⁸¹⁵ GAP Implementation Report 2018, Vol. II, p.90.

Specific framework related to the WPS agenda

A particular thematic focus of Germany's efforts to gender equality concerns **Women, Peace and Security** and the implementation of UN Security Council Resolution 1325 and its subsequent resolutions as a cross-cutting theme to be mainstreamed in all realms of German foreign, security and development policy. Germany has submitted regular implementation reports on its activities on the Women, Peace and Security Agenda to the UN Secretary-General from 2004 onwards. Starting in 2013, the German government (under the lead of the German Foreign Ministry) has adopted two **National Action Plans on the Implementation of the Women, Peace and Security Agenda UNSCR 1325** in order to advance mainstreaming of WPS.⁸¹⁶ The first Action Plan covers the period 2013-2016, and the current one the period from 2017-2020.⁸¹⁷ Currently, the German government is in the process of elaborating a third National Action Plan for the period 2021-2024. Prior to the specific Action Plan, UNSCR 1325 was mainstreamed in Germany's Action Plan on Civilian Conflict Prevention, conflict Resolution and Post-Conflict Peace building.⁸¹⁸ The first Action Plan⁸¹⁹, reviewed in 2017 through an Implementation Report⁸²⁰, included six thematic focal areas: prevention, participation, protection, reconstruction, preparation of operations and criminal prosecution⁸²¹, reflecting the goals of UNSCR 1325. Geographic priority has been on Africa (incl. Morocco, Tunisia, Libya, Egypt), the OSCE countries as well as Yemen and Jordan. Bilateral engagement also took place in (post-) crisis countries such as Colombia, Afghanistan, Iraq, Syria, Nepal and the DRC. The second National Action Plan concentrated the thematic focus areas to five, slightly altered them and added "strengthening the Women, Peace and Security agenda at national, regional and international levels" as a separate focal area.⁸²² The principles of UNSCR 1325 are also anchored in Germany's policy guidelines on "Preventing Crises, Resolving Conflicts, Building Peace", which defines the conceptual foundation of German crisis engagement. Furthermore, the three Interministerial Strategies on Security Sector Reform, Transitional Justice and Rule of Law adopted by the German government in 2019 have strong links to the WPS agenda.⁸²³ As part of Germany's membership of the UN Security Council in 2019/2020, the German government has

⁸¹⁶ At the time of the adoption of Germany's first UNSCR 1325 National Action Plan, critics pointed out that the German government adopted it rather late and after years of governmental resistance. See EPL0 (2013): http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/eplo-20-case-studies_en.pdf (p.24). Since then, the German government has proven its commitment to the WPS agenda.

⁸¹⁷ <https://www.auswaertiges-amt.de/blob/286988/2462039ccaa1326a195da2e962048596/170111-aktionsplan-1325-data.pdf>. Auswärtiges Amt (undated): Action Plan on the Implementation of UNSCR 1325, 2017 – 2020. The second Action Plan 2017 – 2020 was drafted jointly by the Interministerial Working Group for UNSCR 1325 consisting of the Federal Foreign Office (AA), the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ), the Federal Ministry of the Interior (BMI), the Federal Ministry of Justice and Consumer Protection (BMJV), the Federal Ministry of Defence (BMVg) and the Federal Ministry for Economic Cooperation and Development (BMZ). All these ministries are responsible for implementing specific objectives of the Action Plan.

⁸¹⁸ EPL0 (2013).

⁸¹⁹ The first Action Plan was criticized early on for a number of weaknesses, including the "lack of concrete and attainable targets, lack of specific tailor-made measures, lack of clear lines of responsibilities across the implementing ministries as well as of a dedicated budget". http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/eplo-20-case-studies_en.pdf; see EPL0 (2013).

⁸²⁰ <https://www.auswaertiges-amt.de/blob/610628/84763851e5cddf0ca61acf9e25f2480/aktionsplan1325-umsetzungsbericht-2013-2016-engl-data.pdf>; Federal Government of Germany (2017).

⁸²¹ In full these thematic focal areas are: (1) building up gender-sensitive crisis prevention and promoting the equal participation and involvement of women, (2) introducing a comprehensive gender perspective in the preparation and in-service training of deployed personnel of the Bundeswehr and the Federal Police, (3) the active inclusion of women in all phases of crisis prevention, conflict management and post-conflict peacebuilding, (4) measures to protect vulnerable groups and victims of sexual violence and other forms of gender-specific violence, (5) consideration of the special needs of women and girls in the reconstruction of post-conflict societies as well as the rehabilitation and care of traumatised victim groups, as well as (6) strengthening international criminal jurisdiction and ending impunity in connection with sexual violent crimes and systematic violations, particularly of the rights of women and girls.

⁸²² see page 6, Auswärtiges Amt (undated): Action Plan on the Implementation of UNSCR 1325, 2017 – 2020. The five focal areas are (1) Systematically integrating a gender perspective into the prevention of conflicts, crises and violence; (2) Expanding the participation and strengthening the leadership role of women in all phases and at all levels of conflict prevention and resolution, stabilization, peacebuilding and reconstruction as well as post-conflict rehabilitation and peacebuilding; (3) Analysing and taking into account the concerns and interests of women and girls in development, peace, security policy and humanitarian measures; (4) Improving protection from sexual and gender-specific violence at the national and international level, and working against the impunity of perpetrators; (5) Strengthening the Women, Peace and Security agenda and promoting it at the national, regional and international level.

⁸²³ These are the "[Interministerial Strategy to Support Security Sector Reform](#)", the "[Interministerial Strategy to Support 'Dealing with the Past and Reconciliation \(Transitional Justice\)'](#)" as well as the "[Strategy of the Federal Government for Promoting the Rule of Law](#)".

chosen the promotion of the Women, Peace and Security agenda as its key priority.⁸²⁴ (I-1.1.1 and I-1.1.3) In April 2019, after tough negotiations, the UNSCR adopted Resolution 2467⁸²⁵ submitted by Germany, making it the ninth resolution of the Women, Peace and Security Agenda.

Strategic framework of German Implementing agencies (GIZ and KfW)

The government's provisions on gender equality are equally binding for the German international cooperation implementing agencies, GIZ and KfW. Both organizations are in addition committed to gender equality through their own strategies and frameworks.

GIZ, Germany's implementing agency of technical cooperation, has promoted and mainstreamed gender equality and women's rights since the 1990s. Today GIZ notes that gender equality is both a 'core value' as well as a 'quality feature'. In 2001 it adopted its first corporate strategy on gender mainstreaming followed by a second gender strategy in 2005. The foundation of GIZ's current gender strategy was introduced in 2009 when the existing framework was revised to increase flexibility and steer focus towards five strategic elements. (I-1.1.1)

The strategy then further evolved in response to lessons learned as well as the merger of GTZ (deutsche Technische Zusammenarbeit GmbH, Deutscher Entwicklungsdienst (DED) and InWent⁸²⁶ to form GIZ in 2012. The 2012 Gender strategy document "Gender pays off"⁸²⁷, highlights five key strategic elements: i) Political will and accountability, ii) Corporate culture, iii) Gender equality within the company, iv) Gender competence, and v) Process adjustment and gender-sensitive design.

In 2017, GIZ carried out a Corporate Strategic Evaluation of its Gender Strategy⁸²⁸ in order to feed into revisions, which was followed by the publishing of a new corporate gender strategy in January 2019: "Gender reloaded".⁸²⁹ (I-1.1.1)

KfW adopted its first Gender Strategy in 2005 and updated it in 2011.⁸³⁰ Similarly to GIZ it demands the support of all colleagues and especially the managers. Its main objective is to increase the effectiveness of KfW's financial cooperation in terms of their impact on gender equality. The 2011 Strategy adopted five key strategic areas: i) Strengthening relevance within business policy, ii) Building gender expertise and internal consulting structure, iii) Strengthening the Gender Network as a core instrument in knowledge management, iv) Developing deeper expertise on gender, through ex-ante and ex-post-analyses, v) Academic cooperation and expert dialogue. (I-1.1.1)

17.2.2 Leadership and accountability (EQ2)

17.2.2.1 Leadership (JC2.1)

Key Finding: While there is an expectation that development cooperation managers should play a leadership role in addressing gender mainstreaming in Germany's development cooperation, this is not yet done systematically and is currently left up to the commitment level and understanding of individual managers. Some level of support exists for BMZ staff (e.g., in the form of thematic support at HQ and voluntary trainings), yet, despite a clear normative commitment and a number of measures taken, there seem to be still challenges regarding leadership, incentive and accountability structures in support of a culture shift in support of gender equality. The KfW is, however, working actively to increase gender parity in decision-making positions, GIZ is building on evaluation results to improve its corporate culture regarding gender issues. The GoG has set up several coordination mechanisms to support Germany's commitments to the implementation of UNSCR 1325.

⁸²⁴ Opposition parties still demand a stronger commitment from the government in mainstreaming gender in Germany's foreign policy, modeled on Sweden's feminist foreign policy. Demands include declaring a feminist foreign policy as a fundamental principle of German foreign policy, and to develop and implement strong cross-ministerial gender equality plans currently not present in the German institutional landscape. See Deutscher Bundestag (2019a). There are at present however no plans by the government to develop comprehensive guidelines for a feminist foreign policy. <https://kleineanfragen.de/bundestag/19/7587-feministische-aussenpolitik-als-perspektive-fuer-deutschland.txt>; See Deutscher Bundestag (2019b).

⁸²⁵ Resolution 2467 focuses on combating sexual violence in conflicts and strengthening victims. See <https://www.auswaertiges-amt.de/en/aussenpolitik/internationale-organisationen/vereintenationen/resolution-2467/2213178>

⁸²⁶ InWEnt was a German organisation dedicated to human resource development, advanced training and dialogue. https://www.bmz.de/en/ministry/approaches/bilateral_development_cooperation/players/selection/inwent/index.html

⁸²⁷ <https://www.giz.de/en/downloads/giz-gender-strategy-en-2012.pdf>, GIZ (2012).

⁸²⁸ <https://www.giz.de/de/downloads/giz2018-en-gender-strategy.pdf> GIZ (2017).

⁸²⁹ Gender reloaded: vision needs attitude – Attitude meets Action. <https://genderstrategy.giz.de/wp-content/uploads/2019/02/giz-2019-en-gender-strategy.pdf>; GIZ (2019).

⁸³⁰ Beforehand, KfW had been integrating gender equality into its work systematically since the mid-1980s. See KfW (2011).

In 2017, **GIZ** carried out a **Corporate Strategic Review of its Gender Strategy**⁸³¹ in order to revise its strategic directions. The review only mentions in very general terms the EU GAP II, highlighting that strategic developments at the EU and the federal level on gender are relevant also for the work of GIZ. The review was followed by the publishing of a **new corporate gender strategy** in January 2019 (see section related to EQ1 above). While the Corporate Review described the systemic approach to gender in GIZ and the five strategic elements promising elements, it recommended to put a key focus on GIZ's corporate culture towards gender and the role of managers in implementing gender equality commitments and establish additional measures in this regard. (I-2.1.1/I.2.1.2)⁸³²

The Corporate Review found that management commitment is still often dependent on the individual and that "*commitment of middle management [...] is seen as mixed*" with some managers lacking understanding of gender and giving other cross-cutting issues priorities.⁸³³ (I-2.1.2)

The Gender Strategy sets out GIZ's goals and internal guidelines for operationalization and provides an orientation for all units, heads and staff, yet while further asking units to implement in line with their mandates and work. Financial resources in form of an annual budget for company-wide measures in support of implementing the gender strategy is noted both in the 2012 as well as the 2019 strategy. This GIZ-wide budget finances the implementation of company-wide network meetings, awareness raising and exchange (e.g., in form of the gender week (further detailed below), the digital gender platform and other activities). At all levels throughout the organization it is the responsibility of the manager to secure the human resources required for a successful implementation. However, the Corporate Strategic Review noted that there is no clear organizational structure, no clear binding guidelines, procedures or defined resources for implementing the gender strategy and that the flexibility for the units to develop their own guidelines and action plans leads to a spectrum of implementation models in country offices. (I-2.1.2)

The job descriptions/ToR for the GIZ Gender Commissioner and for gender focal points are published as Annex to the GIZ Gender Strategy and can be adapted for use by each department and corporate unit. In addition, job descriptions were developed for gender officers in the field and in thematic areas following the Corporate review in 2016. (I-2.1.2)

To change the management culture towards a culture of gender-sensitive leadership, the **KfW Group** launched in 2011/2012 its own gender-balance programme internally. This programme received the German Human Resources Award in 2013.⁸³⁴ (I-2.1.2) This included the setting of specific targets for female representation in leadership positions (17% Head of Department; 26% Head of Division and 35% Head of Unit) by 2019. It also put a focus on a culture shift and change in organisational framework for men and women towards gender equality. The gender-balance programme included activities to motivate leadership and managers to actively support the KfW gender equality policy, support to managers to orient their leadership to the different life-phases of team members, active communication through internal forums on equality policy, improvement of offers to reconcile work and family in the context of career development.⁸³⁵

For the facilitation of the specific commitments **under UNSCR 1325** and their implementation, a number of mechanisms are in place. First, an Inter-Ministerial Working Group 1325 has been established under the lead of the Foreign Ministry since 2009.⁸³⁶ This Group has been instrumental in drafting Germany's UNSCR 1325 Action Plan and is also responsible for checking and monitoring progress through Implementation Reports⁸³⁷. Second, a consultation group has been established, which includes representatives of civil society and the Ministries that are part of the Inter-Ministerial Working Group which meets two times per year. These strategic and thematic formats are supplemented by an exchange at technical and operational level on specific themes and countries, encompassing practical seminars or round tables and taking place twice per year. The early crisis warning system of the AA is based on indicators, which amongst others also take into account the situation of girls and women in assessing the instability of a country.

At the level of headquarters, the **AA** and the **BMZ** have to date not appointed senior gender champions in the ministry as is encouraged by the EU GAP II. According to the information provided by Germany in the EU GAP II reporting, the BMZ is not using the gender champion approach formally.⁸³⁸ However,

⁸³¹ <https://www.giz.de/de/downloads/giz2018-en-gender-strategy.pdf>; GIZ (2017).

⁸³² The evaluation found that, despite progress, gender is still not fully rooted in corporate culture and actively practiced and that existing measures were not sufficient to effectively address a culture change; Strategy Review

⁸³³ GIZ Corporate Review on Gender(2017).

⁸³⁴ https://www.kfw.de/KfW-Group/Newsroom/Latest-News/Pressemitteilungen-Details_264320.html

⁸³⁵ KfW (2015).

⁸³⁶ https://www.boell.de/sites/default/files/assets/boell.de/images/download_de/Frauen-BerichtRes1325_2007%281%29.pdf; Die Bundesregierung (2010).

⁸³⁷ See Implementation report for 2013 to 2016, Link provided in Section 3.3. Table 1.

⁸³⁸ Germany Contribution GAP II 2018 Reporting, Capital Level, p. 77; Interview BMZ, December 2019.

the Federal Minister for Economic Cooperation and Development is a champion for the United Nations HeforShe⁸³⁹ campaign and one of the Parliamentary State Secretaries is a champion for the SheDecides⁸⁴⁰ campaign. (I-2.1.1). At the partner country level, the 2018 GAP II Implementation Report states that Germany has been supportive and has taken steps to fulfil commitments to GAP II implementation through providing leadership and championing its objectives in some instances. For example, in Armenia, the Ambassador of Germany is part of a group of informal gender champions (together with the ambassadors of France and the UK). While not formally appointed or designated, these senior officials regularly raise issues of gender equality and women's rights at events, meetings and via social media and are thus considered champions due to their active role.⁸⁴¹

GIZ has also created an incentive system for including gender in technical cooperation programmes through a Gender Competition, which awards grants in different categories (projects with a G1 marker, projects with a G2 marker and gender mainstreaming within GIZ units or country offices).⁸⁴² While in 2018, the AA and BMZ did not have specific incentive programmes in place to promote and achieve their gender equality objectives,⁸⁴³ both ministries included gender points in performance assessments for relevant staff, including senior management, heads of department and gender focal points.⁸⁴⁴ It is also encouraged to involve both women and men in design and decision-making processes and in the management bodies of projects.⁸⁴⁵ Germany is also among the top three countries (next to Ireland and Spain) reporting that job descriptions have included gender equality as explicit responsibility of staff in senior and middle management as well as technical positions.⁸⁴⁶ (I-2.1.2) However, at **BMZ** there seems to be to date no strong accountability mechanism, if gender is not integrated or mainstreamed into programmes.⁸⁴⁷ The BMZ thematic desk on gender rather aims to raise awareness and offer reminders through commenting on project proposals, strategies and reports and through raising gender issues at relevant meetings.⁸⁴⁸

17.2.2.2 Technical expertise (JC2.2)

Key findings: GIZ and BMZ have the needed technical expertise, resources and (voluntary) training in place but based on the observations related to leadership there appears to be some degree of disconnect between the offering of this training and guidance and how it is applied or understood at the managerial level. In other words, it is not clear if the changes and investments made thus far have led to a significant change in institutional culture and practices.

All **GIZ** staff are required to implement GIZ's strategy. Within GIZ, individual organizational units, including the HR department appoint a **Gender Focal Point** (GFP) and define, adopt and document their own specific action documents and measures, which provide the basis for annual reporting. Department managers are responsible for implementation, monitoring and reporting in their area of responsibility. Specific additional positions exist to promote gender equality. At the headquarters level these are the **Gender Ambassadors**, whose role is to actively promote GIZ's gender strategy and act as the interface between specialist and executive management levels, and the GIZ **Gender Commissioner** (Spokesperson for Gender). (I-2.2.1)

In 2016, GIZ introduced a **Safeguards+Gender Management System** – a process that aims to “*identify at an early stage and address risks and unintended negative effects on gender equality arising from projects as well as a specific potential for promoting equality.*” Following the Corporate review⁸⁴⁹ standards and terms of references for gender analysis have been adapted responding also to international developments on gender equality and women's rights. The Safeguards+Gender team oversees it while clear and binding responsibilities are assigned. Training courses have been offered on these gender safeguards since 2017 and specific guidelines and other supporting tools are available for all staff of GIZ.⁸⁵⁰ (I-2.2.2 and I-2.2.3)

Moreover, a sectoral programme on gender equality and women's rights (the above mentioned sector programme, which mainly ensures sectoral expertise to BMZ), a Safeguards+Gender Desk (providing guidance on gender-related procedural questions and checking plausibility of in-depth gender analyses),

⁸³⁹ <https://www.heforshe.org/en>

⁸⁴⁰ <https://www.shedecides.com/>

⁸⁴¹ GAP Implementation Report 2018, SWD 2019, p.25.

