



ANNEX 4

to the COMMISSION IMPLEMENTING DECISION on the ENI East Regional Action Programme for 2019, Part 2, including some actions to be carried out in 2020, to be financed from the general budget of the European Union

Action Document for EU4Gender Equality: Challenging gender stereotypes and practices in the EaP countries

ANNUAL PROGRAMME

This document constitutes the annual regional work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

1. Title/basic act/ CRIS number	EU4Gender Equality: Challenging gender stereotypes and practices in the EaP countries CRIS number: ENI/2019/041-721 financed under the European Neighbourhood Instrument.	
2. Zone benefiting from the action/location	East Neighbourhood, Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine. The action shall be carried out at the following location: Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine.	
3. Programming document	EU4Gender Equality: Challenging gender stereotypes and practices in the EaP countries	
4. SDGs	Main SDG(s): <ul style="list-style-type: none"> - SDG 5. Achieve gender equality and empower all women and girls - SDG 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. - SDG 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. - SDG 16. Peace, justice and strong and inclusive institutions. 	
5. Sector of intervention/ thematic area	Gender equality Human Rights Children's rights	DEV. Assistance: YES

6. Amounts concerned	<p>Total estimated cost: EUR 9 000 000</p> <p>Total amount of EU contribution EUR 9 000 000</p> <p>This contribution is subject to the availability of 100 % of appropriations for 2019.</p>			
7. Aid modality(ies) and implementation modality(ies)	<p>Project Modality</p> <p>Indirect management with:</p> <ul style="list-style-type: none"> - an international organisation or civil society organisation to be selected in accordance with the criteria set out in section 5.3.2 <p>Direct management</p> <ul style="list-style-type: none"> - Procurement of services 			
8 a) DAC code(s)	<p>151 Government & Civil Society-general</p> <p>15180 - Ending violence against women and girls</p> <p>15170 - Women's equality organisations and institutions, Support for institutions and organisations (governmental and non-governmental) working for gender equality and women's empowerment.</p> <p>160 Other Social Infrastructure & Services</p> <p>16010 - Social/welfare services</p> <p>16011 - Social protection and welfare services</p>			
b) Main Delivery Channel	<p>Indirect management with</p> <p>Indirect management with:</p> <p>41000 Non-governmental or governmental organization specialised in the area of gender equality and gender based violence.</p> <p>And</p> <p>Direct management:</p> <p>60000 Service contract</p>			
9. Markers (from CRIS DAC form)¹	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	x	<input type="checkbox"/>
	Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment ²	<input type="checkbox"/>	<input type="checkbox"/>	x
	Trade Development	x	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	x	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	x	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	x	<input type="checkbox"/>	<input type="checkbox"/>

¹When a marker is flagged as significant/principal objective, the action description should reflect an explicit intent to address the particular theme in the definition of objectives, results, activities and/or indicators (or of the performance / disbursement criteria, in the case of budget support).

² Please check the Minimum Recommended Criteria for the Gender Marker and the Handbook on the OECD-DAC Gender Equality Policy Marker. If gender equality is not targeted, please provide explanation in section 4.5.Mainstreaming.

	Climate change mitigation	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	x	<input type="checkbox"/>	<input type="checkbox"/>
10. Global Public Goods and Challenges (GPGC) thematic flagship	Human rights and democratic governance, women’s rights and gender equality. Human development including social justice and women’s empowerment.			

SUMMARY

The EU is committed to gender equality and women’s rights. The proposed action intends to both complement ongoing actions on gender equality as well as addressing areas that is not covered in EU bilateral programmes. The aim is to conduct a transformative programme, which focuses on the root causes of gender inequality related to norms and gender stereotypes with the ultimate aim to enhance women’s empowerment and gender equality. Such efforts will in the long run deepen democracy and improve the respect for women’s rights and provide examples of concrete changes in the roles of women and men. Furthermore the programme intends to focus attention on the role of men in caregiving responsibilities which in the long run can provide better opportunities for women’s employment and better relationships with their children. Moreover, the programme will enhance knowledge and skills through training on available Violence Perpetrator Programmes for professionals who come in contact with perpetrators of domestic and sexual violence in their daily work. This will complement ongoing EU actions on providing support to victims of violence.

Finally, the EaP Governments will be offered expert support through a sector based dialogue and mentoring on the inclusion of a gender sensitive perspective in reforms. The purpose is to ensure effective, fair and inclusive impact of decision making.

1 CONTEXT ANALYSIS

1.1 Context Description

Two-and-a-half decades of unprecedented social and economic transformation of the EaP countries has led to a number of changes and some of them have had long-lasting gender-differentiated impact. This is evident in the results from the lack of social-democratic welfare policies and migration which has made it necessary for women take to the main responsibility for caretaking. Despite signs of economic improvements in some countries in the region this is not always translated into job opportunities for women. A number of barriers to women’s access to economic opportunities persist and gender inequalities are manifest in demographic imbalances, the gendered division of the labour market and underrepresentation in leadership roles.

Persistent gender inequalities are also a consequence of gender stereotypes and norms and the lack of interest and commitment by most governments in the region to progress on the gender equality agenda.

The overall picture shows an urgency of putting more efforts into improving conditions and opportunities for women, girls and their families through targeted measures on the symptoms of gender inequality while at the same time putting equal amount of strength into changing power dimensions between women and men. This can be done through informed and targeted interventions that provides for an environment decision makers at all levels are genuinely

committed to change. This can only be done through a long-term and dedicated dialogue and support to CSOs that are agents of change.

