

FICHE CONTRADICTOIRE »
Evaluation of the EU Support to Gender Equality and Women's Empowerment in Partner Countries

(*For details on the "Conclusions and way forward" please refer to the main report – page 40-45)

Recommendations	Response of Commission services Ref. Ares(2015)3219955 - 31/07/2015	Follow-up (two years later)
<p>Introduction</p> <p>As the conclusions clearly indicate, the EU's weak delivery against its Gender equality and Women's Empowerment (GEWE) commitments is primarily an institutional rather than a technical problem. Without leadership commitment and the institutional incentives that should flow from that leadership, then improvements to technical guidance and the like will not in themselves transform the EU's effectiveness on GEWE. The recommendations therefore focus more on what is required to bring GEWE into the mainstream of EU political dialogue and cooperation, and through that to deliver enhanced GEWE results.</p>	<p>Agreed</p> <p>The Commission and EEAS are fully aware of the need for strong and dedicated leadership on GEWE. The Gender Action Plan 2010-15 was intent on overcoming the limitations set out in the evaluation findings, but progress was slow. GEWE was and continues to be a high priority for the Commission and EEAS.</p> <p>Though a positive trend on EU leadership on GEWE is acknowledged by the evaluation, progress was insufficient to effectively support implementation of the GAP 2010-15.</p> <p>The current HR/VP and Commissioner for International Cooperation and Development have made strong and high profile commitments to improving the status of girls and women worldwide through EU external relations. The new Staff Working Document (SWD) on gender equality builds on the findings of the evaluation. Its accompanying measures, as well as the new Action Plan on Human Rights and Democracy (to be adopted in July 2015) are expected to significantly accelerate EU leadership and progress on GEWE.</p>	<p>Under Implementation</p> <p>The Gender Action Plan (GAP II) for 2016-2020 was adopted jointly by the Commission and the EEAS in September 2015 and endorsed by the Council with Conclusions published in October 2015. These reflect the renewed EU impetus on GEWE, "Gender equality is at the core of European values and enshrined within the European Union (EU) legal and political framework. The EU and its Member States are at the forefront of the protection, fulfilment and the enjoyment of human rights by women and girls and strongly promote them in all external relations also beyond development cooperation."</p> <p>Following the Council endorsement, and in recognition of the need for stronger institutional commitment on GEWE, implementation of the GAP II is now mandatory for all external relations of the EU, including all member states and the EU delegations.</p> <p>The first report on the GAP II shows that implementation started well and that much has been achieved in the first year. It has been reported that GAP II has energised more dedicated political and management leadership across the different EU actors.</p>