⁸⁴² Germany Contribution GAP II 2018 Reporting, Capital Level, p.10.

⁸⁴³ Germany Contribution GAP II 2018 Reporting, Capital Level, p. 1010; Interview BMZ December 2019.

⁸⁴⁴ Germany Contribution GAP II 2018 Reporting, Capital Level.

⁸⁴⁵ Plan International (2018).

⁸⁴⁶ Germany Contribution GAP II 2018 Reporting, Capital Level, p.94.

⁸⁴⁷ Interview BMZ, December 2019.

⁸⁴⁸ Interview BMZ, December 2019.

⁸⁴⁹ GIZ Corporate Review on Gender (2017).

⁸⁵⁰ GIZ Corporate Review on Gender (2017).

a gender **coordination group** (consisting of the Gender Ambassador, the GIZ Gender Commissioners and the GFPs of the departments) as well as a company-wide **gender network** (consisting of all GFPs) are in place to support gender mainstreaming with the organisation and its external programmes. (I-2.2.1 and I-2.2.2)

However, the recent Corporate Review found that Gender Focal Points are often not given the official time budget or resources needed to perform this role. (I-2.2.4) While staff can tap into the knowledge of gender focal experts, usually no special funds are reserved for mobilising additional gender expertise that may be needed for thorough gender mainstreaming within a sector allocation at HQ.

Guidance for operationalization of the policy is provided through the document “Part 2 GIZ Gender Strategy” (internal only). Other specific guidance material as well as a training course on gender analysis are available on the GIZ intranet (DMS). **Training** offered to management includes gender equality as a crosscutting theme and it is part of trainings for evaluations and conducting assessments. Gender focal points are trained in gender-sensitive project management and monitoring so they can better integrate gender into their own working context (49 staff in 2018). Training for gender mainstreaming and gender equality exists for all GIZ staff (in 2018, 37 and 86 GIZ staff respectively trained in these areas) (I-2.2.3). GIZ also notes that gender is mainstreamed into all its training courses, though the degree to which this is the case and the way this is done varies. It can take the form of linking the topic to gender, mentioning gender sensitivity in the course description, selecting trainers following gender-sensitive criteria etc.

A Thematic Forum on gender draws up analytical documents on specific themes and contributes to **knowledge management** through organizing discussions, events and a gender week.⁸⁵¹ Similar structures already existed under the 2012 strategy⁸⁵², yet over time the human resources system on gender in GIZ has become more elaborate. (I-2.2.1 to I-2.2.3)

Together with GIZ, the Federal Ministry for Economic Cooperation and Development (BMZ) hosts a **website** on gender (www.genderingermandevelopment.net), which pools all relevant information, documents and guidelines in one place. It also includes a pool of consultants with gender expertise. GIZ has its own website dedicated to gender-related resources, news and updates: <https://genderstrategy.giz.de/> (I-2.2.1) The **BMZ** thematic desk responsible for dealing with gender issues is placed in the Division of Human rights, gender equality and inclusion of persons with disabilities. As part of the gender equality strategy and the Action Plan of the BMZ, “*major efforts have been made to build up inter-institutional gender expertise by means of [...] training*”, which should take place continuously both in the BMZ, in its implementing agencies and in partner countries.⁸⁵³ (I-2.2.2). However, such gender training is not mandatory for BMZ staff.⁸⁵⁴ Depending on the country, gender focal points exist in embassies, which however are not necessarily BMZ staff. The BMZ staff placed in embassies works on all thematic areas relevant to the partner country, including gender but are not necessarily gender experts.⁸⁵⁵ The BMZ receives **capacity support on gender equality** issues through the above mentioned GIZ sector programme Promoting Gender Equality and Women’s Rights. This support programme is funded by BMZ and implemented by GIZ and provides capacity development and institutional learning to GIZ, KfW and BMZ staff through technical inputs⁸⁵⁶. The 2018 EU GAP II Report notes that Germany mainstreams gender in all thematic training sessions.⁸⁵⁷ (I-2.2.2) The programme further helps the BMZ to define and carry out its strategic positioning as well as expanding the number of projects with gender equality as their main objective. The current phase of the sector programme runs from 2018-2021⁸⁵⁸, building on prior phases. According to interviews, the GIZ sector programme which works on behalf of BMZ currently consists of about 18 staff members (Inception KII).

BMZ has further established a thematic advisory team on gender (Gender Themen Team), consisting of representatives of implementing organizations (GIZ/KfW) and civil society as a forum for exchange and discussion on the development policy on gender equality.⁸⁵⁹ It meets twice a year. (I-2.2.1 and I-2.2.4)

⁸⁵¹ For more information see GIZ (2019): Gender Reloaded, 2019.

⁸⁵² The Gender focal points system has already been established since 2005.

⁸⁵³ BMZ Strategy, 2014, p.16. See Section 3.3. Table 1 for source.

⁸⁵⁴ Interview BMZ, December 2019. BMZ is currently working to integrate gender aspects into the mandatory onboarding training for BMZ staff deployed to embassies organized by the Academy for International Cooperation (AIZ) run by GIZ. According to interviewees, AIZ offers a course on gender, which is voluntary but has not mainstreamed gender aspects into the onboarding training course.

⁸⁵⁵ Interview BMZ, December 2019.

⁸⁵⁶ According to the project website this has successfully contributed to mainstreaming gender equality more firmly in the processes of GIZ, KfW and BMZ, such as integrating gender into results monitoring. See <https://www.giz.de/en/worldwide/65544.html>

⁸⁵⁷ Vol 2 GAP II Implementation Report 2018, p.95.

⁸⁵⁸ <https://www.giz.de/en/worldwide/65544.html>

⁸⁵⁹ BMZ GAP II Reporting, p. 20.

As part of BMZ **knowledge management**, information exchange events or conferences have been organized (for instance in the context of an innovative ‘Gender Diversity Management’ approach in North Africa or ‘Strengthening women decision-making in the Middle East’).⁸⁶⁰ A workshop on ‘Understanding sexualised violence against men and boys in the context of the Syria crisis- learning from development and peacebuilding’ also took place at the BMZ.

As mentioned above, to change the management culture towards a culture of gender-sensitive leadership, the **KfW Group** launched in 2011 its own gender-balance programme internally. KfW provides training of the gender approach to trainees and direct hires and includes gender in sectoral training modules (including in advanced training offered to managers). It has created a knowledge pool with reference material and operational guidance on the intranet. In 2018, 71 staff members were trained on gender equality and operational application as part of their introductory 3-day training (1 day dedicated to gender). KfW has also established a **network of Gender Focal Points**, which have sector-specific and country-specific gender expertise and are key for internal knowledge management and information exchange. (I-2.2.1) In Germany’s **diplomatic missions** abroad Gender Focal Points also exist.⁸⁶¹

The German Federal Foreign Office (Auswärtiges Amt, AA) also includes gender equality in its training at capital level (e.g., through seminars on gender consulting; structural discrimination, the debate on sexism and prevention; the Women’s assembly; Women in Diplomacy; gender-sensitive conflict analysis). Moreover, as part of the diplomatic training for future Attachés, gender equality is a feature. Diplomats are also trained by the Foreign Office in women, peace and security issues (incl. women in foreign policy). In addition, similar to BMZ, workshops or conferences on gender/peace and conflict issues are being organised (e.g., on “Transitional Justice: Gender-sensitive national reparation measures”). The training on gender-sensitive conflict analysis aimed to inspire participants to “include gender-sensitive conflict analysis in their own work, based on a discussion of best practices and lessons learned from past experiences.”

Above outlined approaches and measures seem to take place fairly independently of EU structures or actions and only loosely connect to the EU GAP II even though in substance are supportive of EU policies on GEWE.

17.2.2.3 Accountability/reporting (JC2.3)

Key findings: BMZ has in place a system for annual monitoring for its Annual Roadmaps and the AA regularly reports on the UNSCR1325 National Action Plan. Both GIZ and KfW analyse implementation of gender-related goals. There appears thus to be a solid performance with regard to assessing GEWE results through reporting and evaluation processes after the actions have been completed. GIZ has however been weaker and less consistent with regard to monitoring and reporting back on their identified GEWE indicators. And for KfW, while aiming to include gender equality issues in its assessments and evaluations, this has not resulted in including specific impacts on woman and girls in all assessments. This limits the extent to which these institutions are able to use monitoring data to inform or adjust on-going action implementation to further strengthen their GEWE results.

The BMZ Action Plan is implemented through **Annual Road Maps**. A system for annual monitoring was developed, which resulted in a published report on the Implementation of the Road Map 2016.⁸⁶² For the 2017 Road Map, an Implementation Report also exists, and further Implementation Reports will be published for all Road Maps being part of the BMZ GAP timeframe 2016-2020. An overall Implementation Report for the GAP 2016-2020 is also in planning. The Implementation Reports generally provide an overview over the amount of projects implemented in support of the Road Maps’ strategic objectives and provides highlights in the form of describing good practices and challenges experienced by the flagship projects for each thematic area. This system of developing concrete annual Road Maps has been described as exceptional in comparison to other EU Member States activities.⁸⁶³ (I-2.3.3) The BMZ division ‘Human rights, gender equality, inclusion of persons with disabilities’ is responsible for following up implementation and monitoring of the BMZ strategy, the Action Plan and its Road Maps. The German Action Plan is also being evaluated by an external source. The German Institute for Development Evaluation (DEval) has conducted specific assessments on gender equality (e.g., Supporting gender equality in post-conflict contexts)⁸⁶⁴ and includes gender-related questions in some of its assessments⁸⁶⁵ – though the standards document for DEval evaluations does not specifically

⁸⁶⁰ Implementation Report Roadmap 2017, See section 3.3. table 1.

⁸⁶¹ Source: Key informant interviews/interview carried out by the evaluation team.

⁸⁶² https://www.bmz.de/en/publications/topics/human_rights/Materilie340_gender_roadmap_2016.pdf; BMZ (2018).

⁸⁶³ Source: Key informant interviews carried out by the evaluation team.

⁸⁶⁴ Germany Contribution GAP II 2018 Reporting, Capital Level, p.11.

⁸⁶⁵ See for example [Sonnenfeld et al. \(2020\)](#)

mention gender as a cross-cutting issue to be mainstreamed in all its evaluations.⁸⁶⁶ Both GIZ and KfW conduct evaluations of their projects and strategies (ex post, mid-term, strategic etc.) through their own evaluation units following guidelines provided by the BMZ. At the corporate strategy level, GIZ has carried out an evaluation to analyse implementation of gender equality (see above “*Strategic framework of German Implementing agencies (GIZ and KfW)*”)

The **German Foreign Office** drafts implementation reports on the Action Plan for UNSCR 1325, which it submits to the UN. It has published one for the period 2013 to 2016⁸⁶⁷

At **GIZ**, all organisational units report on the implementation of the gender strategy goals annually. For projects, the general evaluation matrix, which is used for central project evaluations includes questions on gender equality under the OECD DAC evaluation criteria. Yet, monitoring and reporting was found to be a weakness in the recent Corporate Strategy Review on gender. Progress and final reports often fall short of referring to gender indicators or including SMART quality criteria on gender. “*The corporate strategy evaluation therefore found project reporting to be a significant weakness in gender-oriented commission design.*” In response, additional efforts have been made to ensure that gender-related effects are incorporated into progress and final reports, e.g., through developing information sheets with tips. (I-2.3.1)

At **KfW**, the independent evaluation department analyses gender impact in ex post evaluations and carry out checks if the KfW Gender Strategy receives sufficient consideration. An annual report is submitted to the KfW governing bodies detailing how the strategic objectives of the strategy have been achieved. (I-2.3.1) Regarding ex-post evaluations of projects, the general terms of reference include gender-related questions. Moreover, evaluations usually look at who benefits and who does not as part of a “microeconomic assessment”, which allows for gender equality issues to emerge. Yet, reportedly only 4 out of 50 in 2018 included an assessment of the impact on women and girls.

17.2.3 Gender mainstreaming (EQ3)

17.2.3.1 Gender analysis (JC3.1)

Key findings: Overall, there seems to be no overarching common systematic approach to gender mainstreaming in Germany’s external action that is applied by all German ministries. For German development cooperation a gender analysis is mandatory for each programme, not least to assign the relevant OECD Gender Marker. A recent KfW and BMZ analysis has shown that the quality of gender-related analysis and subsequent inclusion in programmes varies widely. High quality evidence for informing development cooperation seem to be available for some types of programming and programmes yet not for others (KII). Similarly, the collection of sex-disaggregated data for project monitoring and evaluation depends on the programme and seems unevenly applied.

The **BMZ** cross-sectoral strategy on **Gender Equality in Development Cooperation** demands for meaningful gender analysis to be taken into account when drawing up German country strategy papers, which form the basis of strategic cooperation with a country. For bilateral BMZ-funded projects, award criteria state that a gender analysis must be conducted at the start of a new German development cooperation project (often in parallel to conflict analysis, including WPS issues). During the approval of an offer design it is documented whether a gender analysis has been conducted.⁸⁶⁸ Following this request, GIZ demands that for each programme funded by BMZ a gender analysis is carried out on which basis the OECD Gender marker is assigned.⁸⁶⁹ (I-3.1.1) Some German embassies report that gender analysis is being done for all *priority sectors* when designing and formulating actions. In Nepal, the GIZ Safeguards+Gender system is mandatory for new and follow-on programmes. It checks specific gender safeguards and formulates recommendations for planned programmes. It also includes gender as a major topic in ToR for project appraisal missions so that gender is integrated into programme design and implementation. Overall, Germany seems to use gender analysis as part of the situation analysis already at the formulation stage and includes a gender expert in formulation missions as well as in some cases during appraisal phases.⁸⁷⁰ Some other German embassies (e.g., Peru) suggested that all monitoring missions and project evaluations address gender issues as a key dimension.⁸⁷¹ Gender

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www.deval.org/files/content/Dateien/Evaluierung/Policy%20Briefs/DEval_Methods%20and%20Standards_2018.pdf

⁸⁶⁷

<https://www.auswaertiges-amt.de/blob/286990/a14dad589895d490015b47f1e053044c/170111-umsetzungsbericht-data.pdf>

⁸⁶⁸ GIZ (2013).

⁸⁶⁹ [GIZ \(2013\)](#). Since the year 2000, the use of gender markers has been obligatory for German development cooperation. In order to assign the appropriate OECD gender marker, an analysis is necessary.

⁸⁷⁰ Vol 2 GAP II Implementation Report 2018, p.29.

⁸⁷¹ Vol 2 GAP II Implementation Report 2018, p.49.

seems to be included in evaluations of programmes that have a G1 or G2 OECD gender marker, yet for other programmes where gender is no explicit focus this may not be the case. There seems to be no systematic follow-up or global-level check whether BMZ, GIZ and KfW evaluations meaningfully include gender aspects in their programme evaluations.⁸⁷² BMZ has recently conducted a study on the quality of the inclusion of gender in G1 program proposals (technical and financial cooperation), focussing on 100 programmes (50 of GIZ and 50 of KfW). It showed that quality differs widely. The results are currently being used to prepare guidelines with quality criteria for BMZ staff in country divisions.⁸⁷³

Germany's corporate results framework includes 34 gender-sensitive indicators⁸⁷⁴ and monitoring includes sex-disaggregated data for all indicators. Concrete guidance on how to set gender-differentiated targets, indicators and schedules in Germany's development cooperation is provided by the 2013 BMZ Guidelines on Incorporating Human Rights Standards and Principles⁸⁷⁵, which includes directions on how to include gender equality in programme proposals for bilateral German development cooperation. Beyond gender analysis, explicit gender-sensitive impact indicators, as well as gender-sensitive monitoring and evaluation, are other instruments used by German cooperation. (I-3.1.3) Some German embassies, however, reported as part of the GAP II reporting exercise in 2018 that no sex-disaggregated data are being used throughout project and programme cycles and programming (This was for instance the case for answers from German embassies in Uganda, Algeria, the DRC and Egypt). Both German embassies and headquarters participated in the GAP II reporting exercise, yet found it challenging to provide evidence for the detailed questionnaire – partly because German cooperation does not collect data commensurate with the level of detail demanded by the EU to respond to GAP II indicators.⁸⁷⁶ The AA has developed its own 'gender-age-disability marker' so to facilitate gender mainstreaming throughout all humanitarian projects.⁸⁷⁷

In January and February 2018, KfW conducted a large-scale, yet unpublished, review of how gender is integrated in its financial cooperation projects.⁸⁷⁸

17.2.3.2 Mainstreaming in spending actions (JC3.2)

Key findings: GIZ and BMZ do not have effective systems in place that consistently track the resources allocated to support GEWE actions beyond the OECD gender marker system. Reports thus remain illustrative of positive actions. No explicit gender sensitive budgeting is demanded in Germany's gender related strategies. Still, comparatively, Germany has been found to be a top donor regarding promoting the political participation of women. Yet, in other GEWE related areas it is difficult to assess whether the funding provided and mainstreaming carried out is adequate to meet Germany's stated policy objectives and commitments promoting increased GEWE.

The BMZ GAP is not underpinned by a dedicated budget and is implemented by regional/thematic divisions through projects in partner countries. The BMZ-funded projects highlighted in the Implementation Reports of the annual Road Maps are not exhaustive and rather illustrative of Germany's engagement. This makes effective monitoring of level of funding more difficult. It seems that, due to the lack of disaggregated data, BMZ is not able to pinpoint the funding volume going specifically to gender equality of women empowerment beyond the OECD system of gender markers. The 2018 input of Germany to the EU GAP II gives insights into Germany's use of OECD DAC gender markers between 2016 and 2018. In 2016, 36.7% of new funds were marked with a gender marker of 0, meaning having no particular objective on GEWE.⁸⁷⁹ After reducing to 23.5% in 2017, this indicator increased to 36.5% of new funds in 2018. The ratio for Gender Marker 1 ("mainstreaming" into new funds) was at 63%, 70.7% and 63.7% in the years 2016, 2017 and 2018 respectively. A gender marker of 2 has only been assigned to 1.99% of new funds in 2016, to 1.4% in 2017 and to 1.46 in 2018.⁸⁸⁰ (I-3.2.2/ 3.2.3)

Still, comparatively, Germany is described as top donor regarding promoting the political participation of women⁸⁸¹ in a 2018 Plan International report. The report notes that Germany spent on average USD

⁸⁷² Interview BMZ, December 2019.

⁸⁷³ Interview BMZ, December 2019.

⁸⁷⁴ Vol 2 GAP II Implementation Report 2018, p.95.

⁸⁷⁵ BMZ (2013).

⁸⁷⁶ Interview BMZ, December 2019.

⁸⁷⁷ Germany Contribution GAP II 2018 Reporting, Capital Level, p.5.

⁸⁷⁸ Vol 2 GAP II Implementation Report 2018, p.93/94.