In order to enable change men and boys need to work alongside women and girls. Research by the Overseas Development Institute shows that fathers, brothers or husbands often supported girls that dare to stretch social norms. These men see their daughters, sisters and wives as equal partners. This shows that we need to do more to involve men in changing stereotypes, also in relation to child care responsibilities.³

The proposed regional programme will focus on a few target areas that that has not yet been targeted in EU bilateral programmes the are described briefly below.

Men as caretakers: Gender inequality and barriers to the equitable participation of women in the market remain among the biggest global challenges to women's economic empowerment. All the EaP has decreased the number of women and men in employment in the last 10 years resulting from difficulties finding jobs, a mis-match of skills and weak early childcare and education services. A key determinate for women's participation in gainful employment is typically women's role in caregiving. In various time-use surveys conducted in the EaP countries show that women who are not in the labour force, report domestic responsibilities as the primary reason behind their absence from the labour market.⁴ At the same time New data on men and gender relations has emerged from the region which shows similar results as those of the EU, namely that a more equal sharing of caregiving would have a positive impact on women's employment. A number of measures can be taken to support such change. For instance men have proven to be adopting new caretaking behaviours when the health sector has been engaging with fathers during their partners' pregnancies or when their children are young.⁵ Research also shows that men who take on greater caregiving roles experience deeper connections with children and partners and are more likely to have better physical and mental health. Men's increased participation in children's lives leads to more positive outcomes for children and importantly also to women's employment.⁶

Gatekeepers to norms and attitudes: In order to push for change around social gender norms it is important to recognise influencers that shape society norms and attitudes. Religious leaders are important actors that impact on gender norms in the EaP countries. In the latest EU Barometer survey in the EaP region religious institutions were given high levels of trusting rates across the region and particularly in Georgia and Armenia.⁷ Religion can be used to reinforce social gender structures and ideology yet they have also shown that they become fundamental allies in driving the advancement of women's rights.

For instance, the Armenian Inter-Church Charitable Round Table Foundation of the World Council of Churches has encouraged Armenian priests to speak about issues related to gender equality. Programmes such as this can help reducing the social acceptance of violence against women and to change discriminatory attitudes and behaviours.

³ Conclusion from the 4-year programme - 'Transforming the Lives of Adolescent Girls' by the Overseas Development Institute in 2015.

⁴ UNDP study "Gender and employment in the South Caucasus and Western CIS" by Tamar Khitarishvili

⁵ UNFPA and Promondo study Engaging Men in Unpaid Care Work, 2018

⁶ Ibid.

⁷ Annual survey under the EU NEIGHBOURS east programme across the six Eastern Partner countries (Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine).

Prevalence of violence against women and children (including abortion of girls): Despite some progress in EaP countries on measures to combat violence against women and girls (VAWG) prevalence remain high throughout the region. Even though only limited data is available a recent WHO global review estimates that 26 % of women in Eastern Europe and 23 % of women in Central Asia have experienced either physical and/or sexual violence by an intimate partner or sexual violence by a non-partner.⁸ Figures are particularly high on psychological partner violence: e.g. 83.2 % in Belarus, 60 % in Moldova compared to 43 % in EU member states, according to a Fundamental Rights Agency survey from 2017.⁹

Studies conducted at a national level indicate that some EaP countries rank among the world's highest in terms of prevalence rates of intimate partner violence (IPV).¹⁰

Although Georgia, the Republic of Moldova, Ukraine, Azerbaijan and Armenia have all adopted specific legislation against domestic violence (in 2006, 2007, 2001, 2010 and 2017 respectively) and protecting victims and survivors, a narrow definition of the term 'domestic violence' is used. A majority of such legislation does not address the various forms of violence within family contexts, such as marital rape and few recognise the psychological abuse of women and girls in the family context.

Despite greater awareness of the magnitude of the problem, cultural acceptance of violence against women and girls remains high in the EaP region. Social acceptance of violence against women and girls (VAWG) is demonstrated through victims being blamed when they report violence including in the use of mediation which often further endangering the victim. This practice also shows that institutions are not held accountable for their failure to prevent VAWG and protect victims despite the fact that it is the State's responsibility to protect victims of violence and to proceed with investigation, prosecution and punishment.

Missing girls: In the Eastern Europe and Central Asia region, birth registration documents show evidence of prenatal sex selection in favour of boys in Azerbaijan (116.8 boys born for every 100 girls), in Armenia (114.8) and in Georgia (113.6)¹¹. Although recent data suggest an improving trend, Skewed gender demographics are thus symptomatic of deeper gender inequalities. Such imbalances may also have important social and economic consequences in the long term.¹²

Measures for perpetrators: Recommendations of the CEDAW Committee clearly demonstrate that existing legislation on domestic violence, in all of the EaP countries, are not fully in line with international standards. In some countries domestic violence has not yet been included into the Criminal Code as a specific crime. Adding to the picture, violence prevalence surveys across the region reveal that many women do not report on domestic violence and those who do report do not receive effective action against the perpetrators of violence, besides short-term protection orders. In such an environment, it is all the more important that there are measures targeting perpetrators at an early stage. This would potentially encourage more women to report and it would reduce violence. There are some efforts taking place in the EaP countries to target perpetrators, in for instance Georgia and Moldova.

⁸ The WHO Global status report on violence prevention 2014.

⁹ UNFPA issue brief Combatting violence against women and girls in Eastern Europe and Central Asia, 2015

¹⁰ Ibid.