<p>R1. The EC Services and EEAS should revitalise their commitment to GEWE. The new leadership team in place in Directorate General for International Cooperation and Development and the EEAS should reiterate the priority the EU places on gender equality and women's empowerment, recognising also its centrality to the achievement of all EU development goals.</p>	<p>Agreed</p> <p>HR/VP Mogherini and Commissioner Mimica have prioritised gender equality in their mandate. The European Commission (DEVCO) and EEAS have strongly advocated for the inclusion of a standalone goal on gender equality in the post 2015 agenda, and for the inclusion of gender as relevant to all the other goals.</p> <p>The HR/VP has committed to establish a high-level function dedicated to supporting the implementation of UNSCR 1325 and gender related matters within the EEAS.</p> <p>Commissioner Mimica has made gender equality one of DG DEVCO's top policy priorities and the new SWD will establish ways to strengthen all levels of leadership on gender equality across the EC and EEAS.</p>	<p>Under implementation</p> <p>GAP II promotes policy coherence with internal EU policies, in full alignment with the EU Human Rights Action Plan.¹</p> <p>The first report of the GAP II reflects that Commission services and EEAS played a key role in advancing gender equality and women's empowerment, by leading <i>inter alia</i> the full implementation of 2030 Agenda, while promoting gender mainstreaming across all the UN Sustainable Development Goals (SDG), and actively engaging with partner countries to achieve this goal at the 60th session of UN Commission on the status of women and the 32nd session of UN Human Rights Council as the key policy-making UN fora.</p> <p>The EEAS Principal Advisor on Gender and Women, Peace and Security was appointed in late 2015.</p>
<p>R2. The Commission and EEAS should lead the development of a successor to the GAP as required by the Council and engage more effectively with Member States (MS). The GAP should not be a standalone strategy with its own goals and processes. Rather it should be the strategy for achieving EU GEWE ambitions as set out in the EU Development and Cooperation Results Framework. Without this integration the risk is that institutional incentives and</p>	<p>Agreed</p> <p>The drafting of the successor of the GAP is an inclusive process, which to date has involved the participation of a Task Force (EC/EEAS services and 8 Member States) and open consultations with civil society organisations and UN agencies.</p> <p>The new SWD and its accompanying measures seek to align closely with the EU Results Framework approach. The new approach will promote the use of measurable results and</p>	<p>Completed</p> <p>The successor of the GAP is the GAP II: Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations (2016-2020), endorsed by the Council on 26th October 2015. In recognition of the need for stronger institutional commitment on GEWE, implementation of the GAP II is mandatory for all external relations of the EU, including all member states and the EU delegations (EUD).</p>

¹ Joint Communication to the European Parliament and the Council, Action Plan on Human Rights and Democracy (2015-2019), "Keeping human rights at the heart of the EU agenda" (JOIN(2015) 16 final), 28.4.2015

<p>accountabilities for GAP delivery will remain weak.</p>	<p>outcomes and internal mechanisms of accountability.</p> <p>The new EU Action Plan on Human Rights and Democracy (expected to be adopted in July 2015) also prioritises the effective implementation of the successor of the GAP.</p>	<p>The "New European Consensus for development"², which includes Member States, refers also to the GAP II, indicating gender equality among the principles and drivers of development.</p> <p>The indicators in the GAP II are in line with the SDG and the EU Results Framework (EU-RF).</p>
<p>R3. The Commission and EEAS should clarify leadership and management arrangements at EUD level for achieving GEWE results and delivering against GAP commitments, including complementarity with MS. Overall leadership should rest with the Head of Delegation, with a clear schedule of delegation to the Head of Operations and Head of Political sections. These responsibilities should be incorporated into job descriptions (see R8 below). The Commission and EEAS should require each EUD to set out how it will harmonise with MS efforts to deliver the GAP successor and align with country priorities for GEWE, which should provide an impetus for more joint strategy and programming.</p>	<p>Agreed</p> <p>As indicated above, the successor of the GAP will include internal mechanisms of accountability for the implementation of its priorities. These mechanisms will target all management layers of DEVCO, including the Head of Delegations / Operations. The same exercise will be expected of other external relations' EU actors (DG NEAR, ECHO, FPI and the EEAS). In addition, strong coordination at country level is required, as is alignment with country context and priorities.</p> <p>All EU Delegations and crisis management missions and operations have appointed Human rights and/or gender focal points. Efforts to strengthen their capacity and roles will be made in order to best support the implementation of a GAP successor.</p>	<p>Under implementation</p> <p>The External Action Management Report and the EU Result Framework reporting mechanisms have been modified to include specific questions related to the GAP implementation.</p> <p>As a consequence, the first report of the GAP II³ provides some evidence that responsibility for supporting and implementing GAP II is moving beyond the Gender Focal Persons to political leaders and senior and middle management. Some Heads of Mission, Heads of Delegation and Heads of Cooperation have given more priority to the GAP II, for example, backing the gender analysis studies and new training and appointing new Gender Champions (21 at EUD level).</p> <p>Gender equality and women's rights are a focus of political and policy dialogue Delegations hold with partners in most countries. In 66 partner countries women's rights have been included as a priority in the Human Rights Country Strategy, EU Member States (EUMS) are supporting</p>