⁸⁷⁹ These new programmes seemed to have not received a justification despite requirements to justify a Gender Marker 0 (The 2017 EU GAP reporting by Germany seems inconsistent in this regard yet in the 2018 report it is noted that no information justifying the choice of a Gender Marker 0 is collected).

⁸⁸⁰ Germany Contribution GAP II 2018 Reporting, Capital level, p.24.

⁸⁸¹ Plan International (2018), p. 36

544 million per year on ODA for political participation of women between 2014 and 2016 ranking 10th place among OECD DAC donors.⁸⁸² Relatively little is however spent in particular on the political participation of young women and girls though commitment seems to have been growing over time.⁸⁸³

Germany has also been including gender in projects implemented in “non-traditional sectors” based on gender analyses. For instance, in the Caribbean, Germany used a gender analysis at project formulation stage to inform a programme on reducing greenhouse gases.⁸⁸⁴

GIZ has a number of elements and mechanisms that support mainstreaming of gender equality through all its programmes and within its institutional framework:

- The Gender Strategy is reflected in the corporate annual objectives of GIZ so to strengthen high-level commitment and accountability. (I-3.2.1)
- GIZ has a monitoring system in place to report on the implementation of its Gender Strategy on an annual basis: The Gender Commissioner, in cooperation with gender focal points of individual organizational units drafts and consolidates a company-wide implementation report, which is submitted to GIZ Management Committee. This is complemented by an online survey among gender focal points. GIZ has established guidelines on designing a gender-sensitive results-based monitoring (RBM) system for its projects⁸⁸⁵. Resources are disseminated on the GIZ intranet to support programmes carrying out gender analysis and monitoring and reporting on gender related aspects⁸⁸⁶. (I-3.2.1)
- GIZ organizes a Gender Competition, which is implemented every two years during the (annual) gender week in March, in which programmes can compete for a price (in the form of an awarded grant) for projects with projects with a G1 marker, projects with a G2 marker and gender mainstreaming within GIZ units or country offices. This provides incentives for gender equality actions. (I-3.2.2)

17.2.3.3 Mainstreaming in non-spending actions (JC3.3)

Key findings: The German Foreign Ministry has focused its policy dialogue and negotiation effects related to gender mainstreaming on the implementation of UNSCR 1325 but to a fairly limited degree in other policy dialogue areas. It appears to have a better track record in raising the issue in gender targeted areas than integrating gender into policy dialogue and other non-spending actions that focus on other thematic areas or sectors.

The German Foreign Ministry (AA) has a specific unit which focuses on mainstreaming efforts for relevant topics, including gender equality.⁸⁸⁷ One of the key goals as part of UNSCR 1325, which the German government has set for itself, is to more strongly advocate for implementation of the Resolution in bilateral dialogues conducted by both the BMZ and the AA. In dialogue and peace negotiations, such as Yemen, Columbia or Syria, Germany has promoted the inclusion of women as well as a gender perspective.⁸⁸⁸ In Central Asia, Germany was one of the two countries that integrated gender in respective dialogues. Yet, Germany mainstreamed gender only in one policy dialogue compared to 42 such dialogues⁸⁸⁹ of the EUDs and 12 of the UK. In China, the German Embassy held discussions on gender equality, women’s as well as LGBTI rights.⁸⁹⁰ (I-3.3.1). The BMZ five-point-plan on violence against women of 2017 provides elements for the mandatory inclusion of gender equality and women’s rights in policy dialogues. It could not be established whether there is a systematic process to integrate gender into political dialogues by the AA or in its policy related dialogues based on the information available.

⁸⁸² Plan International (2018).

⁸⁸³ Ibid.

⁸⁸⁴ GAP II Implementation Report 2018, p.60. <https://data.consilium.europa.eu/doc/document/ST-12113-2019-ADD-1/en/pdf>

⁸⁸⁵ GIZ (2014).

⁸⁸⁶ GIZ has over time expanded its knowledge management system and offers guidance and lessons learned on gender aspects in a wide variety of thematic sectors, toolboxes and sector-specific or regional gender experience.

⁸⁸⁷ Deutscher Bundestag (2019b).

⁸⁸⁸ Aktionsplan der Bundesregierung zur Umsetzung von Resolution 1325 zu Frauen, Frieden, Sicherheit des Sicherheitsrats der Vereinten Nationen für den Zeitraum 2017 bis 2020.

⁸⁸⁹ These dialogues, to a large extent, were part of on-going and new programmes or campaigns and conferences, rather than specific structured dialogues with institutions or national governments.

⁸⁹⁰ GAP II Implementation Report 2018, p.43.

17.2.4 EU coordination and EU added value (EQ4)

17.2.4.1 EU coordination (JC4.1)

BMZ is supportive of Gender Focal Point network meetings at EU level. Yet, during recent years the BMZ gender thematic unit were not able to attend all EU gender related meetings in Brussels, however mandating GIZ representation to take part on behalf of BMZ.⁸⁹¹ However, a mandated participation from GIZ on behalf of BMZ made the information exchange between the EU and the BMZ possible. At country level, the EU coordination efforts, learning and exchange on gender issues are appreciated and interviewees see a stronger role and added value for the EU Commission to expand on this also at the level of headquarters so to strengthen the sharing of lessons learned, discuss division of labour and to work together more closely.

The reporting exercise of the EU GAP II has been perceived as challenging and cumbersome by German actors and it was difficult to get German embassies in partner countries to provide the detailed reporting demanded by EU Commission templates.⁸⁹² The information-gathering process (contacting both HQ and embassies through EUDs with questionnaires) was perceived as confusing. For future reporting a preference seems to be to simplify the questions, reduce the number of indicators and to focus also more on qualitative reporting.

17.2.4.2 EU added value (JC4.3)

Key findings: There is some limited evidence of the influence of EU policymaking on the institutionalisation of gender-equality policies in Germany and BMZ's Gender Action Plan 2015-2020, but it appears that there are actually fairly limited operational links between the EU guidance and the German Gender Action Plan.

The European Union frameworks and its Gender Action Plans serves as overarching reference for Germany's external engagement on gender equality. The European Institute for Gender Equality notes that "European Union (EU) policymaking has had a strong influence on the institutionalisation of gender-equality policies in Germany."⁸⁹³ The BMZ Gender Action Plan II 2016-2020 (BMZ GAP II), indeed, lists the EU GAP II and the EU Council Conclusions on Gender in Development of 2015 as overarching frame of reference for German activities.⁸⁹⁴ (I-4.3.1)

Yet, the EU GAP II seems to have had little operational influence on above described strategies and action plans⁸⁹⁵. The German Gender Action Plan II was published at around the same time than the EU GAP II, and has been devised in parallel so that no close links or specific cross-references were made.⁸⁹⁶ The BMZ GAP II Road Maps are also not using the same indicators as required by EU GAP II reporting.⁸⁹⁷ Concord Europe came to a similar conclusion when looking at the case study of Ghana: While Germany has played a constructive role in contributing to achieve the objectives of the EU GAP II, this has been mainly driven by German development policy and not necessarily by the EU frameworks.⁸⁹⁸ (I-4.3.1)

The documents reviewed do not explicitly refer to a particular value resulting from the Commission support or that have contributed to Germany's external action in the GEWE area. (I-4.3.2 to I-4.3.4)

For the GAP III, interviewees noted that a model in which an overarching European gender action plan can provide the umbrella for EU MS to base their own gender action plans on - taking into account their preferences and interests - could be a way forward. This could also help with streamlining reporting for the GAP III. Through such a system, the EU could incentivise all EU MS to be more ambitious, e.g., by including strong targets (such as a high percentage of programmes being marked with OECD Gender Marker 1 or 2).⁸⁹⁹ Interviewees also recommend establishing more clarity in a follow-up to GAP II what is expected from the EU Services and what from EU member states.

⁸⁹¹ Interviewees noted that during the past years, some meetings had been attended from the relevant BMZ gender desk (In 2016 and 2020 BMZ attended the EU MS meetings). The reason for not participating in all meetings has also partly been due to staff changes in the thematic gender desk within BMZ.

⁸⁹² Interview BMZ, December 2019.

⁸⁹³ <https://eige.europa.eu/gender-mainstreaming/countries/germany>

⁸⁹⁴ see BMZ GAP I, p.33 Annex I.

⁸⁹⁵ Interview BMZ, December 2019.

⁸⁹⁶ Interview at inception stage with BMZ. This aspect of parallel timelines in devising strategic plans at both EU and MS level was also noted as a further question for the evaluation cooperation between EU and EU MS: How can timelines be aligned in a way to allow for connections and links to be made?

⁸⁹⁷ Interview BMZ, July and December 2019.

⁸⁹⁸ Concord Europe (2018): Transforming Lives? EU Gender Action II – From implementation to Impact).

⁸⁹⁹ Interview BMZ, December 2019.

German officials interviewed also pointed out that during recent years it has become more difficult for the EU to present a unified and strong common voice on gender aspects at the international level, e.g., in UN processes. For the future, there is hope that a more common understanding can be developed at EU level so that the EU can remain a strong actor on gender equality.⁹⁰⁰ Interviewees see a role for the EU Commission both at this more political level as well as adding value through organising exchange on more operative aspects of mainstreaming gender in development cooperation.

17.2.5 Partnerships (EQ5)

17.2.5.1 Partnerships with global actors (JC5.2)

Key findings: Germany has developed strategic global partnerships with regard to GEWE in the past. It has used its presidencies or memberships to put various GEWE issues on the agenda in global fora such as the G7, G20 and the UN. It has further supported specific initiatives financially, yet an NGO report points out that this political commitment has not always translated into increased broader financial commitment or additional resources for gender equality.⁹⁰¹ Concrete partnerships have been established with UN Women and FemWise as part of the African Peace and Security Architecture of the African Union and Germany has made substantial financial commitments as part of the Women Entrepreneurs Financing Initiative (We-Fi).⁹⁰²

Germany has used its participation in processes at the global level to promote gender equality and women empowerment at several occasions. Examples include Germany's support for a separate SDG on gender equality as well as a mainstreaming approach through the entire SDG agenda and the promotion of gender equality and economic empowerment of women during recent G7 and G20⁹⁰³ presidencies. Germany's engagement at the global level is said to depend to a "great extent on the personal commitment of Chancellor Angela Merkel but has not been supported with increased commitment from BMZ" or additional resources.⁹⁰⁴ The AA has made the agenda on "Women, Peace and Security" a key priority of Germany's membership as non-permanent actor at the UN Security Council during 2019 and 2020.

In 2018, Germany chaired the Women, Peace and Security Focal Points Network in support of implementing UNSCR 1325.

Germany also supported an initiative of the African Union and UN WOMEN through the 'African Women Leaders Network', which aims to improve the political visibility of women, and has strengthened FemWise as part of its support to the African Peace and Security Architecture (APSA).⁹⁰⁵ Germany views the GenderNet at the OECD level as a good platform and engages with it.⁹⁰⁶

17.2.5.2 Partnerships with CSOs (JC5.3)

Key findings: Germany is working actively to involve CSOs in different aspects of GEWE work, both internally within Germany and at the global and national levels.

Civil society actors are regularly consulted in developing gender related strategies and action plans, specifically with regards to the implementation of UNSCR 1325 and their work is relevant with regards to accountability. German development cooperation further supports CSOs working on gender equality through project funding.

Civil society and research organisations are involved in implementing the BMZ GAP II and Road Maps. Civil society representatives have been involved in shaping and in implementing the National Action Plan 2017-2020 to implement UNSCR 1325. The Federal Government established a consultative group so to strengthen the involvement of civil society and to tap its expertise in developing implementation practices further. This consultative group includes civil society as well as ministry representatives and is part of an Inter-Ministerial Working Group. In 2018, the consultative group met twice and exchanged about the implementation of the Action Plan as well as held related strategic discussions. Moreover, two specific thematic exchanges took place in May and December 2018, on transitional justice and gender-sensitive conflict analysis, which included civil society actors. Other fora where the government has in the past entered into dialogue with civil society about UNSCR 1325 includes the conference series

⁹⁰⁰ Interview BMZ, December 2019.

⁹⁰¹ Plan International (2018), p.40.

⁹⁰² <https://we-fi.org/wp-content/uploads/2020/03/We-Fi-02-07-web.pdf>

⁹⁰³ The 2017 G20 Leaders' Declaration included women's economic and financial inclusion as well as education.

⁹⁰⁴ Plan International (2018), p.40.

⁹⁰⁵ Germany Contribution GAP II Reporting 2018, Capital Level, p.6-7.

⁹⁰⁶ Interview BMZ, December 2019.

“Forum Globale Fragen” (Forum for global questions organised by the AA) and the Round Table “Frauen in bewaffneten Konfliktsituationen” (Women in armed conflict situations)⁹⁰⁷

The **BMZ** established a thematic advisory team on gender (Gender Themen Team), consisting of representatives of civil society as a forum for exchange and discussion on the development policy on gender equality. The gender-working group of VENRO, a German CSO umbrella organisation, is a main partner in this regard.

At **partner country level** and through project funding, the German government addresses issues raised by local civil society and this includes aspects relevant for the Women, Peace and Security agenda and broader gender issues.⁹⁰⁸ (I-5.3.1) For instance, in the DR Congo, Germany funded a project to promote the establishment of community-based protection, which included Women Forums as partners. As noted above, Germany has supported the African Women Leaders Network of the African Union, which included civil society actors. One of the priority objectives of the BMZ GAP Road Map is to support civil society advocacy of women’s rights.⁹⁰⁹

In 2018, Germany chaired the **Women, Peace and Security Focal Points Network** meeting of which civil society institutions are a member. Gender equality and women’s rights are also supported through the human rights projects financed by the AA and the BMZ worldwide. German development policy is conscious of its responsibility to continue to support the work of civil society to protect male and female human rights. In many cases such projects are implemented by local non-governmental organisations. The AA also promotes the ‘integration of civil society organisations into political processes, especially in the area of mediation and reconciliation’.⁹¹⁰ The BMZ equally promotes numerous projects, which address issues raised by civil society and women’s organisations. GIZ and KfW – on behalf of the BMZ work closely together with local civil society organisations.

In the context of the Women, Peace and Security Agenda, Germany stepped up its cooperation with suitable civil society organisations in order to counter the shrinking space for civil society in many of its partner countries.⁹¹¹ The AA advocates against the restrictions of civil society and women’s rights organisations’ space at the bilateral and multilateral level. The National Action Plan (2017-2020) on Resolution 1325 took into account proposals from the civil society alliance ‘Bündnis 1325’⁹¹². The current elaboration of the NAP III 1325 builds on intensive consultations with civil society and civil society will have the opportunity to comment on the first draft (KI BMZ, August 2020). However, information on the extent to which women’s organisations participate in strategies on peace and security, e.g., in countering violent extremism does not seem to be readily available in Germany.⁹¹³

17.3 Annex

17.3.1 List of persons consulted

Organisation	Position
Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung, BMZ	Senior Policy Advisor - Gender and Inclusions of person with disabilities
Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung, BMZ	Senior Policy Advisor - Human Rights, Gender and Inclusions of person with disabilities

17.3.2 List of documents

- Auswärtiges Amt (undated): Action Plan of the Government of the Federal Republic of Germany on the
- BMZ (2011): Human Rights in German Development Policy. Strategy Paper.
- BMZ (2013): Guidelines on Incorporating Human Rights Standards and Principles, Including Gender, in Programme Proposals for Bilateral German Technical and Financial Cooperation. https://www.bmz.de/en/zentrales_downloadarchiv/themen_und_schwerpunkte/menschenrechte/Leitfaden_PV_2013_en.pdf.
- BMZ (2014): Gender Equality in German Development Policy – Cross-sectora strategy. BMZ Strategy Paper 2.

⁹⁰⁷ Die Bundesregierung (2010)

⁹⁰⁸ *ibid.* p.5.

⁹⁰⁹ Road Map 2018, Development Policy Action Plan on Gender Equality 2016-2020.

⁹¹⁰ Germany Contribution GAP II 2017 Reporting, Capital level, p.5.

⁹¹¹ Germany Contribution GAP II 2018 Reporting, Capital level, p.4.

⁹¹² Germany Contribution GAP II 2017 Reporting, Capital level, p.3.

⁹¹³ Germany Contribution GAP II 2017 Reporting, Capital level.

- https://www.bmz.de/en/publications/type_of_publication/strategies/Strategiepapier340_02_20_14.pdf.
- BMZ (2018): Implementation Report on the Roadmap 2016. Development Policy Action Plan on Gender equality 2016-2020. https://www.bmz.de/en/publications/topics/human_rights/Materilie340_gender_roadmap_2016.pdf
 - BMZ Strategy and Implementation documents as presented in section 3.3 table 1.
 - Concord Europe (2018): Transforming Lives? EU Gender Action II – From implementation to Impact. https://issuu.com/concordngo/docs/concord_gap_report_online_2018.
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 - Deutscher Bundestag (2019b) : Feministische Außenpolitik als Perspektive für Deutschland. Antwort der Bundesregierung auf die Kleine Anfrage der Abgeordneten Stefan Liebich, Cornelia Möhring, Kathrin Vogler, weiterer Abgeordneter und der Fraktion DIE LINKE. Drucksache 19/7587 19. <https://kleineanfragen.de/bundestag/19/7587-feministische-aussenpolitik-als-perspektive-fuer-deutschland.txt>.
 - EPLO (2013) : UNSCR 1325 in Europe – 20 case studies of implementation. http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/eplo-20-case-studies_en.pdf
 - Federal Government of Germany (2017) : Implementation Report on the Action Plan of the Federal Government on the Implementation of United Nations Security Council Resolution 1325 for the Period 2013 to 2016. <https://www.auswaertiges-amt.de/blob/610628/84763851e5cddfe0ca61acf9e25f2480/aktionsplan1325-umsetzungsbericht-2013-2016-engl-data.pdf>.
 - German Federal Foreign Office (undated): Women and gender equality. <https://www.auswaertiges-amt.de/en/aussenpolitik/themen/menschenrechte/05-frauen>.
 - GIZ (2012) : Gender pays off – Gender strategy. <https://www.giz.de/en/downloads/giz-gender-strategy-en-2012.pdf>.
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 - GIZ (2014): Gender pays off - Guidelines on designing a gender-sensitive results-based monitoring (RBM) system. <https://www.oecd.org/dac/gender-development/GIZ-guidelines-gender-sensitive-monitoring.pdf>.
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- Plan International (2018): Strengthening political participation of girls and young women. Girl's Report 2018. https://www.seekdevelopment.org/sites/default/files/news-pdfs/GNO_Girls_Report_2018.pdf
- Reporting submitted by Germany as part of the EU GAP II reporting exercise in the years 2017 and 2018.