¹¹ Knowledge Brief by the World Bank on Exploring the phenomenon on missing girls in the South Caucasus

¹² UNFPA issue brief Combatting violence against women and girls in Eastern Europe and Central Asia, 2015

The role of civil society and gender mechanism: Civil society, historically a strong channel for women's social and political mobilization, is currently under severe pressure in some parts of the Eastern Partnership region (limitations on mobility, activities and foreign funding). Civic space for women's participation and influence is shrinking. The overall trend is therefore suggesting that more needs to be done to strengthen women's empowerment and women's organisations.

1.2 Policy Framework (Global, EU)

Equal rights of men and women is reflected in the Preamble to the Charter of the United Nations and it was further strengthened in the International Bill of Human Rights, comprised of the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights and the International Covenant on Civil and Political Rights. Only as of 1979 the UN agreed on a Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). The Convention provides the basis for realizing equality between women and men through ensuring women's equal access to, and equal opportunities in, political and public life as well as education, health and employment. States parties agree to take all appropriate measures, including legislation and temporary special measures, so that women can enjoy all their human rights and fundamental freedoms. While the original UN CEDAW document did not explicitly refer to violence against women, the 1992 General Recommendation 19 to CEDAW recognized that the actions necessary to overcome family violence should include, inter alia, 'Services to ensure the safety and security of victims of family violence, including refuges, counselling and rehabilitation programmes for perpetrators of domestic violence.' Important additional measures identified as necessary to provide for the effective protection of women against gender-based violence included '[P]reventive measures, including public information and education programmes to change attitudes concerning the roles and status of men and women...'

In September 1995, the Fourth World Conference on Women in Beijing set out an expansive set of commitments for achieving gender equality, which resulted in a progressive blueprint for advancing gender equality and women's rights worldwide: the **Beijing Declaration and Platform for Action (BPfA)**. The Platform for Action makes comprehensive commitments under 12 critical areas of concern. It stresses that actions needs to be taken for the full implementation of the human rights of women and girls and that there is a need to remove all the obstacles to women's active participation in all spheres of public and private life through ensuring women a full and equal share in economic, social, cultural and political decision-making. The Beijing Declaration and Platform for Action has since been a powerful framework for international and national gender equality policies and practices at national, regional and global levels, together with the Sustainable development goals and EU policy development.

The Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention) was adopted in 2011. It is the most far-reaching international treaty to tackle this serious violation of human rights. The Istanbul Convention obliges the States to fully address violence against women and domestic violence in all its forms and to take measures to prevent violence against women, protect its victims and prosecute the perpetrators. Failure to do so would make it the responsibility of the State. So far 34 countries has ratified the Conveniton. Four of the EaP countries made important progress towards ratification. Georgia ratified the Istanbul Convention in May 2017 and adopted a package of laws on violence against women and domestic violence. Moldova adopted amendments to the national law on domestic violence in July 2016, and signed the

Istanbul Convention in February 2017. Armenia adopted a law on domestic violence in December 2017 and signed the Istanbul Convention in January 2018. Ukraine has adopted amendments to the criminal code, passed the law on preventing domestic violence in December 2017 and signed the Istanbul Convention in 2011. So far Azerbaijan and Belarus has not signed the Convention.

Equality between women and men, girls and boys, is one of the European Union's fundamental values. Enshrined in EU treaties since the 1957 Rome Treaty, the Union has been at the forefront of efforts to tackle gender-based discrimination and to defend their right to equal opportunities and equal treatment, and to promote equality between women and men, girls and boys in the public and private spheres. The EU is dedicated to promote gender equality within the Member States and across the world. In October 2015 the EU adopted council conclusions on the Gender Equality and Women's Empowerment: Transforming Lives of Girls and Women through EU External Relations (**the Gender Action Plan II** for 2016-2020). The Action Plan focuses on taking action and transforming lives through four pivotal areas: ensuring girls and women's physical and psychological integrity, promoting the economic and social rights/empowerment of girls and women and strengthening girls' and women's voice and participation.

The WPS Agenda, consisting of UNSCR 1325 (2000) and its follow-up highlight the importance of the gender dimensions in peace and security. It does not only focus on the protection of women and girls from conflict-related violence but also on women's right to meaningfully and equitably participate in all decision-making processes. In addition, addressing gender-related root causes of violence remains critical to conflict prevention.

The Global Strategy for the EU's Foreign and Security Policy (Global Strategy) reaffirms that the EU recognises and will promote the role of women in peace efforts, including the need for women's leadership, in line with the UN Security Council Resolutions (UNSCR) on women, peace and security. Furthermore, the European Council has agreed that WPS, as well as gender equality and women's empowerment, should continue to be mainstreamed into all policy areas when implementing the Global Strategy, including in the areas of security and defence, investing in the resilience of states and societies and developing an integrated approach to conflicts and crises.

On 10 December 2018, the Foreign Affairs Council adopted Conclusions on women, peace and security reaffirming the EU's and its Member States' commitment to the full implementation of the women, peace and security agenda and adopted a new EU Strategic Approach to Women, Peace and Security. The new Strategic Approach identifies EU priority actions under UNSCR1325 in five key areas: participation, prevention, protection, relief and recovery while promoting gender equality and gender mainstreaming.

The European Neighbourhood Policy (ENP) was launched, in 2004. It aims at supporting political and economic reforms in sixteen of Europe's neighbouring countries as a means of promoting peace, stability and economic prosperity in the whole region. The Policy is funded by the European Neighbourhood Instrument (ENI). Support through the ENI is provided to bilateral programmes, multi-country programmes and regional and sub-regional cooperation. The ENI also is intended to support ENP partners in delivering on their commitments to gender equality and girls' and women's empowerment, in line also with the Gender Action Plan II and universal 2030 Agenda. Emphasis is given to ensuring girl's and women's physical and psychological integrity, promoting the social and economic rights and empowerment of women and girls, their access to justice, education, health care and other social services,

strengthening their voice and political participation and shifting the institutional culture to deliver on these commitments.