² Council conclusions 9459/17 of 19/5/2017 "The new European Consensus on Development"

³ SWD (2018) 288 of 29/08/2017 JOINT STAFF WORKING DOCUMENT EU Gender Action Plan II "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020" - Annual Implementation Report 2016

		<p>programmes which contribute towards the implementation of GAP II in 65 partner countries, EUD or EUMS Champions have been identified in 48 partner countries, and Gender Focal Persons (GFPs) nominated or appointed in 67. Some informal or formal burden sharing between EUD and EUMS is in place in 29 partner countries. Coordination on gender issues is led by an EU actor in 35 partner countries.</p> <p>A GFP survey also reflected that GFPs appear to be gaining in expertise, and enjoying greater hierarchy backing. There is still a long way to go but progress is significant regarding synergy of hierarchy support and involvement of GFPs with the GAP implementation.</p> <p>The GAP II reports that more needs to be done to strengthen EUD leadership and commitment towards full implementation of the GAP II.</p>
<p>R4. The Commission and EEAS should clarify reporting and accountability arrangements for achievement of GEWE results and delivery of the GAP successor. To the maximum extent possible, reporting should be through mainstream channels. As a starting point for change, EUDs should be required to include a summary of their performance on GEWE in annual EAMRs (with more detail presented in the annual GAP report) and all mid-term reviews and country-level evaluations should report GEWE results.</p> <p>Once progress is evident here, the gender focus of other reporting and accountability</p>	<p>Agreed</p> <p>The GAP successor will be accompanied by a guidance note which will clarify the methodology for reporting, for identifying the indicators and for measuring results.</p> <p>The guidance note will specify which existing reporting tools will be used by EEAS and the Commission. Close alignment with the EU Results Framework will be sought.</p> <p>116 out of 141 Human Rights Country Strategies have prioritised gender, and therefore the EC and EEAS will ensure coherence between the reporting.</p>	<p>Under implementation</p> <p>The GAP II guidance note provided comprehensive reporting and accountability arrangements, drawing extensively on the EU-RF and EAMR (External Assistance Management Reports) process.</p> <p>The GAP II makes full use of existing systems in order to streamline reporting and to truly embed gender across the way the DEVCO works.</p> <p>For the thematic objectives, a list of indicators has been suggested for reporting for all EU actors. Baselines will be used where they exist. Where no baseline exists, the first report will form a baseline to assess year-on-year progress.</p>

<p>systems such as ROM and the Quality Support Group (QSG) should be strengthened. A synthesis of progress and achievements will be required at headquarters level, facilitating scrutiny of EC Services and EEAS contributions to overall performance.</p>		<p>Every year , EUDs and Operational units will report on their identified GAP II objectives, and the accompanying indicators and activities, along with the baseline and progress against these (e.g. when reviews are carried out). Only final results will be gathered through the EU-RF process (including those that are not specific to the RF).</p> <p>DEVCO B1 will collect, and where necessary aggregate, the information provided by Member States, DG DEVCO and DG NEAR, DG ECHO, and the EEAS, to produce a single overview.</p>
<p>R5. EUDs and MS embassies should prioritise and invest in high quality gender analysis as the basis for country level strategy and programming. Where possible gender analysis should be conducted jointly by the EUD, MS and other stakeholders (e.g. development partners, government). Current strategies and gender-relevant programmes should be reviewed and their formulation amended to make them more gender responsive.</p> <p>The implications for the focus and form of political dialogue should also be made explicit.</p>	<p>Agreed</p> <p>The successor to the GAP includes – as a first step – mandatory gender analysis at country and/or sector level, that provides the evidence-base to inform decision making on gender equality, be it through existing sector priorities, new actions, or at political or programme levels.</p>	<p>Under implementation</p> <p>The mandatory gender analysis for all new external actions (bilateral, regional and thematic) is a central plank of GAP II. As at the end of 2016, 42 <u>new</u> Gender Analysis Studies were prepared.</p>
<p>R6. EUDs should prioritise investment in gender expertise, within the delegation team and through increased access to relevant technical assistance. In order to implement recommendation 5, the EUD will require quick access to gender expertise to</p>	<p>Partially agreed</p> <p>Gender expertise is available in HQ and EUDs. All EU Delegations and crisis management missions and operations have appointed Human rights and/or gender focal points. They receive training and support from the Gender Unit in</p>	<p>Under implementation</p> <p>2016 has seen a continuous renewal and reinforcement of the gender focal persons (GFPs) network. Many new EUD GFPs have been appointed or nominated, and although for some their time is stretched as the GFP tasks are in</p>