17.3.3 Overview of BMZ gender related Strategy, Action Plans and Road Maps

Table 47 *BMZ Gender Equality in German Development Policy – Strategy, Action Plans and Road Maps*

Year(s)	Title	Kind
2014	BMZ Strategy : Gender Equality in German Development Policy	Policy Strategy
2009-2012	Action Plan I 2009-2012 (German)	Action Plan
2016-2020	Development Policy Action Plan on Gender Equality 2016-2020 Action Plan II	Action Plan
2019	Road Map 2019 (German)	Road Map
2018	Road Map 2018	Road Map
2017	Road Map 2017	Road Map
2016	Road Map 2016	Road Map
2016	Implementation Report Road Map 2016	Implementation Report
2017	Implementation Report Road Map 2017 (German)	Implementation Report
2017	Fünf Punkte Plan: Keine Gewalt gegen Frauen (German)	Strategy

17.3.4 German Action Plans and Reports in relation to UNSCR 1325

Table 48 *German Action Plans and Reports in relation to UNSCR 1325*

Year(s)	Title	Kind
2017-2020	Federal Action Plan to Implement UNSCR 1325	Action Plan
2016	Implementation Report on the Action Plan for UNSCR 1325 2013 to 2016	Implementation Report

Figure 16 Key thematic areas of the UNSCR1325 German Action Plan 2017-20

Schwerpunkte des Aktionsplans 2017–2020

Die Bundesregierung bekräftigt ihren Willen, die Resolution 1325 zu Frauen, Frieden und Sicherheit der Vereinten Nationen umzusetzen. Sie ist dazu nicht nur verpflichtet, sondern überzeugt, dass die Berücksichtigung der Belan-

ge von Frauen und Mädchen sowie die gleichberechtigte Teilhabe von Frauen an allen gesellschaftlichen Fragen zu nachhaltigerem Frieden und größerer Sicherheit beiträgt.

Der Aktionsplan 2017–2020 setzt sich aus folgenden fünf Schwerpunkten zusammen:

1. Die Geschlechterperspektive bei der Prävention von Konflikten, Krisen und Gewalt systematisch einbeziehen.
2. Die Mitwirkung von Frauen in allen Phasen und auf allen Ebenen der Prävention und Beilegung von Konflikten, der Stabilisierung, der Friedensbildung und des Wiederaufbaus sowie der Nachsorge und der Friedenskonsolidierung ausbauen und ihre Führungsrolle stärken.
3. Die Belange und Interessen von Frauen und Mädchen bei entwicklungs-, friedens- und sicherheitspolitischen sowie humanitären Maßnahmen analysieren und berücksichtigen.
4. Den Schutz vor sexualisierter und geschlechtsspezifischer Gewalt auf nationaler und internationaler Ebene verbessern sowie der Straflosigkeit von Tätern entgegenwirken.
5. Die Agenda „Frauen, Frieden, Sicherheit“ stärken und auf nationaler, regionaler und internationaler Ebene für sie werben.

Source: <https://www.auswaertiges-amt.de/blob/216940/dce24ab4dfc29f70fa088ed5363fc479/aktionsplan1325-2017-2020-data.pdf>; (p. 13)

Figure 17 Action Plan 2017-2020- Five gender focal points (Germany)

The Action Plan 2017 -2020 is made up of the following five focal points:

- I. Systematically integrating a gender perspective into the prevention of conflicts, crises and violence.
- II. Expanding the participation and strengthening the leadership role of women in all phases and at all levels of conflict prevention and resolution, stabilisation, peacebuilding and reconstruction as well as post-conflict rehabilitation and peacebuilding.
- III. Analysing and taking into account the concerns and interests of women and girls in development, peace, security policy and humanitarian measures.
- IV. Improving protection from sexual and gender-specific violence at the national and international level, and working against the impunity of perpetrators.
- V. Strengthening the Women, Peace and Security agenda and promoting it at the national, regional and international level.

Source: English version: <https://www.auswaertiges-amt.de/blob/286988/2462039ccaa1326a195da2e962048596/170111-aktionsplan-1325-data.pdf>

18 EU MS case study: Sweden

18.1 Introduction

18.1.1 Context

Sweden has a strong tradition of championing gender equality both internally as well as in external action. It has been a GEWE champion at the EU as well as at the global level. Gender equality is a responsibility of the entire government of Sweden. The Swedish Government is a feminist government, which entails that a gender perspective should be integrated throughout all policy areas, including in the budget process. In 2014, Sweden was the first country in the world to adopt a Feminist Foreign Policy. This means that a gender perspective is integrated in all foreign policy, including trade and development policy. Gender equality is a part of Sweden's Policy Framework for development cooperation and humanitarian assistance and has been a thematic priority for Sida since 2007. The Feminist Foreign Policy covers three main areas: Foreign and Security Policy, Development Cooperation and Trade and Promotion Policy. Key actors include the Ministry of Foreign Affairs and its different divisions, as well as Sweden's embassies and representations, *inter alia*, abroad. A number of government agencies also support implementation in the different geographic and policy areas. Sida, the Swedish International Development Cooperation Agency, implements development cooperation on behalf of the Swedish government. Internationally, Sida staff is integrated at embassies and are formally employed by the government. A number of other agencies and institutions support the Swedish agenda on gender equality and are mentioned below as relevant.

Sweden has played an instrumental role in supporting a progressive gender agenda at EU level and in devising ambitious **EU Gender Action Plans**. Its own strategies and action plans seemed to have developed prior and in parallel to EU plans and while in line with EU commitments, they do not include a strong operational link to the EU GAP II, e.g., regarding reporting or indicators.

18.1.2 Focus of the case study

This case study specifically focusses on the following two main dimensions: i) the overall GEWE policy and institutional framework in place in Sweden and its linkages with the one of the EU (EQ1 and EQ4) and ii) the institutional culture shift implemented since 2014 in relation to the transversal objectives set out in GAP II (EQ2, EQ3 and EQ5).

18.2 Main findings

Key finding: The major key finding of this case study is that Sweden, particularly through its international development cooperation work, has provided solid models and sets of good practices that the EU can follow to strengthen its own approach to integrating gender equality into its external actions.

18.2.1 Policy and strategic framework (EQ1)

18.2.1.1 Internal and external consistency of the policy and strategic framework (JC1.1)

Key findings: Overall Sweden's policy and strategic framework related to its external action support to GEWE have been quite consistent both internally and externally over time. In the area of trade and finance this has been the case to a lesser degree but the Government of Sweden (GoS) is actively seeking to apply a gender lens to its trade promotion actions through its new policy. The adoption of a feminist foreign policy has played into this and has also had a general influence on the Foreign Service's overall gender mainstreaming and prioritization of gender equality.

Sweden has been instrumental in supporting a progressive gender agenda at EU level and in drawing up the **EU Gender Action Plan I and II**. Its handbook on the feminist foreign policy notes that the EU GAP II focus on institutional cultural change, that emphasizes leadership, accountability and resources, is fully in line with Sweden's approach to gender equality.⁹¹⁴

During the past decades Sweden has implemented a progressive agenda on gender equality. In 1979, the Government of Sweden (GoS) introduced the **Swedish Gender Equality Act** and a movement for including gender issues in the Swedish policy agenda emerged. In the 1990s⁹¹⁵, gender mainstreaming was introduced as a working method, and since 2006 the overarching goal of Sweden's gender equality policy is that "*women and men shall have the same power to shape society and their own lives*". In 2016,

⁹¹⁴ Handbook Feminist Foreign Policy, p.62.

⁹¹⁵ SIDA already introduced gender mainstreaming during the 1980s.

the Government issued the Communication '**Power, goals and agency – a feminist policy for a gender-equal future**'. It presents Sweden's focus areas on gender equality, mechanisms for implementation and a ten-year national strategy to prevent and combat men's violence against women including a monitoring system.⁹¹⁶

The strong focus on gender equality domestically has been translated to Sweden's external action. Concerning external action specifically, Sweden was the first country in the world to put a **feminist foreign policy** in place. This policy was launched in 2014. It systematically applies gender equality throughout Sweden's foreign policy agenda by taking three 'Rs' (rights⁹¹⁷, representation⁹¹⁸ and resources⁹¹⁹) as a starting point.⁹²⁰ In recent years, Sweden's gender mainstreaming approach overall has intensified and led to adoption of a focus on gender equality in the national government budget. The GoS published a handbook summarizing the lessons learned from the first four years of Sweden's experience, with the feminist foreign policy as well as selected methods and examples for inspiration in 2018.⁹²¹

To implement its feminist foreign policy, the GoS drafts an **Action Plan**, which is updated annually. The 2015- 2018 Action Plan had six long-term external objectives for all women and girls, which are maintained by the current Action Plan (2019-2022)⁹²² :

- Full enjoyment of human rights,
- Freedom from physical, psychological and sexual violence,
- Participation in preventing and resolving conflicts, and post-conflict peacebuilding,
- Political participation and influence in all areas of society,
- Economic rights and empowerment and,
- Sexual and reproductive health and rights (SRHR).

The Action Plan is also included in the regular operational plan of the Swedish Foreign Service. This ensures that its objectives are monitored within the regular planning and follow-up processes on an annual basis. In addition, the Swedish Ministry of Foreign Affairs' rules of procedure delineate the responsibility of all managers to integrate gender equality in their decision-making and resource allocation.⁹²³ The Action Plan aims to support norm change on all areas of foreign policy, for which communication strategies and cultural cooperation are important mechanisms, but where many other tools are mentioned in the action plan and handbook.

The three main policy areas of Swedish foreign policy, namely foreign and security policy, development cooperation and trade and promotion policy include sub-goals in each respective area of responsibility to support implementation of the feminist foreign policy. The key gender equality issues and/or processes in which each of the three policy areas is focusing are summarized in the table below.

⁹¹⁶ While focusing also on activities and impact within Sweden, the feminist national policy strategy's objectives are valid for the whole government, including foreign relations. Its four objectives are (i) Increased and effective efforts to prevent violence; (ii) improved detection of violence and stronger protection of and support to women and children subjected to violence; (iii) more effective law enforcement, and (iv) improved knowledge and methodological development.

<https://www.regeringen.se/49c517/globalassets/government/dokument/socialdepartementet/summary-of-the-government-communication-power-goals-and-agency--a-feminist-policy.pdf>

⁹¹⁷ "The Swedish Foreign Service shall promote all women's and girls' full enjoyment of human rights, including by combating all forms of violence and discrimination that restrict their freedom of action." (p.13, Handbook).

⁹¹⁸ The Swedish Foreign Service shall promote women's participation and influence in decision-making processes at all levels and in all areas, and shall seek dialogue with women representatives at all levels, including civil society." (p.13, *ibid.*).

⁹¹⁹ The Swedish Foreign Service shall promote women's participation and influence in decision-making processes at all levels and in all areas, and shall seek dialogue with women representatives at all levels, including civil society." (p.13, *ibid.*).

⁹²⁰ A fourth R, "reality", underlines the importance of reality checks and analysis.

⁹²¹ Government of Sweden (2018): Handbook – Sweden's feminist foreign policy, https://www.government.se/49deb7/contentassets/fc115607a4ad4bca913cd8d11c2339dc/handbook-swedens-feminist-foreign-policy_eng.pdf

⁹²² <https://www.government.se/information-material/2018/03/swedish-foreign-service-action-plan-for-feminist-foreign-policy-20192022-including-indicative-measures-for-2019/>

⁹²³ See The Government Offices' regulations and rules of procedure for the Ministry for Foreign Affairs (2017).

Table 49 Key gender equality issues in key Swedish foreign policy areas

Foreign Policy Area	Key Gender Equality Related Actions and Approaches
Foreign and Security Policy	<p>As noted, the Action Plan for Sweden's Foreign Service puts strong attention to gender throughout all activities.</p> <p>The GoS sees the United Nations Security Resolution (UNSCR) 1325 on Women, Peace and Security (UNSCR 1325) as a tool to achieve peace and security that is sustainable, representative and inclusive. It is one of the cornerstones of Sweden's feminist foreign policy. In keeping with UNSCR 1325 commitments Sweden has had a National Action Plan (NAP) in place since 2006. The current NAP is the third of its kind and was published in 2016. It covers the work of three ministries and eleven agencies for the period 2016-2020.⁹²⁴</p>
Development cooperation	<p>International development cooperation is the area of Swedish foreign policy that first integrated a clear gender equality perspective. Gender equality has been a specific thematic priority for Sida since 2007⁹²⁵, although it has been well integrated in development cooperation earlier. Gender equality targets/components are integrated into most of Sweden's bilateral, regional and global/thematic strategies for development cooperation and humanitarian assistance. The government adopted a new thematic strategy for Global Gender Equality and Women's and Girls' Rights 2018-2022⁹²⁶ which complements the other strategies. Sida has also in addition adopted a specific Plan for gender mainstreaming (2015-2018)⁹²⁷. A new plan was adopted in October 2020 covering 2021-2022.</p> <p>Sida has produced gender related Guidelines and Action Plans to support Sida's work against gender-based violence (2008-2010)⁹²⁸; a Manual for Gender Equality in Practice (2009)⁹²⁹ and a Gender toolbox with examples and guidelines on how to integrate gender in various sectors.⁹³⁰ Sweden also initiated the first ever evaluation of the effectiveness of policy dialogue as an instrument of development cooperation – using gender equality as a case study.⁹³¹ Gender equality features in several Sida strategies (e.g., in areas of women's and girls human rights, women's economic and political participation, sexual and reproductive health and rights, etc.).⁹³²</p> <p>The Policy Framework for Swedish Development Cooperation and Humanitarian Assistance (adopted in 2016⁹³³) also includes gender equality as thematic focus area.</p>
Trade and promotion policy	<p>Sweden advocates for gender equality to be integrated into free trade agreements both at the level of the WTO as well as in European trade policies.</p> <p>Sweden also pursues a feminist trade policy⁹³⁴ and aims to influence global actors in trade and finance to include gender equality objectives. It is doing this in a global environment, which has only recently started to consider gender equality within a trade context, and as such is one of the global leaders in pursuing this gender-inclusive approach to trade. The thematic areas of trade and finance are relatively newer areas for the Government of Sweden (GoS) to focus its strategic gender-mainstreaming efforts. It is now actively seeking to apply a gender lens to its trade promotion policy through a new strategy.</p>

Source: Author's analysis based on cited documentation.

⁹²⁴ <https://www.government.se/contentassets/8ae23198463f49269e25a14d4d14b9bc/women-peace-and-security-eng.pdf>

⁹²⁵ Policy Framework for Swedish Development Cooperation and Humanitarian Assistance, Reference no; ID 2016/17:60.

⁹²⁶ The strategy supports global catalytical and innovative efforts and includes 7 goals: (1) Enhanced global and regional conditions to implement and strengthen the global normative framework for gender equality, (2) Enhanced global and regional conditions to counteract discrimination and gender-stereotypical norms and attitudes, (3) Enhanced global and regional capacity to combat all forms of gender-based violence and harmful practices, (4) Enhanced conditions for women's rights organisations, feminist movements and woman human rights defenders, (5) Increased safety and security for actors and organisations that promote gender equality, (6) increased access to and use of sex-disaggregated data and gender equality research, (7) enhanced methods and capacity development for gender equality efforts. <https://www.government.se/country-and-regional-strategies/2018/11/strategy-for-swedens-development-cooperation-for-global-gender-equality-and-womens-and-girls-rights-2018-2022/>

⁹²⁷ The plan has been extended to 2019.

⁹²⁸ https://www.SIDA.se/contentassets/b7c778a855dc4e92a5a9da1bebc48b0a/action-plan-for-SIDAs-work-against-gender-based-violence-2008-2010_680.pdf

⁹²⁹ https://www.SIDA.se/contentassets/0c376ea02bfa471aa57caefbc5d2d12f/gender-equality-in-practice_298.pdf

⁹³⁰ <https://www.SIDA.se/English/partners/methods-materials/gender-tool-box/>

⁹³¹ <https://www.SIDA.se/contentassets/2cc79ae3539040f5aec165812b9021f4/15933.pdf>

⁹³² See SIDA policy Portfolio Gender 2018.

⁹³³ https://www.government.se/49a184/contentassets/43972c7f81c34d51a82e6a7502860895/skr-60-engelsk-version_web.pdf

⁹³⁴ <https://www.government.se/4af8f8/contentassets/34acefd857de4032ad103f932866e7bb/feminist-trade-policy.pdf>

As with the other EU MS, in official policy documents and guidelines, Sweden bases its commitment on gender on international **UN Conventions** (e.g., the Convention on the Elimination of All Forms of Discrimination against Women), the UN World Conference on Women in Beijing, UNSCR 1325, the SDGs as well as the EU Gender Action Plan II (2016-2020), amongst others.

18.2.2 Leadership and accountability (EQ2)

18.2.2.1 Leadership (JC2.1)

Key findings: The GoS has a clear system of incentives in place to encourage its mid-level and senior managers to address gender equality within their areas of responsibility. This is particularly evident at the senior management level where managers of both sexes are expected to serve as gender champions in the areas they can influence. The GoS has also been successful in working towards gender parity between women and men working in decision-making positions. Together these actions demonstrate an institutional commitment to improving leadership on GEWE.

The Swedish Foreign Service's focus on putting gender mainstreaming and the feminist foreign policy into practice has partly been underpinned by "*staffing policy, control and operational support*".⁹³⁵ As an example, the Ministry for Foreign Affairs has reviewed its **entire staffing chain**, from recruitment to appointing managers and measures to enhance the number of women applicants for management positions introduced.

Four components have helped establish the roll-out and impact of the feminist foreign policy in the first years (I-2.1.1):

7. **Leadership** for the policy exists at highest level of the government. Although staff at all levels of the Foreign Service are responsible for implementation, top-level commitment and management has been essential.
8. The GoS strengthened **ownership** throughout the entire Swedish Foreign Service by providing opportunities for its personnel to share views on implementing the feminist foreign policy. The ideas gathered were integrated in the policy's first Action Plan. Today there are still on-going consultations, including with civil society, academia and industry – both at national and international levels.
9. The GoS also strengthened gender mainstreaming in its **guidance, planning and monitoring**.⁹³⁶
10. The GoS established **support** in the form of coordination teams and positions.