In November 2017 the 5th EaP summit resulted in a set of key objectives where decided upon to guide the future cooperation in the **20 deliverables for 2020**. One of the 20 objectives of the policy framework concerns gender equality and non-discrimination. In addition, gender equality is mainstreamed across all the objectives. Furthermore the 20 deliverables explicitly state that stronger support to women's rights, empowerment and gender balance in the region will allow Partner countries to take full advantage of the economic and social potential within their societies. Additionally there is also a commitment to address negative gender stereotypes, gender-based violence and pay gaps between men and women among others.

The EU collaboration with the EaP countries is expressed in various agreements. Georgia, Moldova and Ukraine have more advanced political and economic ties with the EU which is reflected in the Association Agreements these countries has with the EU. Armenia has a Comprehensive & Enhanced Partnership Agreement (CEPA) with the EU since 2017, and there is ongoing negotiations with both Azerbaijan on new Partnership and Cooperation Agreements and with Belarus on partnership priorities. All three Association Agreements gives reference to commitments on strengthening gender equality and discrimination. The three countries with AA's have already committed to a systematic, 'gradual approximation' of their laws, regulations, enforcement mechanisms and other practices to the EU acquis communautaire and internationally accepted good practices.

For instance Georgia have agreed to align with the EU acquis on related to employment and occupation and in the access to and supply of goods and services. Moreover, Ukraine has agreed to align with the Council Directive 2010/18/EU of 8 March 2010 implementing the revised Framework Agreement on parental leave.

1.3 Public Policy Analysis of the partner country/region

With respect to legal and policy frameworks, Eastern Partnership countries have made important progress in passing legislation and adopting policies to advance gender equality. Equality between women and men are included in the Constitutions of all the countries and anti-discrimination laws have been adopted in all countries except Belarus, Armenia and Azerbaijan. Most of the EaP countries have a specific National Action Plan on gender equality or are in a process of developing a new one, except for Azerbaijan. Still in most countries the proposed actions in the national action plans has not been provided enough funding and implementation is unreliable and often depend on donor support. Moreover the national machineries for the promotion of gender equality are weak, lacking in funding and strong commitment from political levels to properly implement National Action Plans on gender equality.

In the last years some EaP countries has started to find ways to change the parental leave schemes in a manner which provided more incentives and opportunities for women to return to the labour market earlier after childbirth. Other countries still grant generous and long leave provisions for mothers while providing little incentive to encourage men to take on their fair share of childcare. So far there has not been a lot of pressure from civil society to challenge the weak societal support for shared caregiving and gender equality at the household level.

1.4 Stakeholder analysis

The main stakeholders and direct beneficiaries of the action are as follows:

The Ministries of Social Affairs, Ministries of Interior, Ministries of Justice and when relevant the national machineries for gender equality in the EaP region, as the key guardian of policies and capacity building of the social services and the probation services will be involved in the capacity development of key professionals working on violence prevention programmes for perpetrators.

The Ministries of Healthcare in the EaP region, as the key guardian of policies on health care service and capacity building of professionals, will be involved in the capacity development of health care professionals in neo-natal and childcare to reach out to fathers.

The EaP Governments will be offered expert support through a sector based dialogue and mentoring on the inclusion of a gender sensitive perspective in ongoing or planned reforms in order to ensure fair and inclusive impact. Selected expertise dialogues will be offered around a number of areas, for instance taxation, gender budgeting, education, labour market, health care reforms, pensions, or public service delivery. The expertise will be provided to staff at Ministerial level and in authorities.

The commitment to change cannot only be at the hands of individuals and communities it should primarily be reflected in political commitments from decision-makers. Parliamentarians and local level politicians and local/regional authorities will therefore be targeted through sensitization on the importance of involving men in care taking responsibilities and to enhance access to childcare services in order to enhance women's participation on the labour market and to strengthen economic growth.

The indirect/final beneficiaries of the programme are women and men, boys and girls across the EaP region who will be challenged to reconsider current gender stereotypes and traditional norms, including the roles of women and men in care giving. Particular efforts shall be put on reaching citizens at local and regional level, including representatives of minority groups.

Local advocacy actions will be implemented in coordination with CSOs –key stakeholder that know the environment and actor for change, which will play a critical role in the design and implementation of awareness raising activities around gender equality and men's responsibility for care services. Civil Society Organizations will also be used to enhance sustainability of interventions beyond this programme.

1.5 Problem analysis/priority areas for support

In the last couple of year's most EaP governments have taken actions towards improved legislation on gender equality and gender based violence. This changes has been met with a rise of conservative, traditional and xenophobic sentiments by various stakeholders. In some countries the existence of unresolved conflicts and its impact on the political rhetoric has reinforced the promotion of "strong men" and violence in society. Taken together all these developments have contributed to strengthened the rhetoric of questioning the internationally agreed definition of gender as a social construction. Adding to this research reveal that many people do not fully understand individual human rights which makes them susceptible to a discourse that relates to women's rights as anti-family and dangerous for social stability. Such attitudes and norms spill over to the economic, public and private spheres and impact negatively on progress towards gender equality in legislation.¹³ In the Caucasus, for instance, this is visible in the existence of child marriages and sex-selective abortions in addition to