<p>support the commissioning, management, conduct and use of gender analysis. In the short term, this expertise may initially come through to the gender advisory services or technical assistance. But the longer-term aim should be to build internal capacity to effectively commission, manage and use gender analysis. Heads of section should take the lead in their respective sectors, supported by the GFP.</p>	<p>DEVCO.</p> <p>Efforts to strengthen their capacity and roles will be made in order to best implement a successor to the GAP. Expertise will be reinforced via specific support, training, and ad hoc assistance (ex. Gender Facility under the Instrument contributing to Stability and Peace).</p>	<p>addition to their core or other responsibilities, they appear to be gaining in expertise, and some are enjoying greater hierarchy backing.</p> <p>Several training on integrating gender took place in 2016 and more will be organised 2017, often attended not only by GFPs but also by Programme Managers and Political Section staff. There has also been a positive move in the direction of mainstreaming gender in the core training curricula for EU staff.</p>
<p>R7. DG DEVCO Unit B1 should make a concerted effort to strengthen use of the gender marker and gender-sensitive indicators. This should involve further training in application of the gender marker and use of gender-sensitive indicators, both as stand-alone training modules and through incorporation into other training courses. Critically, application of these two tools should be systematically quality assured and responsibility for overseeing their effective use should be led by Unit B1. Links to the QSG should also be strengthened to ensure consistent and joined up efforts to strengthen use of the two tools</p>	<p>Agreed</p> <p>Wherever possible, gender sensitive indicators and/or sex disaggregated data will be used in the EU International Cooperation and Development Results Framework (EU-RF).</p> <p>Quality support processes in the EC and EEAS will be improved to ensure that gender sensitive indicators are used appropriately (e.g. Quality Support Group / QSG in DEVCO). Clear instruction on the inclusion and use of the gender specific checklist and gender sensitive indicators will be provided.</p> <p>The OECD DAC Marker on gender equality will also be used, and understanding of its application will be reinforced with specific guidance.</p>	<p>Under implementation</p> <p>The GAP II has an ambitious target of 85% of new programmes score Gender marker 1 or 2 by 2020. From 2016 analysis, 58.8% of new initiatives adopted by DG DEVCO in 2016 (i.e. 213 out of 362) have been marked as mainly or significantly aiming at promoting GEWE (Gender marker 2 or 1). Considering the above-mentioned target, and that the results were on average 47.3% in 2015, the progress is undeniable.</p> <p>DEVCO B1 (thematic unit) is providing substantive support to strengthening gender focus of programmes through the QSG process (formal) and informally, through direct engagement with EUDs. The online gender training includes clear instruction on the use of Gender Markers, gender-sensitive indicators alongside other useful tools to strengthen internal gender mainstreaming capacity.</p>
<p>R8. DG DEVCO Directorate R and EEAS MDR C should develop proposals for the mainstreaming of gender into their</p>	<p>Agreed</p> <p>The successor to the GAP includes initiatives to</p>	<p>Under discussion</p> <p>The first year report of the GAP II also proposes</p>