The Swedish government has created special positions to support the implementation of the Feminist Foreign Policy. It has appointed a Swedish **Ambassador for Gender Equality and Coordinator of the Feminist Foreign Policy** to coordinate and give priority to the work on gender. The Ambassador is supported by a coordination team responsible for policy development, overall operational planning, strategic communication and skills development.⁹³⁷ In addition, each department and foreign mission appoints a focal point for the feminist foreign policy, who receive support from the coordination team. An external actor group also meets once per semester to discuss the Feminist Foreign Policy.⁹³⁸ (I-2.1.2)

Sweden does not follow formally a 'Gender Champions' approach. Given the fact that the government follows a feminist foreign policy and that gender equality is a top priority all senior government officials are supposed to champion gender equality. There is a similar expectation within Sida, where "management ownership of gender equality is strong and systematically performed". At the senior level Sida's Director General appoints a dedicated senior person who acts as Sida's Lead Policy Specialist/gender representative and communicates externally on gender equality. The Lead Policy Specialist coordinates a gender equality hub of gender equality advisors at Sida headquarters (HQ) that meet twice a month; and a wider network of gender focal points placed at Sida HQ and in the Swedish Embassies that has webinars six to eight times a year. The Government officials describe the political leadership on gender in Swedish external action as 'very present'.⁹³⁹ (I-2.1.1./I-2.1.2)

Compared to other EU Member States, the institutional culture in Sweden appears to be explicitly favourable to the systematic integration of gender equality concerns and the implementation of gender equality in international cooperation and foreign policy faces less resistance. The high level of leadership is also created by allowing ownership to develop. For instance, the wide consultations held to as a part

⁹³⁵ Handbook Feminist Foreign Policy, op. cit, p.31.

⁹³⁶ Handbook Feminist Foreign Policy, p.37.

⁹³⁷ The coordination team is also instrumental in drawing up the annual Action Plans for Sweden's feminist foreign policy.

⁹³⁸ Sweden 2017 GAP Reporting.

⁹³⁹ Interview Government Officials, November 2019.

of the development of Sweden's Feminist Foreign Policy Action Plan contributed to a further strengthening of a gender-equal culture. This culture is important as it values the integration of gender in tasks performed by MFA and Sida staff.⁹⁴⁰ It is clear that each head of department in the Foreign Ministry is responsible for gender equality in the entire department's portfolio. (I-2.1.1) Within Sida, beyond formal structures and incentives, the evaluation of the implementation of Sida's Action Plan on gender equality (2016-2018) found that "*there is generally a high level of **commitment to gender equality among Sida staff***"⁹⁴¹, yet that there were also no further improvements in this regard during the period of the Action Plan at the time of the evaluation. It is however worth noting that a Gender Equality Plan (2021-2023) was approved in October 2020 (I-2.1.1)

There seems to be a good level of **women's participation in decision-making positions** in Swedish foreign policy. In 2017, the ratio of women to men in the position of Heads of mission was 40%.⁹⁴² According to interviewees, this ratio is almost 50% today. At headquarters there is also almost a 50:50 ratio between men and women in Heads of Department positions.⁹⁴³ (I-2.1.3)

Given that there is clear responsibility for lead staff in embassies and at headquarters, there are clear expectations that the overall objectives on gender equality are integrated into the strategies and work plans of embassies (at country-level) and units/departments at headquarters. Incentives are also created through a culture that views advancing gender equality as a Swedish objective of which to be proud. There is political support for advancing gender equality.⁹⁴⁴(I-2.1.1)

18.2.2.2 Technical expertise (JC2.2)

Key findings: The GoS, particularly within the MFA, as well as Sida have developed a strong capacity and set of resources and guidance to assist its personnel work to achieve increased GEWE within their areas of responsibility. It provides relevant training for personnel but does not expect them to become instant gender experts and therefore also backs up this training and guidance with access to specialized expertise.

As mentioned under JC21, the Swedish government has created special positions to support the implementation of the Feminist Foreign Policy. It has appointed a Swedish Ambassador for Gender Equality and Coordinator of the Feminist Foreign Policy to coordinate and give priority to the work on gender. The Ambassador is supported by a coordination team responsible for policy development, overall operational planning, strategic communication and skills development. In addition, each MFA department and foreign mission appoints a **focal point** for the feminist foreign policy, which receives support from the coordination team. These positions provide dedicated technical expertise and provide support to other units and embassies in the field (I-2.2.1)

At the Swedish Ministry of Employment, a **division for Gender Equality** exists which supports gender mainstreaming in all ministries and is in regular exchange with the MFA coordination team. In January 2018, the Swedish Government established the **Swedish Gender Equality Agency** which has the task of contributing "*towards effective, structured and cohesive implementation of gender equality policy*" across all government ministries and agencies.⁹⁴⁵ (I-2.2.1)

Each area of Sweden's foreign policy has its own specific processes to support gender mainstreaming. In the peace and security area, for example, financing and seconding Swedish experts as well as training Swedish and international actors is part of this approach. The Swedish government notes that eleven government agencies actively work on the implementation of the WPS agenda and the Swedish NAP for UNSCR 1325. All have their own expertise and capacity as well as conduct competence development for training. Examples include Sida, the Folke Bernadotte Academy, the Swedish government agency for peace, security and development and the Swedish Defence University amongst others.⁹⁴⁶ **Sida** and the **Folke Bernadotte Academy** are also part of the Gender Mainstreaming in Government Agencies (JiM) programme. (I-2.2.1/I-2.2.2)

There are motivational rewards for integrating gender aspects in foreign policy as part of the Feminist Foreign Policy system⁹⁴⁷, *inter alia* in the form of recognition from the Ambassador for Gender Equality and publication of good examples at Swemfa.se.

⁹⁴⁰ Interview Government Officials, November 2019.

⁹⁴¹ https://openaid.se/app/uploads/2019/05/EBA_2018_07_Jamstaldhetsintegrering.pdf (p.61).

⁹⁴² Sweden EU GAP II Reporting Capital, 2017, p. 7.

⁹⁴³ Interview MFA, November 2019.

⁹⁴⁴ Interview MFA, November 2019.

⁹⁴⁵ Handbook feminist foreign policy, p. 17.

⁹⁴⁶ Sweden EU GAP II Reporting Capital, 2017, p.10.

⁹⁴⁷ Sweden EU GAP II Reporting Capital, 2017, p.9.

The Swedish MFA has provided general **training to staff on gender mainstreaming** including on Women, Peace and Security.⁹⁴⁸ The Action Plan for the feminist foreign policy provides related guidance (e.g., through above-noted handbook). Internal **e-training**, as well as fact sheets, brochures, articles, presentations and examples of good practices are pooled on a webpage dedicated to the feminist foreign policy. The e-training has been translated to be accessible to all locally employed staff. Managers have also been able to participate in a special Gender Coach programme on leadership in gender equality work. A summary of the working methods within the Swedish Foreign Service is included in the Annex. Training on specific gender aspects, such as the WPS agenda and UNSCR 1325 has been held in-house and offered by the Swedish agency for peace, security and development (FBA). Trainings gear at empowering leaders to integrate gender issues and help with direct application of gender equality integration.⁹⁴⁹ In embassies, staff has a mandate to take time for e-learning in order to be able to deploy a gender perspective to various topics. Local staff can play a key role in sharing local knowledge.⁹⁵⁰ (I-2.2.2)

In the area of trade, Sweden has cooperated with UNCTAD and financed a **Trade and Gender Toolbox**, which aims to help governments, officials and other actors to assess the effects of trade policy on gender equality.⁹⁵¹ This toolbox is one of the first of its kind related to gender and trade. (I-2.2.2)

Sida integrates gender expertise into its ordinary structures. **Dedicated support functions** exist in the form of two senior policy specialists on gender, gender equality focal points (both at headquarter and in country), five gender equality advisors at headquarters, a gender equality hub and a gender equality network.⁹⁵² This network of individuals at technical level, together with strong and clear leadership, has over the years contributed to a strong culture of gender equality.⁹⁵³ Through a restructuring in Sida in 2014, the gender advisors have been spread throughout the organisation.⁹⁵⁴ It has a network of approximately 50 programme managers that work with gender equality at different levels.⁹⁵⁵ In addition, **external support functions** have been contracted in the form of a **helpdesk** for gender equality. The desk has links with academia so that external senior expertise on gender issues can be consulted. A regional help desk for Asia also exists. The helpdesk allows specifically those embassies with more limited gender capacity to procure expertise for short-term and rapid assignments (e.g., to support gender analysis). For longer-term assignments Sida utilises a framework contract. These services are funded by Sida HQ and at the service of embassy staff.⁹⁵⁶ Sida staff in embassies may also procure gender experts at national level. (I-2.2.1/I-2.2.2)

Some departments and units in Sida have developed – on their own initiative - gender equality plans in their thematic areas.⁹⁵⁷ This is, however, not mandatory.⁹⁵⁸ In addition gender advisors are placed in geographic departments of Sida. (I-2.2.4)

Sida also provides **gender training**⁹⁵⁹ through targeted workshops and seminars as part of its knowledge management system. Such training is also open to partners (NGOs, implementing agencies) at country-level.⁹⁶⁰ It has also published briefs and tools through a **Gender Tool Box**.⁹⁶¹ Training efforts have been valued by staff in embassies⁹⁶², yet it seems that training needs have not always been met and not all staff members in the field and at headquarters have received gender training in the past.⁹⁶³ The toolbox existed before the 2016 Action Plan and while the content has been assessed as useful, its

⁹⁴⁸ There are a number of authorities and government agencies working on the implementation of the NAP on UNSCR1325 and thus.

⁹⁴⁹ Sweden GAP II 2017 Reporting.

⁹⁵⁰ Interview MFA, November 2019.

⁹⁵¹ <https://unctad.org/en/Pages/DITC/Gender-and-Trade.aspx>

⁹⁵² Each embassy has a gender focal point who is part of this network. These are often local staff. For more details of their roles see: https://openaid.se/app/uploads/2019/05/EBA_2018_07_Jämställdhetsintegrering.pdf (p. 42).

⁹⁵³ Interview SIDA, December 2019.

⁹⁵⁴ Interview SIDA, December 2019.

⁹⁵⁵ Sweden EU GAP II Reporting 2017.

⁹⁵⁶ Interview SIDA, December 2019.

⁹⁵⁷ For example, the Africa Department: "Beslut, Afrikaavdelningens handlingsplan för jämställdhet 2016–2018"

⁹⁵⁸ For instance, the Africa Department has developed Terms of References for Gender Focal points in African embassies.

⁹⁵⁹ For more detail on the training provided by SIDA see https://openaid.se/app/uploads/2019/05/EBA_2018_07_Jämställdhetsintegrering.pdf (p.48).

⁹⁶⁰ Interview SIDA, December 2019.

⁹⁶¹ The toolbox is publicly available at <https://www.SIDA.se/gendertoolbox> and includes guidelines such as "Gender mainstreaming", "Gender Analysis", "Gender in Research Cooperation", as well as briefs on gender in specific thematic sectors.

⁹⁶² Interview SIDA, December 2019.

⁹⁶³ https://openaid.se/app/uploads/2019/05/EBA_2018_07_Jämställdhetsintegrering.pdf

use is voluntary.⁹⁶⁴ The Gender toolbox is seen as very useful.⁹⁶⁵ The evaluation of Sida's Action Plan for gender equality criticized that Sida's institutional infrastructure placed few **formal requirements on staff** members and that gender integration "*is often uneven and dependent on the commitment and competence of individual staff members [...] In combination with the decentralized structure of Sida at large, this has led to an uneven implementation [...] in terms of substance and level of ambition.*"⁹⁶⁶ The gender policy specialists in Sida's policy support unit thus worked more strongly on achieving higher quality in the way the OECD DAC gender markers are being utilised and how gender analysis is conducted and used as basis for programmes.⁹⁶⁷ (I-2.2.2/I-2.2.3)

18.2.2.3 Accountability/reporting (JC2.3)

Key findings: The GoS reports on gender equality results through its annual reporting processes and prepares specific reports on specific aspects such as women, peace and security.

Concerning Sweden's **Feminist Foreign Policy**, the Action plan and the annual reporting on its result is integrated into the management steering mechanisms. When embassies report on their work in the regular process they both do it by preparing targeted reports on gender equality but also, increasingly, integrate a gender perspective in all their reporting. Gender equality is integrated in working orders, templates for procedures and other relevant foreign policy processes. As such, follow-up and internal reporting also takes place through the common reporting channels for gender equality and are not separate from general reporting on foreign policy activities. However, in addition, there has been dedicated follow-up and reporting on the Feminist Foreign Policy as such (3-4year follow-ups) and the GoS has recently submitted a communication to Parliament.⁹⁶⁸

The GoS has also established a reference group to draw up and implement Sweden's National Action Plan for **Women, Peace and Security** in support of UNSCR 1325. Monitoring and reporting for this NAP takes place in the context of regular operational work and it is the responsibility of all managers, foreign missions, government agencies and educational establishments to integrate the National Action Plan for Women, Peace and Security into their strategic and operative work.⁹⁶⁹ The Ministry of Foreign Affairs convenes meetings twice a year with mandatory attendance for the ministries and government agencies covered by the NAP to review progress and exchange experience.⁹⁷⁰ An annual report reviews NAP implementation and, a midterm review process is in place to facilitate effective implementation. An external evaluation is planned for 2020 and feed into the next Action Plan on women, peace and security.

The **Ministry for Foreign Affairs' Communication department** also supports the **feminist foreign policy implementation** and is playing an important role in changing institutional cultures and having a normative impact both within Sweden and abroad. Diverse communications modes such as information, materials, social media and other communications products are a cornerstone of this strategy. Examples of communication and support tools are:

- A digital theme website on the feminist foreign policy, which pools all support tools and guidelines.
- The platform www.swemfa.se, where one can find articles and blogs about feminist foreign policy.

Sida annually reports on its development cooperation activities to the government. Its annual report includes two specific chapters on gender equality – one chapter is on gender equality in development cooperation and the other is on gender mainstreaming (e.g. how Sida promotes gender mainstreaming in development cooperation and internally). Sida monitors the implementation of its gender mainstreaming action plan through indicators.⁹⁷¹ Sida reports annually on gender equality as a thematic priority, and contributes to the thematic report on EU cooperation in development cooperation. Spot checks are carried out occasionally to assess progress in specific areas, e.g., Sida's support to women's right organisations or how monitoring and reporting systems (internal and external) for gender mainstreaming, such as the OECD Gender Equality Policy Marker, are being used. As noted above, the use of the OECD DAC gender marker has in the past not in all cases been used based on quality data and analysis – an aspect that has been improved as the tagging of this marker is now quality checked.

⁹⁶⁴ Ibid., p. 50.

⁹⁶⁵ Interview SIDA, December 2019.

⁹⁶⁶ Ibid., (p.9).

⁹⁶⁷ Interview SIDA, December 2019.

⁹⁶⁸ Officially available in Swedish.

⁹⁶⁹ <https://www.government.se/contentassets/8ae23198463f49269e25a14d4d14b9bc/women-peace-and-security-eng.pdf>

⁹⁷⁰ See <https://www.government.se/contentassets/8ae23198463f49269e25a14d4d14b9bc/women-peace-and-security-eng.pdf>

⁹⁷¹ Sweden GAP II Reporting 2017, p.9.

A weakness in the past has been that the Action Plan on Gender was not been linked to Sida's general programming and reporting. The new Gender Action Plan (2021-2022) will be linked to the formal reporting process, aiming to ensure that implementation of and reporting on the Gender Action Plan will be included in the normal programming cycle of Sida. Sweden's government agencies and authorities report to the Gender Equality Agency on the implementation of gender mainstreaming plans.⁹⁷² (I-2.3.1/I-2.3.3).

18.2.3 Gender mainstreaming (EQ3)

18.2.3.1 Gender analysis (JC3.1)

Key findings: Members of the Swedish Foreign Service are required to base their work on valid gender analyses and data in order to support the objectives of Sweden's Feminist Foreign Policy. Sida personnel are also mandated to conduct gender analyses as part of programme designs, though this is not yet done across the board and internal research has shown that the quality of gender analysis diverged in the past. Moreover, at times gaps exist due to unavailable data at the level of programmes in partner countries. The GoS/Sida is currently expanding trainings and monitoring to enhance the quality of gender mainstreaming in internal processes. Nevertheless, a body of evidence that the GoS has generated through its gender analysis work can provide useful information also for other EU member states and the European Commission.

Sweden's Feminist Foreign Policy demands for gender equality perspective and analysis to be an integral part of policy-making and decisions as well as budgeting. An important focus of Sweden's approach to gender is on knowledge and data. In line with this, staff members of the Swedish Foreign Service are required to base their work on valid analyses and data and have also been engaged in internal quality assurance processes, partly by using a 360 method linked to the six long-term objectives of the Feminist Foreign Policy Action Plan.

The national strategy to prevent and combat men's violence against women also includes an emphasis on supporting work on research and data collection. The 2016 Government Communication 'Power, goals and agency – a feminist policy for a gender-equal future' states that the government is "*preparing a proposal to introduce a requirement that all agencies that present individual-based **statistics** in their annual reports should present this data disaggregated by sex.*"⁹⁷³ (I-3.1.2).

Sida carries out a '**gender equality**' analysis as a mandatory⁹⁷⁴ basis for programmes in each context. However, this gender analysis process is not yet conducted evenly for all interventions. Sida's 2017 Annual Report (A year in review 2017⁹⁷⁵) includes a stand alone chapter on Gender Equality as part of its monitoring and reporting on gender related work. The use of the OECD DAC gender marker is another system that necessitates gender analyses. As noted above, the quality of gender analysis has diverged in the past. (I-3.1.1) As a result of the Agenda 2030, gender equality was recognized as an even stronger precondition for poverty eradication and sustainable development and essential for "leave no one behind". Gender equality is integrated into Sida's Multi-Dimensional Poverty Analysis (MDPA).⁹⁷⁶ The MDPA is not a gender-focussed tool but rather demonstrates how key categories of analysis related to gender equality can be integrated into country based or regional poverty analysis.⁹⁷⁷ Sida aims to enhance the quality of gender mainstreaming in internal processes based on recommendations of past evaluations – mainly through increased follow-up, training and monitoring.

Sweden's strategy for development cooperation for global gender equality and women's and girls' rights includes among its goals the intention that its activities contribute to increased access to and use of sex-disaggregated data and gender equality research. At the level of programmes in partner countries such data does not seem to be always available at country level.

18.2.3.2 Mainstreaming in spending actions (JC3.2)

Key findings: GoS budget decisions are in part informed and influenced by gender sensitive budgeting principles and processes. However, this is not a guarantee that adequate resources will be mainstreamed in spending actions, particularly those that are not specifically targeted to address

⁹⁷² Sweden GAP II Reporting 2017, p.7.

⁹⁷³ <https://www.regeringen.se/49c517/globalassets/government/dokument/socialdepartementet/summary-of-the-government-communication-power-goals-and-agency--a-feminist-policy.pdf> (p. 2).

⁹⁷⁴ Other sources note that a gender analysis is required to comply with the policy and the mandates of missions and is thus strongly recommended to carry out these mandates.