¹³ MEN AND GENDER EQUALITY IN ARMENIA, 2016 and Rapid Review on Inclusion and Gender Equality in Central and Eastern Europe, the Caucasus and Central Asia, Unicef 2016

women's responsibility for unpaid care work, the gender pay gap, women's lack of ownership of land, and limited presence of women in political decision-making.¹⁴

Taking in to account the rise of traditional gender values in the EaP region and the limited knowledge on individual human rights this programme will contribute to increase awareness that States' have an obligation to eliminate discrimination against girls and boys, in line with the Convention on the Elimination of All Forms of Discrimination against Women, which all the EaP countries have ratified. According to the Convention, dismantling stereotyping by taking proactive measures — in cooperation with girls and boys, women and men, civil society, and community and religious leaders — to promote girls' empowerment and eliminate harmful gender stereotypes in both public and private life.¹⁵

Gender inequalities are more evident in rural areas and accentuated in particular regions. As a result, the programme will pay particular attention to changing discrimination and gender stereotypes in local communities in rural areas.

Men and caretaking:

A number of surveys conducted in the EaP region demonstrate the need to increase men's involvement in advancing gender justice and the redistribution of unpaid care. For instance the 'Caucasus Barometer', provided by the Caucasus Research Resource Centres (CRRC), shows that respondents from Georgia, Armenia and Azerbaijan generally expressed traditional attitudes about gender roles. In Azerbaijan 85% (including both sexes) responded that changing diapers, giving kids a bath and feeding children are the mother's responsibility. (CRRC, 2013). A variety of studies carried out in Georgia provide consistent evidence that in the vast majority of cases (more than 80%) the burden of housework and child care related activities falls primarily on women. Approximately 94% of women are responsible for cleaning the house and approximately 88% of women are primarily responsible for cooking (UNDP Georgia, 2013; UN Women, 2014; UNFPA 2014). In addition, according to a 2014 report by UNFPA only 4% of men in Georgia are involved in the daily care of a child¹⁶.

A time-use survey in Moldova (2011-2012) found that women spend 4.9 hours per day on unpaid work, almost twice the amount of time spent by men (2.8 hours per day). It was also found that mothers spend 2.1 hours per day and fathers 1.3 hours per day on childcare¹⁷.

In contrast to the other EaP countries men and women in Belarus report higher levels of egalitarian views on gender roles. However, differences can be observed in areas related to opportunities and women's empowerment. While there seems to be agreement with women gaining independence by means of a paid job, 60% of women think this is indeed the case, but only 39 % of men believe so¹⁸.

Finally, in Armenia gender stereotypes are still strong around women's work in the public sphere. Although 47% of the respondents noted that these issues are decided through joint discussion with their partners, 38% of the women stated that it's their partners' who makes the final decision. In addition, a new study on men and gender equality in Armenia shows that

¹⁴ Ibid.

¹⁵ UN Human Rights Council report - Realisation of the equal enjoyment of the right to education by every girl, 2017

¹⁶ MEN AND GENDER RELATIONS IN GEORGIA, UNFPA report 2014

¹⁷ National Bureau of Statistics "Time Use Survey in the Republic of Moldova" in the period June 2011-May 2012

¹⁸ BELARUS COUNTRY GENDER PROFILE, World Bank report 2016

more than 80% of male respondents declared that they did not join the partners in the doctor's room in the antenatal visits during the last or current pregnancy¹⁹.

In light of the crucial role that men play in promoting gender equality and the importance of men in caregiving and domestic work this programme intends to provide incentives for men to take their share of childcare. The programme will particularly focus on involving men at an early stage in their role as fathers, which has proven to provide positive results in EU member states.

Religious leaders – gate-keepers on gender equality and women's rights

In several EaP countries religious institutions have been at the core of national identity and have strongly reasserted themselves in the post-Soviet environment. Given the weak position of rights-based religious interpretations and of political alternatives to authoritarianism in several the EaP countries, the space has been open for conservative forces within various religions. These forces have been involved in discussion on gender equality which they perceive as a challenge of religious doctrine or cultural traditions, such as abortion and family law.

Some religious leaders have emphasized the doctrinal bases for male dominance and female submission in marriage. The majority of religious leaders in the Caucasus also condemn abortion as murder. A study on perception of religious leaders in Armenia by USAID (2014) shows for instance that the clergy of the Armenian Church express the opinion that an Armenian woman firstly should take care of her family and only after that be involved in social or public activities.

However there are also signs across that region that there are numerous religious leaders who are open for a more dogmatic dialogue around gender equality issues. For instance in Georgia there has recently been an Inter-Religious Dialogue on the prevention of Violence against Women and Harmful Practices. At the conference the Administration of Muslims of All Georgia adopted a powerful official statement that urges Muslim leaders to support the elimination of Early/Child Marriage and Female Genital Mutilation/Cutting.

Based on these positive examples this programme intends to engage in dialogue with religious leaders and Priests. The aim is to involve religious leaders in advocacy around gender equality and women's rights, including on issues such as reduction in child and forced marriages.