<p>respective human resource management procedures. Job descriptions for all staff, including senior management themselves, should include gender mainstreaming as a specific objective to be reached. Performance appraisal procedures should be amended to assess progress in this regard. Proposals for gender mainstreaming in human resource management procedures should be available for consideration by senior management within DG DEVCO and the EEAS.</p>	<p>mainstream gender further (job description, performance assessment, specific and mandatory training). These will be proposed and discussed with DEVCO's Directorate for Human resources.</p> <p>DG Human Resources contributes to the EU Strategy for Equal Opportunities among women and men 2010-2015, managed by DG Justice. Its follow up is under preparation and DG Human resources will be involved to clarify its policy on equal opportunities and gender mainstreaming over the next 5 years.</p>	<p>to "Institutionalise gender objectives in performance assessment systems and job descriptions for all relevant staff including Management, Heads of Mission, GFPs, etc."</p> <p>At HQ level discussions are ongoing to systematize the inclusion of gender among the job description areas.</p>
<p>R9. EC Services should mainstream gender into monitoring and evaluation procedures. The DG DEVCO Evaluation Unit should update its evaluation guidance with regard to gender based on the UN Evaluation Group work on Integrating Human Rights and Gender Equality in Evaluation. The Evaluation Unit should require that gender is addressed appropriately in technical proposals and evaluation reports. The Evaluation Unit should collaborate with the Unit B1 define evaluation plans of gender-specific actions as the basis of evidence-based guidance on priorities for such actions in different contexts.</p>	<p>Agreed</p> <p>The Regulation (EU) nr 236/2014 of 11/03/2014 laying down common rules and procedures for the implementation of the Union's instruments for financing external action, (OJ L 77/95 of 15/03/2014) already includes in its article 12 the obligation to include gender equality among the criteria on which to evaluate the impact and effectiveness of the Commission's sectoral policies and programming.</p> <p>In addition, the evaluation Unit will ensure that the guidance on "How to evaluate Gender Equality" (provided by Note 1 and 2 of the '<i>Evaluation of the EU Support to Gender Equality and Women's Empowerment in Partner Countries</i>') is included in all ToRs prepared for evaluations at strategic and project level conducted at HQ and EUD level.</p> <p>The evaluation Unit will update the evaluation methodology including guidance with regards to gender on the basis of the UNEG document</p>	<p>Under implementation</p> <p>Commission Services uses existing systems in order to streamline reporting and to truly embed gender across the way the EC works. The EU-RF is instrumental to tracking and measuring the results of GAP II for the EC.</p> <p>The EAMR was revised to include a section on gender, that briefly states whether and to what extent the political dialogue has included women and girls' rights, and whether gender analysis has been undertaken at policy dialogue level, how it has informed programming, what are the selected 3 impact areas in their programme for girls and women, and how these will be / are being measured (indicators).</p> <p>The Results Reporting Template requests that at least one of the "top ten results", that are not within the EU Result Framework (EU-RF) remit, will be on impact on girls and women. These will be for activities that have come to an end, therefore progress will be slower but expected</p>

	<p><i>"Integrating Human Rights and Gender Equality in evaluation' (2011).</i></p>	<p>nonetheless as the GAP is implemented.</p> <p>The EC Sector Indicator Guidance has been updated to include indicators of relevance to each sectors, where possible mirroring the SDGs and EU-RF.</p> <p>Any new action document presented to the Quality Assurance mechanisms to the EC or to MSs is required to include a gender analysis at the appropriate level (e.g. sector, national etc.), a justification of how this is taken into account and a reflection of the analysis in the activities and measurements selected.</p> <p>OECD Gender marker use is compulsory and whenever it will score "zero", a clear justification for this shall be included in any program quality assurance mechanisms procedure.</p> <p>The Evaluation Unit is revising the models of ToR to be used by DG DEVCO and EUDs when undertaking an evaluation. More details in the text and a specific annex on Gender, are being drafted.</p>
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