⁹⁷⁵ https://www.SIDA.se/contentassets/f6334f0d4dd94548bdd6c79c9253a020/the_year_in_review-SIDAs_activities_in_2017_webb.pdf

⁹⁷⁶ <https://www.SIDA.se/English/partners/methods-materials/poverty-toolbox/>

⁹⁷⁷ Interview SIDA December 2019.

GEWE. Since the quality of mainstreaming in non-targeted interventions (Gender Marker 1) has differed in the past, Sida in particular has increased efforts to improve the mainstreaming on GEWE within non-targeted actions.

Sida defines gender mainstreaming as “*the process of assessing the implications for women and men of any planned action, policy or program, in all areas and at all levels before any decisions are made and throughout the whole process.*” It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs, so that both women and men benefit and that inequality is not perpetuated.⁹⁷⁸

Sida’s model for gender mainstreaming includes three steps:

11. Gender analysis: Any development cooperation must begin by analyzing gender equality in the given context and identify issues/gaps that need to be addressed.
12. Identify how: Based on the gender analysis, Sida must identify relevant areas for collaboration, the approach to use and how to reach the expected results.
13. Implement through three main approaches (utilising them separately or in combination):
 - o Integration of gender equality in interventions in general (such as in environmental and climate change programs)
 - o Targeting specific groups or issues through special interventions
 - o Dialogue with partners on gender sensitive issues and aspects

Sida’s programmes targeting or mainstreaming gender are in line with the OECDs gender markers (Principal objective GM2; significant objective GM1). Moreover, the quality check is strong (spot checks, help desk, gender advisor). The central gender support team works more closely with countries as some years ago and local gender experts provide support to programming documents. (I-3.2.1)

Sida’s work on gender equality is broad, and covers several aspects of the EU GAP II. Sida has, over the year, strengthened its level of interventions, which have gender equality as a principal objective. In 2015, 17% of Sida’s portfolio had gender equality as a primary objective. By the end of 2018, this share has increased to 22% - the highest level among OECD DAC countries. In the same period the proportion of support where gender equality is a secondary objective (Gender Marker 1) decreased from 73% to 66%.⁹⁷⁹ (I-3.2.2)

During the past years in the implementation of Sida’s Gender Action Plan, a number of achievements have been noted, in particular the increase in the number of gender-targeted programmes. The quality of mainstreaming in non-targeted interventions (i.e., those marked with Gender Marker 1) has differed depending on the sector and intervention. This has led to renewed efforts during the past year to target training on the gender marker; and gender analysis, as well as to increase the frequency through quality assurance support and since 2019 all new contributions are screened against the Gender marker.⁹⁸⁰ Moreover, the integration of a gender perspective varies between thematic areas. In the past it has been particularly strong in the social sectors, and in the democracy and the human rights sector. Work has thus been stepped up to increase gender focus also in programmes related to productive sectors, climate change and the environment as well as in humanitarian assistance.⁹⁸¹ (I-3.2.3)

18.2.3.3 Mainstreaming in non-spending actions (JC3.3)

Key findings: The GoS is a global leader with regard to integrating GEWE in policy dialogue processes through its feminist foreign policy. Sida has developed guidance on how to mainstream gender into policy dialogues related to Sida work and programming.

Due to the Swedish Feminist Foreign Policy and Sida’s approach to gender mainstreaming there is a high degree of integration of a gender perspective in high-level political dialogues as well as policy dialogues at the technical and sector level.⁹⁸² The Feminist Foreign Policy demands for all policy dialogues to integrate gender aspects. Each embassy or Sida country team are asked to specify dialogue objectives, expected results and indicators. Sida has developed guidance specifically for how gender can be integrated in policy dialogue.⁹⁸³ This guide further recommends reporting and evaluating

⁹⁷⁸ Gender mainstreaming is not a goal in itself but an approach for promoting gender equality, which applies to all policies and programs.

⁹⁷⁹ This decrease may have also stem from an increase in the quality of those projects that can justify a gender marker 1 after more attention has been put to ensure quality of mainstreaming. See SIDA Policy Portfolio Gender, 2018

⁹⁸⁰ Interview SIDA, 2019.

⁹⁸¹ Interview SIDA, December 2019; SIDA Portfolio overview Gender 2018.

⁹⁸² Interviews MFA and SIDA (November/December 2019).

⁹⁸³ SIDA 2010. How to address gender in dialogue.

gender in dialogue activities once a year in connection with the usual strategy reporting. Examples of mainstreaming gender in non-spending actions include the strengthening of women's participation in dialogue and peace processes in Colombia⁹⁸⁴, South Sudan and Syria, e.g., through supporting female mediators and women leaders and mobilizing women civil society.

Swedish embassies (and Sida staff) have in the past more frequently engaged in dialogue with CSOs, multilateral organisations and other donors and to a lesser extent with state actors at the technical level. The evaluation on the effectiveness of Sida's policy dialogue with gender equality as a case study lists a number of examples and finds evidence that the various forms of dialogue carried out have contributed to increased gender equality (in the form of development/ revision of gender-specific laws or policies and increased awareness on rights and gender equality issues) in partner countries.⁹⁸⁵ The 2015 evaluation also found that there has been limited guidance and systematic approach on reporting and monitoring on how gender equality is raised in non-spending actions by embassies.

Sida's Gender Equality in Practice Manual includes a number of best-case studies of how gender has been integrated into dialogue.⁹⁸⁶

18.2.4 EU coordination and EU added value (EQ4)

18.2.4.1 EU coordination (JC4.1)

Key findings: The EU has set up functional coordination mechanism covering GEWE. However, the experience of the GoS has been that these mechanisms are not strong or active enough to be truly effective and that GAP II annual reporting requirements have been challenging and need to be further simplified to facilitate effective coordination, analysis and impact of the results.

Sweden participates in the Gender focal point network at the EU level and tries to contribute to its work as much as possible, including by, *inter alia*, providing concrete input and proposing links to the discussions and meetings of the EU Task Force for Women, Peace and Security.⁹⁸⁷ The gender team in the Policy support unit at Sida also sees scope to further increase the frequency of exchanges on GEWE with the EU team at DG DEVCO and the relevant networks. The GoS would also like for gender equality in all EU external action to be higher up the political agenda and subject to more horizontal and strategic discussions and coordination in the EU system.

The follow-up of the EU GAP II has been perceived as challenging by Swedish actors. Coordination and exchange as part of the annual reporting exercises has not been ideal and Swedish embassies at country-level did not feel they receive the necessary support to report on the GAP II from the EU (HQ and EUDs).⁹⁸⁸ The reporting is viewed as too technical. While over the years the reporting template and requirements have undergone simplification, it is still viewed as 'too complex'.⁹⁸⁹ The GoS is thus currently pushing for a simplification of reporting mechanisms under the GAP III towards including stronger narratives and qualitative mechanisms that facilitate follow-up of EU actions rather than a complex web of quantitative indicators.⁹⁹⁰

The GoS has seconded gender experts to the EU Commission and EEAS in the past. According to interviewees these placements have been important to support the EU in advancing on gender equality and in drawing up strategies such as the GAP.

18.2.4.2 EU added value (JC4.3)

Key findings: Sweden has been in a better position to provide added benefits to the EU regarding gender mainstreaming rather than vice versa. Sweden has developed its approach to gender not due to influence or support of the EU Commission, yet it has developed national plans and gender equality actions that are in line with the EU GAP II and help to promote it. While Sweden's adoption of a feminist foreign policy has also influenced other actors, including the EU, the EU Gender agenda seems to have not been a strong influencing factor for Sweden. The GoS believes that especially for EU member states with less capacity and given its political influence and pooled resources, the EU is a very important player in the efforts to promote gender equality – both within the EU and globally.

⁹⁸⁴ Both in development cooperation and at the diplomatic dialogue level, gender equality and women's rights have been center of Sweden's approach.

⁹⁸⁵ <https://www.SIDA.se/contentassets/2cc79ae3539040f5aec165812b9021f4/15933.pdf> (p.11)

⁹⁸⁶ https://www.SIDA.se/contentassets/0c376ea02bfa471aa57caefbc5d2d12f/gender-equality-in-practice_298.pdf

⁹⁸⁷ Interview MFA, December 2019.

⁹⁸⁸ Interview SIDA, December 2019.

⁹⁸⁹ Interview SIDA, December 2019. Interview MFA, November 2019.

⁹⁹⁰ Interview MFA, November 2019.

Sweden has been instrumental in strengthening the GEWE agenda at the EU level and has strongly supported the development of the two Gender Action Plans (GAP I and II). This has been achieved through lobbying as well as through different means strengthening EU capacity on gender equality. For example, Sweden emphasised the need to establish the function that became the EEAS' Principal Advisor on Gender/UNSCR1325. Sweden has also seconded a national expert to this function as well as to other parts of the institutions.⁹⁹¹ Both the MFA and Sida view the EU GAP II and a strong EU agenda on gender equality as important. Yet, there is no indication that the Commission has influenced Sweden to mainstream gender more strongly – the link seems to rather go the other way around (I-4.3.1).⁹⁹² While Sweden did not necessarily adopt its own approach due to the EU and does not integrate the GAP II explicitly in its own planning, its national plans are in line with the EU GAP II and are seen as a similar and complementary process (I-4.3.1).

The GoS sees the EU as an important and essential actor in strengthening GEWE.⁹⁹³ Financially, the EU is the biggest donor and in that strong gender strategies and Action Plans at the EU level and their implementation strongly matters for advancing gender equality.⁹⁹⁴

Sweden sees a need to further strengthen implementation of the GAP II outside the development cooperation field and is thus lobbying for GEWE to be better mainstreamed in all the EU's external areas (*inter alia* trade, climate change, CSDP) under the GAP III, which should also have clearer links to the EU's WPS policy and other relevant EU policies.⁹⁹⁵ A second concern is that the implementation of the GAP II, including exchange through the network, has remained largely at technical level. A way forward could be to invite higher-level staff from EU MS with responsibilities in external actions to discuss the GEWE agenda in order to have a stronger effect on a culture shift.⁹⁹⁶

18.2.5 Partnerships (EQ5)

18.2.5.1 Partnerships with global actors (JC5.2)

Key findings: Sweden has established an active and strong network of partnerships with other key global level GEWE stakeholders. Through its involvement, it has been a driving force for gender equality in international processes.

Sweden is also active in strengthening international networks and frameworks that provide support for mainstreaming gender equality⁹⁹⁷ and has contributed to international processes on various aspects of gender equality:

- Sweden has initiated a network of women mediators who are active around the world. The GoS has also initiated the Friends of Gender Equality Group at the OECD.
- The GoS has emphasized the importance of leadership when it comes to changing norms and contributed to the establishment and development of International Gender Champions, a network originally set up in Geneva but now much broader, which brings together decision-makers with a track-record on strengthening gender equality.⁹⁹⁸
- The GoS together with Sida organized a large conference, the Stockholm Forum on Gender Equality in April 2018, which brought together more than 700 participants from 100 different countries (including politicians, civil servants, international organisations, activists, academics, civil society etc.). The conference aimed to encourage exchange, in-depth cooperation and new initiatives in gender equality work.⁹⁹⁹
- In 2017-2018, the GoS prioritized the area of WPS during its membership of the Security Council.
- Sweden is active in the use of technology, digital diplomacy and social media in supporting change for more gender equality and mobilizing support (such as #midwives4all the Swedish Dads campaign, and WikiGap, which was implemented in partnership with Wikimedia and other local partners).
- Sweden has engaged in activities to raise the profile of urgent issues, *such as the SheDecides* campaign, which was initiated by some EU MS including Sweden.

⁹⁹¹ Sweden GAP II 2016 Reporting.

⁹⁹² SIDA Interview, December 2019. MFA Interview, November 2019.

⁹⁹³ Interview MFA, November 2019.

⁹⁹⁴ Interview SIDA, December 2019.

⁹⁹⁵ Interview MFA, November 2019.

⁹⁹⁶ Interview MFA, November 2019.

⁹⁹⁷ For more examples see the Handbook on Sweden's feminist foreign policy.

⁹⁹⁸ For more information see <https://www.genderchampions.com>

⁹⁹⁹ For more information see <http://genderequalworld.com/initiatives/>

- As noted under JC.2.2 Sweden has cooperated with UNCTAD to develop a Trade and Gender Toolbox, generating knowledge in the area of the effects of trade policy on gender equality.
- The GoS and Sida are working with various UN organisations on gender issues (UN Women, UNFPA, UNDP, UNICEF, UN Team of Experts on Sexual Violence in Conflict etc.). Sida is working with UN Women in the MENA region through a regional programme 'Men and Women for Gender Equality. The programme seeks to uncover the causes of gender inequalities and address them through innovative solutions.¹⁰⁰⁰ In Afghanistan collaboration between the GoS and UN Women exists on a WPS flagship initiative.
- Sweden has been active in the Beijing +25 Process which has also included consultations with CSOs.
- The Nordic Centre for Gender Equality in Military Operations (NCGM) has been appointed as NATO's Department Head concerning gender in 2013. It has supported NATO nations and partners with subject matter experts.¹⁰⁰¹
- Sida has established networks with private sector, investors, civil society, academia etc. and seems to have a wide outreach of engagement both in Sweden with partner countries. With these it contributes to Sweden's international and global engagement and networks. Sida is for instance engaged in gender equality foras such as the OECD DAC Gendernet and is currently co-chairing the network and participates jointly with the MFA in the EU network of gender advisors.
- Sweden has been active in the OECD DAC reference group developing the recommendations on Ending Sexual Exploitation, Abuse, and Harassment in Development Co-operation and Humanitarian Assistance. The Government has adopted an action plan for SEAH (2019) with concrete steps that support the implementation of these OECD recommendations. The Government has also established a working group on SEAH with representatives from various departments within the MFA, as well as relevant government agencies. Workshops have been held in Stockholm with representatives from the OECD-DAC, the MFA, Sida and other relevant government agencies and a SEAH workshop with Swedish CSOs was held in January 2020 with the aim of informing about the Recommendation and contributing to its implementation. Sweden has also been supportive of the launch of the SEAH recommendation, including at a session at UNGA in 2019, when Sida's DG co-hosted with OECD and EU. Sweden has also encouraged the UN-system to adopt the SEAH Recommendation through various bilateral meetings.

18.2.5.2 Partnerships with CSOs (JC5.3)

Key findings: Sweden has been quite active in working with CSOs on GEWE actions, including at the policy dialogue level and works systematically to balance its bilateral cooperation efforts at the government to government level with support of and partnerships with diverse CSOs.

Civil Society organizations are involved in the formulation, implementation and evaluation of the National Action Plan¹⁰⁰² for UNSCR 1325. The Swedish MFA meets with a reference group, which includes civil society actors (including Concord, Kvinna till Kvinna, IKFF, Röda Korset, 1325 policy group and Operation 1325) twice per year to discuss progress of the NAP. In preparing the third action plan, the MFA conducted a broad consultation with CSOs in Sweden as well as in five conflict and post-conflict countries.¹⁰⁰³ (I-5.3.2/I-5.3.3)

In each conflict and fragile state, in which Sweden engages, specific targets on gender equality are formulated. These include strengthening of local civil society, especially women's organisations and women's rights groups. In the focus countries under the WPS NAP, support to local CSOs and women's organisations is a priority.¹⁰⁰⁴ At partner country level, CSOs are usually included as partners in work on WPS. The GoS has regular meetings with CSOs on gender equality beyond the WPS agenda, including on the Foreign Service's yearly Action Plan for the Feminist Foreign Policy. Regular meetings with Concord and other organizations championing women's rights also take place.¹⁰⁰⁵ (I-5.3.2/I-5.3.3)

No concrete evidence found for I-5.3.1

¹⁰⁰⁰ SIDA Policy Portfolio Gender 2018.

¹⁰⁰¹ Sweden GAP II Reporting, capital, 2017, p. 10.

¹⁰⁰² GAP 2018 Reporting Sweden Capital, p.3.

¹⁰⁰³ Gap 2017 Reporting Sweden Capital.

¹⁰⁰⁴ Sweden GAP II 2017 reporting, capital.

¹⁰⁰⁵ Interview MFA, November 2019.