Violence prevention programmes

Gender-based violence (GBV) is the most extreme expression of unequal gender relations in society. It is first and foremost a violation of human rights, and a global health issue. In most of the EaP countries, there has been a number of violence prevalence studies on intimate partner violence published. While these studies are not necessarily comparable they clearly illustrate that there is high GBV prevalence in the EaP region and across Central Asia. 26 % of women in Eastern Europe and 23 % of women in Central Asia have experienced either physical and/or sexual violence by an intimate partner or sexual violence by a non-partner. Figures are particularly high on psychological partner violence: e.g. 83.2 % in Belarus, 60 % in Moldova compared to 43 % in EU member states. Studies conducted at a national level indicate that some EaP countries rank among the world's highest in terms of intimate partner

¹⁹ MEN AND GENDER EQUALITY IN ARMENIA, UNDP report 2016

violence (IPV).²⁰ In Armenia there were 784 official complaints of domestic abuse to the police and over 2,000 hotline calls to the Coalition to Stop Violence Against Women in 2015 alone.²¹ In Belarus, 11.8 per cent of women aged 15-49 years have experienced some form of violence (physical, psychological, economic or sexual) from their current or former husbands/partners.²²

In Azerbaijan, Armenia and Georgia sex-selective abortions are practiced, leading to a deficit of girls born. The social acceptance and tolerance of violence against women also remains one of the most serious obstacles to its elimination in addition to lack of violence perpetrator preventive measures.

Many women do not report their experience of violence due to the common perception that it is a family matter or that abuse is a normal part of marriage. There is also strong social pressure on victims to remain silent. This is very unfortunate since studies show that women who do report on their experience suffer from less symptoms of the violence. Besides the suffering and pain caused by victims of violence it is also a huge cost for society to deal with such consequences. Research indicates that the cost of violence against women could be around 2 per cent of the global gross domestic product (GDP). The direct cost of the health system, counselling and other related services, the justice system, child and welfare support, as well as indirect costs, such as lost wages, productivity and potential, are just a part of what societies pay for violence against women. In addition, violence against women and children brings huge negative impact on their participation in education, employment and civic life.

In addition to providing effective and safe support to victims of violence, more attention needs to be put on the perpetrators, in order to reduce prevalence of violence. This aspect is also reflected in article 16 of the Istanbul Convention. It requires states parties to set up two separate types of programmes: those targeting domestic violence perpetrators (Article 16, paragraph 1) and others designed for sex offenders (Article 16, paragraph 2), while at the same time ensuring the safety and support of victims.

Perpetrator behavior-change programmes usually are framed so that men are held accountable for their actions and for making changes in their thinking and behaviour. Such programmes are being used by an increasing number of jurisdictions as part of sentencing, with courts mandating behavior change programme in addition to other penalties. In some countries the police or social services can also refer perpetrators to such programmes on a voluntary basis when attending less serious incidents of violence against women, in addition to actions such as assigning protection orders and referring victims/survivors to services. In a number of countries in the EU and USA such programmes have been tested and there is already evidence proving that they can be effective if properly followed and implemented.

Access to violence perpetrator programmes in EaP countries is difficult to assess. However, in Moldova, legislation provides for a protection order with 10 protective measures a victim may seek against the aggressor and one of the measures requires the aggressor to participate in a treatment or counseling program. Presently there is a CSO and a local and central authority providing some psychological services for perpetrators in Drochia. The target groups of the

²⁰ Combatting violence against women and girls in Eastern Europe and Central Asia, Issue brief 6, UNDP 2016

²¹ Institute for War and Peace Reporting, 2016

²² BELARUS COUNTRY GENDER PROFILE, World Bank 2016

centre are men (18 years or above), and it provides telephone counselling, face-to-face counselling and crisis intervention (within the community).

With support from the EU Georgia is in a process of developing a Rehabilitation Program for Perpetrators of Violence against Women and Domestic Violence for perpetrators in prison. In Belarus, development donors have been supporting correctional work with perpetrators of domestic violence through the development of strategy titled “Developing National Capacity to Counteract Domestic Violence in the Republic of Belarus”. However still in 2018, this action has not been adopted.

As described above there is so far not much attention given to perpetrator behavior-change programmes in the EaP region. This programme therefore intends to to sensitize and engage frontline professionals who meet perpetrators in their work, to evidence based violence prevention programmes for perpetrators used in a few EU member states. Before the activities begin there will be a proper assessment of existing prevention activities and of the stakeholders to be targeted in the programme.

Establishing a Gender Help Desk

International human development indexes (including gender indexes) shows that the EaP countries have challenges in ensuring that women and men have equal opportunities and conditions in a wide range of areas. Although most EaP countries have experience of gender mainstreaming and a few have piloted gender responsive budgeting (GRB) there are few visible outcomes in terms of reduced gender inequalities. Some of the obstacles identified relates to lack of political commitments, limited knowledge or experience GRB and a lack of sex-disaggregated data. This represents a loss of human potential, with costs for both men and women and an obstacle to democracy, social justice and sustainable development.

Many EU member states have shown that progress towards gender equality has contributed to women’s empowerment and economic growth. It has not happen by itself; it is largely resulted from effective political reforms, which have been based on a gender impact assessment. With this in mind, the EU will provide access to a pool of experts to support EaP Governments, upon request, to give support in the design of reforms and decisions that will provide effective and target results for both women and men. The expert support will be offered in the policy dialogue with various ministries and will also help the EU funded future progress to provide enough attention to gender equality and women’s rights.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Lack of interest among EaP governments to make use of the reform experts provided by the gender help desk due to lack of understanding of the approach.	H	In the policy dialogue with the EaP, EU (HQ and EUDEL) will express how the expert support offered by the helpdesk have a potential to provide effective results.
Difficulties in involving men in programme actions around men and caregiving.	M	In order to involve men in pre-natal health care visits there should be some campaign to explain the beneficial

		outcomes of early engagement in parenting for men.
Reluctance by professionals in maternal and child health services to reach out to fathers in their work.	H	The Ministries of Health and relevant professionals needs to be sensitized by colleagues from EU member states who can provide evidence of the positive outcomes of men’s early engagement in parenting. The action should be carefully designed so there is hands on support to health care staff on the methodology and tools used to involve men in their new role as fathers.
Reluctance by social service professionals to implement new standards and practices on violence prevention programmes for perpetrators of violence.	H	Just as mentioned above the Ministries of Social Affairs and relevant professionals needs to be sensitised on the positive outcomes of prevention programmes for perpetrators. This may require involving the staff in practicing new skills together with a mentor..
Difficulties in engaging religious leaders in a dialogue on gender equality and women’s rights.	H	In order to deal with potential resistance the dialogue should be carefully prepared with a few targeted religious leaders who knows the sensitivities and boundaries for effective discussions on gender equality.
Lack of visibility of the actions in the programme.	L	Part of the success of the programme will depend on effective and contextual visibility on the message to be sent on changing stereotypes around the roles of women and men.
Assumptions		
<ul style="list-style-type: none"> ✓ The EaP Governments have necessary political will and interest in enhancing citizens impact of their reforms to make use of the reform experts provided by the EU. ✓ Since there has already been some activities on men and gender equality in the region there is already some “men activists” to engage with on the activities on men and caregiving in the programme. They will have a critical role in guiding activities. 		

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

- Programmes that have successfully been able to bring about a transformation of traditional norms and practices on gender equality are not common. A preliminary report on Results Oriented Monitoring for the period 2015-2019 shows that despite the fact that 66% of the projects and programmes financed by the EU have been positively assessed in terms of measures to enhance the role of women; only a minority of projects adequately mainstreams gender equality throughout design and implementation. The analysis of answers and scores suggests that the focus has been on the gender balance rather than changing structural gender inequalities.

- A review of the results and lessons learned from the Swedish Development Cooperation Agency (SIDA) support to gender equality in the Eastern Partnership countries (2001-2014) provides some lessons learned also for this programme. It stresses that in societies and political cultures in which power and authority are exclusively held and exercised by men, it is essential to work with men – male leaders, administrators and party members – as well as women, to increase women’s participation in political processes.
- SIDA’s evaluation also showed that it is critical to work within State bodies to help improve their functioning and practices in areas under their own control before expecting them to achieve any external impact.
- In dialogues with the beneficiaries of SIDA support, women activists argued that the essential foundation for gender equality was not to be found in externally driven policies, strategies or action plans, but in women’s employment and economic security, from which political participation and representation and with it legal protections and supporting social services could gradually emerge. Therefore, in designing programmes careful consideration should be given to balancing the weight of these multiple factors in interventions, including providing an enabling environment for women’s employment.
- Lessons learned from other donors with experience of working on awareness raising on gender equality shows that effective transformation of traditional norms on gender needs to happen not just at the individual level, but also at the community level and national level through larger scale norm changing interventions. Only when a united effort is made, actions have better impact.
- Experience by Oxfam highlighted the power of creative and interactive means of communication through role plays, dramas and public hearings, rather than passive awareness-raising through leaflets or informational channels. Engaging influential community leaders, religious leaders and duty bearers appeared to be effective in awareness-raising.
- This is the first regional programme on gender equality proposed for the EaP region. The programme involves areas of intervention that has not been emphasised to a large extent in earlier bilateral programmes on gender equality. As a result there are not many lessons learned from EU programmes to draw from.

3.2 Complementarity, synergy and donor coordination

Regarding the programme actions around changing stereotypes and transformative programming lessons learned from for instance Oxfam, SIDA, Switzerland and several UN agencies will be taken on board in the design of the actions. A dialogue may also be needed with the relevant donors to capitalise fully on their experiences. A number of INGOs (Promondo, MenEngage) and various EU donors who has also been involved in support to men and gender equality in the EaP region. These actions will be critical to learn how to frame the interventions so that they can bring results despite hostile environments. When it comes to involving the health care sector in engaging with fathers there is also good experience to learn from EU member states, including in Belarus support from SIDA. Activities on violence perpetrator programmes is well in line with ongoing efforts by the governments in the region in relation to the obligations of the Istanbul Convention. In addition the proposed action will also be a natural continuation of a the EU programmes on victims of

violence, across the region. Finally, the helpdesk will complement support provided by the UN agencies in the region. Therefore, a close dialogue with relevant UN agencies is needed before the help desk mandate is formulated. Lessons learned will also be taken from a number of donors who also have gender help desks in place.

In Ukraine, synergies and complementarity will notably be sought with large-scale EU programmes in the area of governance (including on decentralisation and the rule of law) as well as the support programme for conflict-affected areas of eastern Ukraine which is gender-mainstreamed and will be mainly implemented by an UNDP-led consortium of UN agencies (UN Women, UNFPA and the UN Food and Agriculture Organisation/FAO).

4 DESCRIPTION OF THE ACTION

4.1 Overall objective, specific objective(s), expected outputs and indicative activities

The overall objective of the programme is to strengthen equal rights and opportunities for women and men, through shifting social perceptions and behaviour on gender stereotypes and by increasing men's participation in caretaking and in prevention of gender based violence.

The specific objectives and results of the programme are:

Objective 1 - Shifting societal perceptions and behavior around gender stereotypes and patriarchal norms which assign women and men to fixed roles and limit women's rights

Output 1: Strengthened knowledge and awareness of the importance of challenging gender stereotypes and social systems marked by an unequal distribution of power, among the targeted audience (youth, community leaders including religious leaders, politicians at local and national level, women including in rural areas etc.).

Output 2: Change of attitude and behaviour in relation to the traditional social roles and responsibilities of women and men.