18.3 Annex

18.3.1 List of persons consulted

Organisation	Position/ Role
Global Agenda Department, Feminist Foreign Policy, Ministry for Foreign Affairs	Desk officer – Aid Management
Global Agenda Department, Feminist Foreign Policy, Ministry for Foreign Affairs	Desk officer - Global Agenda / Global Agenda Department
Swedish International Development Cooperation Agency (Sida)	Head of Cooperation/Dep Head of Mission at Embassy of Sweden, Sarajevo
Swedish International Development Cooperation Agency (Sida)	Senior Gender Advisor at the Department for Europe and Latin America
Swedish International Development Cooperation Agency (Sida)	Senior Policy Specialist Gender Equality

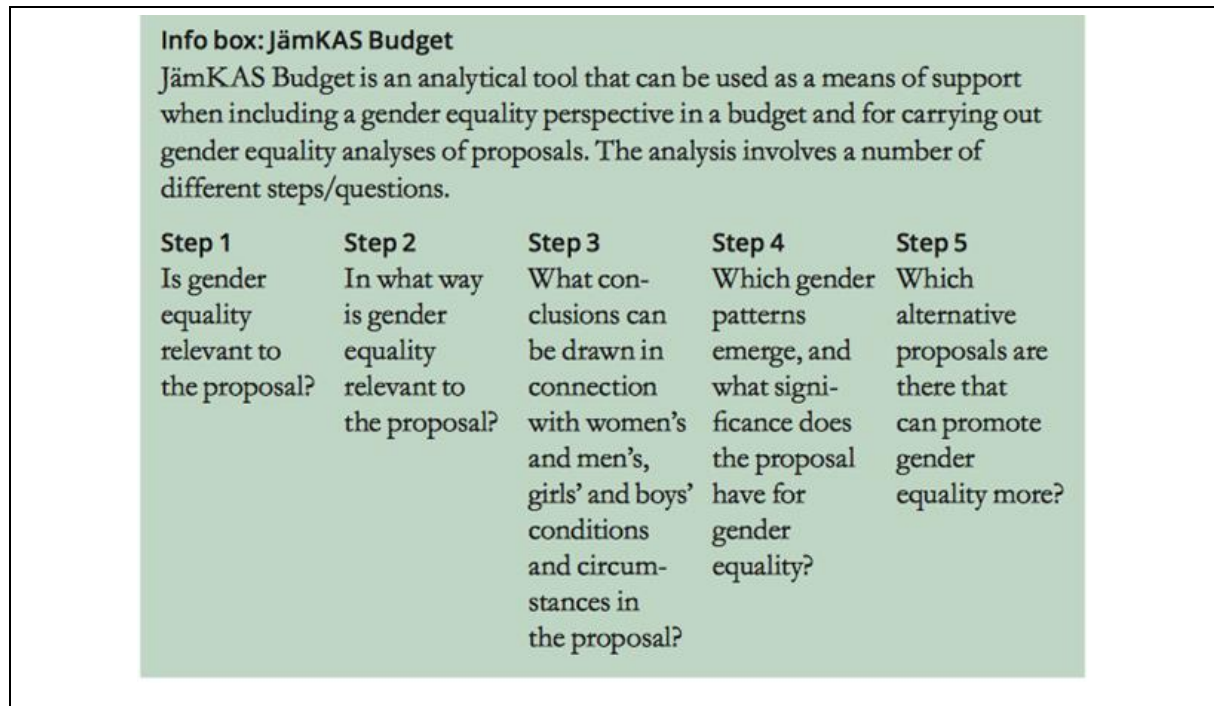
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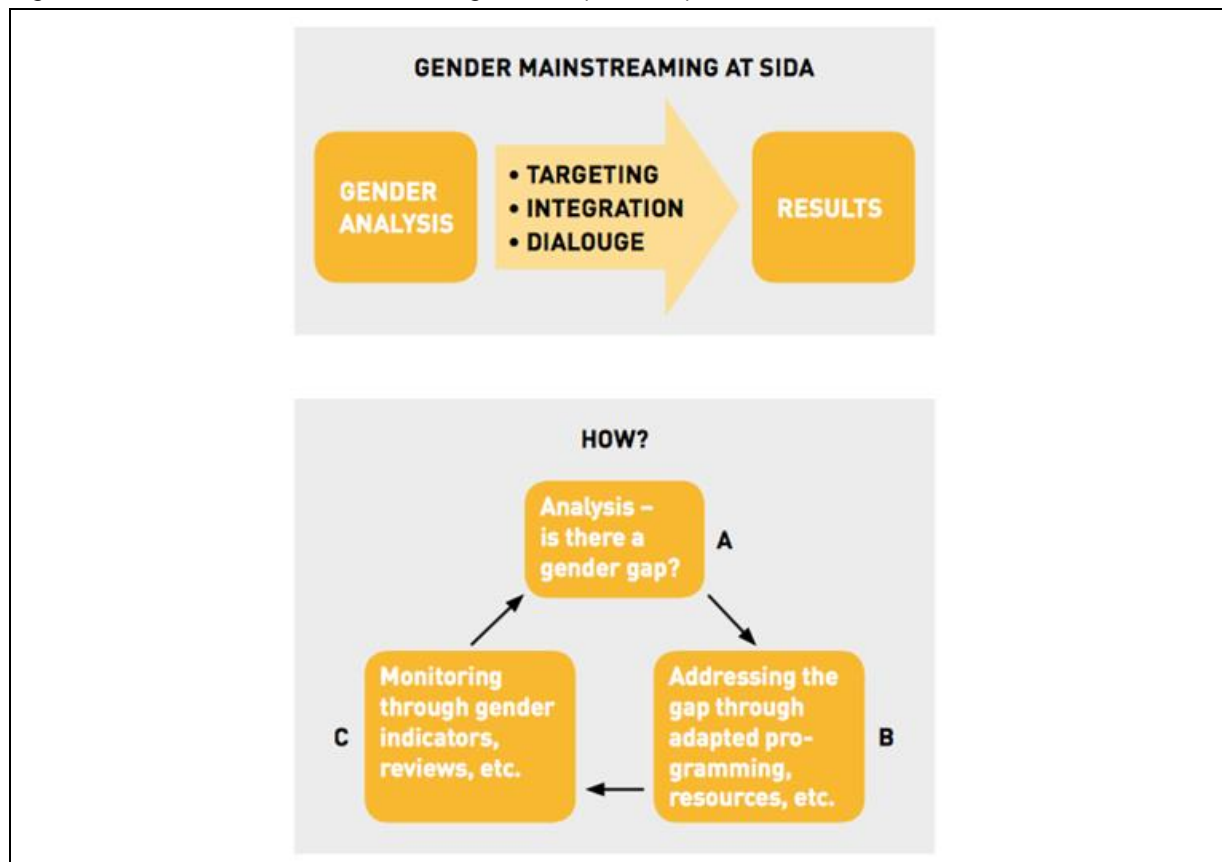
18.3.3 Further illustrations of tools and mechanisms in Sweden's feminist foreign policy

Figure 18 JämKAS Operational Analytical tool for gender sensitive budgeting in Sweden



Source: Handbook for a feminist foreign policy in Sweden, p.37

Figure 19 Gender mainstreaming at Sida (Sweden)



Source: Sida (2017): Tool – How Sida works with Gender (https://www.Sida.se/contentassets/4fd9964764a14e698634abfa9ebf9999/how_Sida_works_with_gender_equalitydoes_may-2017.pdf)

Figure 20 Summary of working methods in the Swedish Foreign Service for its feminist foreign policy

Summary of methods for work within the Swedish Foreign Service:	
1. Leadership	<ul style="list-style-type: none"> • Clear, open, consistent, "everywhere, all the time" • Integrated into the Statement of Government Policy on Foreign Affairs • Regularly raised in speeches, articles and tweets • Targeted decisions and initiatives
2. Ownership	<ul style="list-style-type: none"> • Inclusive co-creation process for the feminist foreign policy • Focal points at every department and mission abroad • Managers are responsible for a gender equality perspective being integrated into all operations, including in decision-making and resource allocation processes
3. Guidance	<ul style="list-style-type: none"> • Clarified distribution of responsibility for gender equality in the rules of procedure • Integration of the action plan for feminist foreign policy in ordinary monitoring of objectives and results • Stronger gender mainstreaming, including in the form of gender budgeting • Regular gender equality analyses
4. Support	<ul style="list-style-type: none"> • Theme page on the intranet • Collection of examples for the first three years with the feminist foreign policy • Fact sheets and other information materials • Ambassador for Gender Equality and Coordinator of Feminist Foreign Policy • E-training for all Swedish Foreign Service staff
5. Examples of methodical work:	<ul style="list-style-type: none"> • Gender equality aspects in consular issues • Operational support (e.g. security and premises) with a gender equality perspective • Innovative staffing policy for greater representation of women

Source: Handbook for a feminist foreign policy in Sweden, p.47

Figure 21 Sida's use of OECD gender marker 2017/2018 (Sweden)

Table 1: Gender integration in Sida's contributions, December 2017–March 2018, percentages.				
Policy marker	Total contributions	Weighted by sum	Hum/prod	Hum/prod weighted
Principal objective	21 (10)	31	17 (4)	10
Significant objective	54 (26)	48	50 (12)	74
Not an objective	25 (12)	22	33 (8)	15
Total	48			

Source: EBA Evaluation of Sida's Gender Equality Action Plan Implementation (p. 80)
https://openaid.se/app/uploads/2019/05/EBA_2018_07_Jämställdhetsintegrering.pdf

19 Thematic case study: Budget support

19.1 Introduction

This case study focusses on the integration of Gender Equality and Women's and Girl's Empowerment (GEWE) in use of the Budget Support (BS) modality by the EU. The analysis is taking place in the broader context of the Evaluation of the EU's external action support in the area of GEWE, which covers all regions and EU financing instruments and focusses on the period 2014-2019.

The case study note is structured around two main parts: i) a context section, which provides a brief overview of the EU policy framework and operational guidance for BS, and introduces the main concepts underpinning the use of the modality by the EU; ii) findings on the analysis of the integration of GEWE into EU budget support.

19.2 Context

19.2.1 EU Policy framework and operational guidance for Budget Support

The most recent comprehensive **policy document** on EU budget support (the Communication on "The future approach to EU budget support to third countries"¹⁰⁰⁶) was adopted in **October 2011**. It takes into account a new Development Policy framework (the "Agenda for Change") laying down the priorities and guiding principles underpinning EU programming exercises. EU Council Conclusions on both policy documents were formally approved in May 2012¹⁰⁰⁷. The rules for the provision of budget support are also determined by the EU Regulations guiding the use of the EU development financing instruments (e.g., Regulation No 232/2014 for the European Neighbourhood Instrument) and other overarching policy documents (e.g., Cotonou Agreement for African, Caribbean and Pacific countries).

These policy orientations were translated into specific **Budget Support Operational Guidelines** which were published in 2012¹⁰⁰⁸. These guidelines were updated in 2017, in particular to integrate recent policy developments such as: i) the 2030 Agenda and Sustainable Development Goals; ii) the 2015 Addis Ababa Action Agenda on financing for development; and iii) the new European Consensus on Development (adopted in June 2017).

Overall, budget support has represented a relatively stable share (one third) of EU's bilateral cooperation¹⁰⁰⁹ in the last ten years.

19.2.2 Key characteristics of EU budget support

The **general objective** of EU budget support is to contribute to "*eradicate poverty; inequality reduction; sustainable development; consolidation of democracies; and sectoral impacts.*" Budget support is seen by the EU as a "*vector of change*" which addresses five key development challenges:

- Promoting human rights, democratic values, peaceful societies and gender equality;
- Improving public financial management, macroeconomic stability, inclusive growth and the fight against corruption and fraud;
- Promoting sector reforms and improving sector service delivery;
- State and resilience building in situations of fragility, and addressing the specific development challenges of Small Island Development States and Overseas Countries and Territories;
- Improving domestic revenue mobilisation and reducing dependency on aid.

The **specific objectives** of EU budget support programmes should reflect the partner country's policy priorities as well as the five development challenges mentioned above, the relative importance of which varies according to country context and the form of budget support. More generally, the specific objectives of EU budget support programmes should be defined in line with two important principles: i) Alignment with partner countries' own development policies, priorities and objectives (and thus

¹⁰⁰⁶ EU Policy documents developed by the European Commission are referred to as "Communication" or "Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions" in full.

¹⁰⁰⁷ Approval of Council Conclusions corresponds to the collective adoption of policy orientations by the EU Member States and the European Commission.

¹⁰⁰⁸ Specific "sector budget support guidelines" for countries covered the EU enlargement financial assistance instrument (IPA) were also developed in 2014. These were merged in 2017 and are now covered by the latest BS guidelines.

¹⁰⁰⁹ The EU provides support at three main levels: bilateral (support to a specific partner country), regional level (support through regional programmes covering a group of countries or targeting a specific regional institution) and global level (including support through multi-country thematic programme or support through global organizations). Budget support is only used for bilateral support.

harmonised and coordinated with other aligned donors); and ii) Consistency with EU Consensus on Development and EU's enlargement and neighbourhood policies.

The description of the **theory of change** underpinning EU budget support in recent budget support guidelines explicitly refers to the intervention logic developed in the OECD-DAC methodological guidelines for the evaluation of budget support. The annex 2 of the 2017 guidelines provides detailed elements on the different levels of expected results of a budget support operation including a brief discussion on the “sphere of influence” of budget support.

The 2017 Guidelines defines Budget Support as a “*means of delivering effective aid and durable results in support of EU partners' reform efforts and the Sustainable Development Goals (SDGs). It involves: i) **dialogue** with a partner country to agree on the reforms or development results which budget support can contribute to; ii) an **assessment of progress** achieved; iii) **financial transfers** to the treasury account of the partner country once those results have been achieved; and iv) **capacity development** support.”*

There used to be only two forms of EU budget support: General Budget Support and Sector Budget Support. They were replaced by three new categories in 2012:

- Good Governance and Development Contracts (GGDC) are provided whenever the specific objectives are focused on strengthening core government systems and supporting broader reforms; on fostering domestic accountability and strengthening national control mechanisms (an important basis for improving governance and adherence to fundamental values of human rights, democracy and rule of law); and addressing constraints to sustained and inclusive growth. Improved government systems should lead to improved performance on MDG indicators and cross-cutting service delivery, which may therefore also be reflected in the specific objectives of GGDC.
- Sector Reform Contracts (SRC) are provided whenever specific objectives are more narrowly focused on supporting sector policies and reforms, improving governance and service delivery to populations. When providing SRC, emphasis should be on the equitable access to and quality of public service delivery, particularly to the poor, women and children as well as creating conditions at sector level for inclusive and sustainable growth.
- State Building Contracts (SBC) are provided when situations of fragility or transition require action to support transition processes towards development and democratic governance, including sustainable changes in transition societies, to help partner countries to ensure vital state functions and to deliver basic services to the populations. SBC can be designed / implemented quicker than other forms of budget support, but it is not a rule.

The 2017 Budget Support Guidelines has refined its choice of contracts to cater for specific circumstances. There are currently **three types of budget support contracts**, which are closely related to the three types of budget support described above:

- **Sustainable Development Goals Contracts (SDG-C);**
- **Sector Reform Performance Contracts (SRPC);**
- **State and Resilience Building Contracts (SRBC).**

The EU often provides **accompanying support** with its budget support programmes. This complementary support is usually “embedded” in the design of the budget support operation, i.e. it is included in the financial agreement of the operation and is formally part of the “**budget support package**”. Accompanying support typically includes one or more of the following components:

- capacity development measures (technical assistance and other forms of capacity building, including twinning) aimed at strengthening the capacity of the public institutions to coordinate, implement, monitor, evaluate and communicate the public policy in question or related reforms (e.g., public finance management or macroeconomic reforms);
- capacity development measures aimed at strengthening the capacity of civil society to contribute to the implementation and monitoring of public policies and/or grants to civil society organisations to promote their involvement in oversight functions;
- technical assistance to support the monitoring or the evaluation of the EU contract; and
- support to government-led visibility and communication strategy.

The EU also regularly finances the implementation of **PEFA** assessments.

19.2.3 Risk management

The approach to risk management adopted for EU budget support has substantially evolved over the years. It now relies on a standardised framework which has been gradually generalised to all relevant

countries/ regions where the EU is providing budget support¹⁰¹⁰. In the current framework, a risk is **defined** as “any event or issue that could occur and adversely impact the achievement of the EU cooperation political, strategic, and operational objectives”. Risks are grouped in **five categories**¹⁰¹¹ which are summarised in Table 50 below.

Table 50 Categories of risks in the EU Risk Management Framework

Risk category	Dimensions
Political	Human Rights Democracy Rule of Law Insecurity and Conflict
Macroeconomic	Macroeconomic Policy & Financial Sector Debt Sustainability, Vulnerability & Exogenous Shocks
Developmental	Public Policy Government Effectiveness
PFM	Comprehensiveness of the Budget Controls in Budget Execution, Procurement External Audit
Corruption/Fraud	Corruption & Fraud

Source: 2017 EU budget support guidelines.

There is only one overall risk management framework per country, but sector-specific developmental risks can be differentiated. For budget support, the risk categories listed above are further developed taking into account the specific objectives of the programme.

The risks assessment consists in a **qualitative** description of the specific risks and the identification of a **risk level** for each risk. Figure 22 below summarises the scale used.¹⁰¹²

Figure 22 Scale used for the EU budget support risk assessment

Risk Level	Description
LOW	The country's situation involves a low risk for budget support, as the risk is unlikely to occur due to the systems and institutional structures in place.
MODERATE	The country's situation involves a moderate risk for budget support contracts. Country systems and institutional structures should prevent the occurrence, but additional monitoring will be necessary. Should the risk occur, the impact will be limited in the sense of a delayed attainment or a partial achievement of objectives.
SUBSTANTIAL	The country's situation involves a substantial risk for budget support contracts. Country systems and institutional structures are not sufficiently robust to guard against key risks. Should the risk occur, the impact would significantly disrupt the contract or the achievement of results.
HIGH	The country's situation involves a high risk for budget support contracts. Country systems and institutional structures are too weak to prevent the occurrence of risks. Should the risk occur, the impact would result in a quasi-failure of the contract objectives and may seriously damage the EU's image and reputation.

Source: 2017 EU budget support guidelines.

19.2.4 Institutional environment

DG DEVCO unit A.4¹⁰¹³, which consists of around 16 persons, is DG DEVCO's team providing overall **guidance** on issues related to budget support to staff based in other units of DG DEVCO and to their

¹⁰¹⁰ In 2020 non-budget support beneficiaries with a bilateral enveloped were also requested to fill a simplified template of the RMF. During the year, it will be assessed whether this extension to non-budget support beneficiaries should become permanent.

¹⁰¹¹ The commitment to “EU fundamental values” is a pre-condition for certain types of budget support such as the GGDC/SDG-C. This commitment is assessed separately to the risk management framework during the identification phase. However, it is monitored during the formulation and implementation phases using the risk management framework.

¹⁰¹² The risks and risk levels are identified, defined and rated through a questionnaire. Each question of the risk questionnaire has to be judged in terms of four risk ratings (low, moderate, substantial, high), capturing both the likelihood and impact of a risk. The decision on the risk level for each question has to be justified through a short narrative comment.

The risk management framework also takes into account considerations such as: what would be the risk associated to a decision of “no-action”, e.g., in terms of the country's political stability or the country's capacity to withstand shocks.

¹⁰¹³ DEVCO.A.4 with a focus on “Budget Support, Public Finance Management, Domestic Revenue Mobilisation”.

EU Delegations around the world.¹⁰¹⁴ The unit also provides support in the areas of Public Finance Management, Macroeconomic management and Domestic Revenue Mobilisation, and is in charge of internal and external communication/ dissemination activities on all these topics (including on budget support), for the concerned countries. For beneficiaries under the mandate of DG NEAR (neighbourhood and enlargement partner countries), **DG NEAR A4**¹⁰¹⁵ provides methodological guidance and training, reviews disbursement files, and acts as the Secretariat of the Financial Assistance Steering Committee (FAST) where substantial/high risk beneficiaries are discussed as well as strategic discussions on all other beneficiaries together with any other information point related to budget support.

DG DEVCO unit A.4 provides ad hoc support to DG DEVCO's EU staff throughout the project cycle. In particular, they are key members and ensure the Secretariat of the Budget Support Steering Committee (BSSC)¹⁰¹⁶ and have a role in the supervision of the design and implementation of most budget support programmes.

Training to EU staff has been largely externalised. Training events are not mandatory. Around four in-house persons are still involved (on a part-time basis¹⁰¹⁷) in the provision of training, especially in the development of training materials. The training targets both the staff responsible for the design and implementation of budget support (mostly staff based in EU Delegations) and other staff directly involved in the provision of budget support (senior management at HQ and country offices, EU financial controllers, staff from EU geographic directorates at HQ, etc.). Examples of training activities carried out in 2017: general courses on budget support; training course / coaching session on policy dialogue for EU Delegation staff in charge of budget support programmes; presentation of new budget support guidelines.

Guidelines, Training materials and other relevant resources area shared on a web-based platform, **Capacity4DEV**, which also allows for group discussions (blog-type of exchanges).¹⁰¹⁸ The EU has not extensively used e-learning possibilities yet¹⁰¹⁹, but plans to do more of this in a near future.

The EU has also developed a standard job description for staff in charge of the design and implementation of budget support programmes in its country offices.

19.2.5 Budget Support in key reference documents in the area of GEWE

Key reference documents in the area of GEWE clearly recognises budget support as a suitable modality to provide support to gender equality and women's and girls' empowerment. In particular, the EC Sector Working Document which outlines the GAP II framework (SWD(2015)182) states:

- *“the full range of the EU's means of implementation to promote gender equality (political dialogue, targeted activities, budget support, and mainstreaming)”*

The 2016 Guidance note on GAP II contains multiple references to budget support. It highlights that:

- *“Budget support offers opportunities in terms of policy dialogue, data and budget tracking and capacity building efforts.”*

It also foresees that:

- *“By mid-2016 onwards – all Budget Support (BS) must reflect the gender analysis and seek to contribute to GAP II objectives; By mid-2017 onwards– All Budget Support will need to include indicators of results that contribute to one or more of the three thematic areas in the GAP II. All data on beneficiaries will be sex disaggregated.”*

Regarding policy dialogue, the note highlights that:

- *“A large part of the gender equality work that is required in the context of budget support – Sector Reform or Good Governance and Development contracts – can occur through policy dialogue.”*

¹⁰¹⁴Whoiswho page on EU Official directory: https://op.europa.eu/en/web/who-is-who/organization/-/organization/DEVCO/COM_CRF_19465.

¹⁰¹⁵ DG Near unit A.4 dealing with “Multi-annual Financial Framework, Programming and Evaluation”.

¹⁰¹⁶ DG DEVCO unit A.4 ensures the “Secretariat” role of the BSSC.

¹⁰¹⁷ According to interviews, it is estimated that staff resources dedicated to training activities correspond to around one full-time equivalent.

¹⁰¹⁸Capacity4dev page on EU budget support: <https://europa.eu/capacity4dev/ceeba/topics/budget-support>.

¹⁰¹⁹ The EU published various elements, including a webinar on budget support, on the Capacity4DEV website, but didn't develop a special online training module on budget support.

19.3 Main findings on gender mainstreaming in EU budget support

19.3.1 Budget Support guidelines

Main finding: there has been extensive mainstreaming of gender equality in recent budget support guidelines; in particular, the 2017 guidelines are aligned to the GAP II framework.

The 2017 Budget Support Guidelines refers to the GAP II framework and integrate GEWE-issues at multiple levels. The term ‘gender’ is mentioned 79 times in the guidelines. As a comparison, the main two volumes of the 2012 EU Budget Support Guidelines only contain one general reference to gender equality.¹⁰²⁰

The 2017 Guidelines recognizes that:

- *Budget support is also considered a key modality to further the implementation of the **EU Gender Action Plan**.*

As highlighted in section 19.2.2 above and clearly stated in the Guidelines, the EU considers that budget support should be seen as a ‘vector of change’ for

- *Promoting human rights, democratic values, peaceful societies, and **gender equality**.*

The specific objectives and expected results contain a reference to GEWE-related objectives in all types of budget support programmes (SBC, SRC, GGDC). In general, according to interviews, the EU considers that all SDGs, including **SDG5**, can be pursued through budget support.

GEWE is also considered in the context of the EU **fundamental values** and eligibility criteria, which should underpin any budget support operations. The Guidelines foresee that the programming/design of budget support programmes and the assessment of fundamental values, which is a key step in the programming and design process, should:

- *build on the analysis in relevant EU Human Rights and Democracy Country Strategies and implementation reports, and on a **robust country gender analysis**.*

It is worth noting that, in the context of the EU Budget Support Risk Management Framework, GEWE-related issues are covered under the Human Rights dimension.

Finally, the 2017 BS Guidelines highlight that budget support is a suitable mean to promote ‘**Gender-Responsive Budgeting**’¹⁰²¹ and contain a specific annex on GRB:

- *The adoption of the Sustainable Development Goals paved the way for a wider use of ‘Gender Responsive Budgeting’, i.e. public finance management, fiscal policy and administration to promote gender equality in partner countries.*

The promotion of GRB can be achieved through policy dialogue associated to BS, the inclusion of specific GEWE-related performance indicators in performance assessment frameworks, and the provision of technical assistance as part of accompanying measures. Applying a gender perspective during design and implementation, especially when assessing eligibility, priorities, budget allocations, budget preparation, budget implementation, monitoring mechanisms, also contributes to GRB.

Budget Support also promotes various **accountability** dimensions, including through increased oversight by public institutions and civil society. All actors involved in accountability mechanisms have the potential to play a significant role in promoting GEWE, including GRB.

19.3.2 Design

19.3.2.1 Policy matrix

Main findings: There are an increasing number of budget support programmes that have an explicit focus on GEWE. Policy matrices used for performance assessment and tranche release increasingly integrate a gender perspective as highlighted by the important use of sex-disaggregated data and the increasing number of gender-related indicators; however, there is scope for more systematic integration of gender-related indicators.

In general, two GEWE-related outcome indicators have been used extensively across EU budget support programmes: one related to health (SDG 3), namely ‘the percentage of births attended by skilled health staff’; the other for education (SDG 4), the ‘primary school completion rate for girls’. Other

¹⁰²⁰ The main volumes of the 2012 EU Budget Support Guidelines consist of: i) the “Executive Guide”; ii) “Programming, Design and Management of Budget Support”. The third volume includes annexes (“Thematic topics and procedural requirements”). The annexes include only nine references to “gender” or “sex” and most of them concerns the provision of sex-disaggregated data.

¹⁰²¹ The OECD defines GRB as integrating a clear gender perspective within the overall context of the budgetary process through special processes and analytical tools with a view to promoting gender responsive policies.

frequently used indicators relate to sanitation systems for both boys/men and girls/women and issues such as women's access to finance and women representation/participation in the public sector and elective bodies.

Table 51 below illustrates the various GEWE-related thematic areas covered by EU budget support programmes in various regions.

Table 51 Examples of areas covered by BS variable tranche indicators related to GEWE

Country	Thematic area
Burkina Faso	Women's access to irrigation schemes
Mali	Women's access to irrigation schemes
Niger	Installation of women-only toilets in schools and health centres
Albania	Women participation in the labour market
Ivory Coast	Skill certification for women working in the informal sector; access to legal aid for women
El Salvador	Entrepreneurship support services for women
Jordan	Women's access to microfinance and entrepreneurship support services for women
Moldova	Entrepreneurship support services for women
South Africa	Access to microfinance and entrepreneurship
The Gambia	Women's access to microfinance
Armenia	Support centres for women victims of violence ¹⁰²²
Moldova	Women's participation in the police force
Guyana	Science, engineering and technology studies and industrial jobs for women
São Tomé and Príncipe	Women's access to potable water and sanitary installations
Tunisia	Women's access to justice

Source: EU (2019): Budget Support – Trends and Results.

Several Country Case studies of this evaluation also cover Budget Support programmes which included a strong GEWE-related dimension (see country case studies for further information). In particular:

- In **Georgia**, the BS programme focusing on Public Administration Reform covers policy planning, civil service reform, accountability, public finance management, service delivery and local self-governance. Under the reform, quality requirements have been established for sector planning and reporting. In addition, the following measures have been taken: i) the civil-service law has been operationalised, introducing a new classification and remuneration scheme for civil servants in Georgia; ii) the law on conflict of interests and corruption is being enforced as evidenced by the asset declaration made compulsory in 2017. During the monitoring process, 20 % of declarations were assessed as compliant¹⁰²³; iii) the government has also made an effort to better communicate the benefits of the civil service law, to contribute to a gender-balanced environment and to create equal work conditions and opportunities for everyone.
- In **Jamaica**, the EU programme in support of the justice reform programme for 2015-2020 focuses on improving access to gender-responsive, accountable and effective justice at community level, with the mainstreaming of restorative justice services, as well as the treatment of children in conflict with the law in accordance with international standards. With EU support, several pieces of new legislation were enacted introducing additional practice directions, alternative disputes resolution measures and sentencing reduction strategies to improve quality of service in the courts and allow for fair and timely resolution. A new family court was established in a rural parish thus providing opportunities for rural women to receive justice services and for children to receive adjudication in a child-friendly environment.¹⁰²⁴

A review of around 3200 **indicators** used in EU BS policy matrices commissioned by DG DEVCO unit A.4 showed that, in the period 2014-2018¹⁰²⁵, while only 68 indicators were explicitly on gender, almost 50% of the indicators were sex-disaggregated. According to DEVCO's estimates, the indicators

¹⁰²² The 2015 GAP II SWD noted that: "gender is mainstreamed or is a large component of bilateral programmes, such as the EUR 12 million Human Rights Budget Support Programme in Armenia that includes support to tackling gender-based violence."

¹⁰²³ The remaining 80 % were not compliant largely because of errors or inconsistencies, for which the concerned officials were fined. 2 % of the uncompliant declarations were forwarded the State Prosecutor's Office for investigation.

¹⁰²⁴ European Commission (2019): Budget Support. Trends and Results 2019.

¹⁰²⁵ The database will be updated in 2020 with performance indicators used for the 2019 disbursements.

database shows that 43% of the total budget support over the period 2014-2018 contributed directly or indirectly to SDG5 (gender).

Regarding State Building Contracts (SBC), the EU was completing an evaluation of this modality in early 2020 and the preliminary results available pointed to a moderately satisfactory consideration of gender into the design of SBC. EU staff marked a third of the SBC programmes with the G1 (gender as a significant objective) policy marker (OECD DAC policy marker system). A third of the country case studies highlight some degree of attention to gender in the design of the SBC programmes.

19.3.2.2 Accompanying measures

Main finding: Accompanying measures to budget support have integrated GEWE issues only to a limited extent.

The team could not identify many examples of gender budget support programmes with accompanying measures focussing on GEWE. In particular, as highlighted by an interviewee, the EU was much more active on strengthening partner governments' statistical capacity where it provided budget support 15 years ago. Similarly, while the 2017 Guidelines put a strong emphasis on Gender-Responsive Budgeting (GRB), this is an area is (re)-gaining momentum and most budget support programmes implemented during the period under review (2014-2018) paid limited attention to GRB.

It is still worth noting that accompanying measures in sector budget support programmes often included some aspects related to GEWE (see examples provided in section 19.3.2.1 above). There are also a few examples of budget support programmes entirely focussing on GEWE. A case in point is Morocco – see the related country case study.

Box 37 Policy dialogue and Accompanying measures to budget support – the case of Morocco

Morocco is one of the rare countries where the EU has funded a budget support programme focusing on GEWE. Budget support is fully integrated in the broader EU-Morocco partnership framework.

Cooperation between Morocco and the EU on GEWE experienced a new momentum after the adoption of a new Constitution in 2011. The 2013-2017 Action Plan for Morocco's 'Advanced Status' reflected a strong commitment of both partners to gender equality and the emphasis on democratic governance and the Rule of Law in the cooperation strategic framework for 2014-2017. The EU supported the Government's National Programme for Equality ('Programme Gouvernemental Egalité') through a EUR 45 million programme covering the period 2012-2018 and consisting of three strands: i) budget support (EUR 37.5 million); ii) technical assistance (centralized project approach) to the Ministry of Family, Solidarity, Equality and Social Development (EUR 4.8 million); iii) grants to non-state actors (decentralized project approach with a total of EUR 2 million). A follow-up programme was launched in 2018. It consists of: i) budget support (EUR 26 million); accompanying measures (EUR 9 million) In addition to the accompanying measures implemented in the context of the above 'Budget Support packages', the EU provided complementary support in the area of GEWE in the context of other bilateral (gender sensitive) interventions (education, health, justice, support for civil society, etc.) and of actions financed under thematic budget lines (in particular, various grants financed under the EIDHR and covering issues such as violence against women and girls, women's participation in local governance, strengthening of CSO's role in advocacy and policy monitoring).

Moreover, specific GEWE-related indicators were increasingly integrated in sector programmes using the BS modality in recent years. Interviews revealed that this has requires a high degree of engagement from all parties involved.

The EU is also closely working with UN Women and the Agence Francaise de Developpement that provides complementary support focusing on Gender Responsive Budgeting¹⁰²⁶, including a joint support for the production of sector gender analyses.

Overall, the case of Morocco illustrates the integrative nature of budget support, the role it can have in terms of enhancing policy dialogue on GEWE and bringing coherence in the wide range of interventions that can be developed in this area.¹⁰²⁷

Source: various documents (e.g., 2017 action document of the programme 'Egalite-Moussawat'), interviews

19.3.3 GEWE in Report/Studies on budget support

Main finding: Most reporting tools on budget support contain specific parts related to GEWE.

¹⁰²⁶Project supported by EU "budgétisation sensible au genre au Maroc" (2019): https://www.afd.fr/fr/wkgeneratepdf_file/9612.

¹⁰²⁷ The action document of the 2017 programme 'Egalité-Moussawat' explains that budget support: "has made it possible to put gender equality issues at the center of our technical and political dialogue and to strengthen the identity of our partnership with Morocco around common values. Furthermore, this support, which was provided in a coherent framework, was the catalyst for a multi-instrument strategy in this area (including targeted support, mainstreaming, mix of policy and political dialogue)".

There have been clear efforts by the EU to integrate GEWE in reporting and mechanisms related to budget support. In particular, the Annual Reports on Budget Support produced by DG DEVCO contain a section focusing on SDG 5 (Gender Equality). While the Comprehensive Evaluation Framework (CEF) which underpins the 2006 OECD DAC methodological approach to evaluating budget support¹⁰²⁸ integrates GEWE aspects only to some extent, several evaluations which were implemented according to this approach have put special emphasis on GEWE – see Table 52 below.

The recent (December 2019) Court of Auditor report on Data Quality in Budget Support¹⁰²⁹ does not contain any explicit references to GEWE although the analysis on the relevance and soundness of monitoring mechanisms sometimes cover GEWE-related indicators¹⁰³⁰.

Table 52 Some GEWE-related findings in recent budget support evaluations

Evaluation Report	Selected findings on GEWE
2017 Evaluation of Budget support to Ghana	<p><i>“Gender mainstreaming has only partially been achieved. The MDDBS policy matrices have integrated gender equality issues at various levels (e.g., overall programming and specific policy measures to bridge gender equality gaps in health and education, inclusion of sex-disaggregated data to strengthen M&E systems), reflecting the integration of these issues in the national policy framework. Important attention has also been given to these issues by many Development Partners.</i></p> <p><i>However, the level of mainstreaming in BS operations – as illustrated by the inclusion of gender-related elements in the GBS/SBS financing agreements and monitoring and evaluation activities – has remained particularly weak, except in the social sectors (Health and Education). Gender-equality issues were not specifically addressed in Budget Support operations implemented in the Environment and Natural resources sector, and they appear only partially in the ones implemented in the Agriculture sector. (...) Gender Desks (present in most ministries since 1998) do not participate actively in the resource allocation process within their sector. The gender-responsive budgeting initiative introduced with budget support DPs support in 2007 quickly came to a standstill.”</i></p>
2015 Evaluation of Budget support to Uganda	<p><i>“Gender equality and equity principles have been often declared in BS performance assessment frameworks and in government sectoral policies. But they have almost never been effectively implemented through specific policies and measures, while BS dialogue has been unable to support their prioritisation. Below the surface of some basic indicators of gender parity, major gender inequities remain.</i></p> <p><i>(...) BS has supported gender policies incorporated into national education policies, with gender parity in terms of gross enrolment achieved at primary level. (...) Gender mainstreaming in the [Water and sanitation] sector is mainly through monitoring and reporting, but does not promote concrete improvements of the role and activities of women. (...) Although health related gender outcomes, such as access to maternal health care, have improved during the period, improvements have slowed down and some indicators are worrisome (e.g., HIV infection rates).”</i></p>

19.3.4 Internal expertise on GEWE in budget support

Main finding: There has been an increase in EU gender expertise in the context of budget support.

The DG DEVCO HQ unit in charge of providing overall guidance on budget support to staff working on EU external action¹⁰³¹ has a Gender Focal Point. The GFP participates in the GFP network and coordinates EU efforts related to the integration of GEWE into budget support and macroeconomic support.

The Unit produces ‘Technical Notes’ on issues related to support to Budget Support, Public Finance Management and Domestic Revenue Mobilisation every month. In February 2019, the Technical Note produced by the Unit focused on GRB. The Unit is also regularly in contact with other international organizations (e.g., IMF, WB) active in this area.

¹⁰²⁸ The EU played an instrumental role in the development of the methodological approach.

¹⁰²⁹ European Court of Auditors (2019): Data quality in budget support - weaknesses in some indicators and in the verification of the payment for variable tranches (Special Report No 25/2019).

¹⁰³⁰ e.g., when assessing the quality of education equal participation of boys and girls (p. 19) and when highlighting that a baseline target should have been a percentage of eligible girls receiving stipends in a timely manner and not students in general (p. 21).

¹⁰³¹ DG DEVCO unit A.4.

19.4 Annex

19.4.1 European Union

- European Commission (2007): Covering the three financing modalities: Sector Budget Support, Pool Funding and EC project procedures. Europe Aid. Tools and Methods Series. Guidelines No 2.
- European Commission (2007): Guidelines on the Programming, Design & Management of General Budget Support. Europe Aid. Tools and Methods Series. Guidelines No 1.
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- European Commission (2015): Joint Evaluation of Budget Support to Uganda.
- European Commission (2016): Budget Support. Annual Report 2016. DEVCO.
- European Commission (2016): Joint Evaluation of Budget Support to Burkina Faso.
- European Commission (2016): Joint Evaluation of Budget Support to Sierra Leone.
- European Commission (2017): Joint Evaluation of Budget Support to Ghana.
- European Commission (2017): Evaluation of Budget Support to Paraguay.
- European Commission (2017): Budget Support Guidelines.
- European Commission (2019): Budget Support. Trends and Results 2019.
- European Commission (2019): Gender Responsive Budgeting – A contribution to reduce the gender gaps? DEVCO technical note.
- European Court of Auditors (2019): Data quality in budget support - weaknesses in some indicators and in the verification of the payment for variable tranches (Special Report No 25/2019).
- European Parliament (2015): Gender-Responsive Budgeting – Innovative approaches to budgeting.
- Budget support and dialogue with partner countries:
<https://ec.europa.eu/europeaid/node/13967>
- Capacity4dev page on EU budget support:
<https://europa.eu/capacity4dev/public-gender/discussions/gender-responsive-budgeting-examples-implementation>

19.4.2 Other

- European Court of Auditors (2019): Data quality in budget support, weaknesses in some indicators and in the verification of the payment for variable tranches (Special Report No 25/2019).
- BWP (2019): The World Bank (Development Policy Financing) and Gender Equality.
- IMF (2017): The IMF and Gender Equality - A Compendium of Feminist Macroeconomic Critiques.
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