Objective 2 - To increase participation of men in caretaking of their children and in programmes designed for fathers

Output 1: Improved involvement of men in pre-natal care visits and in fathers groups.

Output 2: Men have a greater take up and equitable share of child care responsibilities and have become more involved in advocacy on gender equal family policies.

Objective 3 – To increase the use of evidence based violence prevention programmes for perpetrators among frontline professionals, in line with the Istanbul Convention.

Output 1: Relevant Ministries and key stakeholders in the region have knowledge on the importance of introducing violence prevention programmes for perpetrators in order to reduce the number of victims of gender based violence.

Output 2: Strengthened capacity and knowledge among front line professions (social services, CSOs and prison services) on conducting evidence based violence prevention programmes with perpetrators of domestic violence (both early prevention programmes and programmes for perpetrators in prison).

Objective 4 – To increase the use of a gender analysis in decision-making and reforms by the EaP governments to deliver effective and equal results to all, both women and men.

Output 1: The EaP Governments have been provided with TA on the inclusion of a gender analysis in policy-making and in reform implementation progress.

Main activities:

Since actions that lead to changes in perceptions is difficult to predict, the programme will ensure appropriate stakeholder analysis for the awareness raising activities and behavioural incentives across the components to change current practices and norms. Pilot actions will be conducted where relevant and evaluated for impact and scaling up during the programme. The programme will also have a strong element monitoring, learning and adaptation also after the inception, in response to changes in the context and learning about what works and what doesn't. This might include the use of focus groups, counterfactual evaluations and results monitoring.

Main activities to implement objective 1:

This regional programme will particularly focus on shifting societal perceptions around gender stereotypes and patriarchal norms which is widespread across the region.

In order to ensure effective impact from the programme, the interventions will need to be adjusted in accordance with local context and the ability and scope of local stakeholders.

The outreach activities will be conducted in partnership with civil society actors, community leaders and others based on a proper assessment of country specific norms that hamper gender equality and the capacities of stakeholders to deliver results. The programme will support innovative and evidence based awareness raising activities using a variety of means such as edutainment, social media influencing and theatre as well as more traditional sensitising methods and trainings, which prove to have impact. Actions will be tailored to the local contexts, for instance in actions around fathers in caretaking a particular focus will be on the value of girls in the Caucasus, since son preference is still prevalent in this region. Religious leaders will be targeted through an inter-faith dialogue on gender equality and women's rights. Lessons learned will be drawn from earlier dialogues with religious leaders in the region.

Concrete activities will be identified as a result of these country specific contexts, priorities and lessons learnt. Following this evidence based approach, pilot actions will be rolled out. Those of the actions that prove to be successful will then be scaled up. Further efforts will be made to ensure that the impact is measured to validate the initial analysis and inform future activities.

Main activities to implement objective 2:

The programme include activities around men's behaviour and attitude to caretaking responsibilities. In order to change men's perceptions around caretaking this action will involve sensitizing and training health care professionals in neo-natal and childcare support to engaging fathers in their actions around pregnancy and parenthood. In addition, actions are also taken to reach out to men who are to become fathers and the population at large with advocacy around men's role in caretaking. The public will be subjected to an outreach action on the positive outcomes of men's involvement in caretaking through measures such as media campaigns, interpersonal communication and "edutainment, theatre and radio dramas". Furthermore, the programme will support the establishment of "Men's groups" or other relevant, adapted mechanisms for advocacy around gender equality and men's role in

caretaking and violence prevention. In order to improve the impact on societal level however the actions will also target local communities and local politicians.

The actions will particularly target men who are to become fathers and professionals in maternal health care services who will be given training and guidance on how to engage with men in care taking and in “fathers groups”. These activities will be developed in consultation with relevant Ministries across the region.

Main activities to implement objective 3:

With the objective to reduce the widespread prevalence of violence against women, social workers, mediators, prison staff and CSOs will be subjected to evidence based violence prevention programmes for perpetrators. The action will involve relevant Ministries and it will also include testing a selection of violence prevention programmes in each country.

In order to reduce prevalence of violence against women the programme will offer knowledge and training on a number of available evidenced based violence perpetrator programmes used in EU member states. The programme will be tailored to the needs identified in a joint dialogue with the Ministries of Social Welfare and Ministries of Justice before social workers, prison staff and NGOs are provided training. It is also foreseen that the programme will also pilot a few of the violence perpetrator programmes in order to gain understanding which interventions leads to a reduction of violence.

Main activities to implement objective 4:

Finally, the EU will provide access to a Gender Help Desk with a pool of experts to support EaP Governments, in designing and implementing reforms and decisions that will provide effective and targeted results to ensure real positive impact on lives of men and women. The support can target a broad number of sectoral policy reform efforts such as employment, education, gender responsive budgeting and health care. The helpdesk should provide experts who speak Russian when needed. Knowledge dissemination will also be ensure via high level conferences, technical workshops on the best practice from the actions. The Help Desk will coordinate with ongoing bilateral reform support programmes in the respective countries.

4.2 Intervention Logic

The implementation of this new regional programme on gender equality involves all the six partner countries in the EaP region.

The programme will consist of an indirect management contract with an international organisation or with a civil society organisation that is going to contribute to strengthening equal rights and opportunities for women and men, through actions towards shifting social perceptions and gender stereotypes; men’s participations on caretaking and combatting gender based violence. Areas of work on gender stereotypes will be address through sub-granting to community based NGOs. The intention is to pilot activities that can help bringing about a change in behaviour of men and women which challenge cultural practices and norms that hinders gender equality and women’s empowerment.

Regarding second objective on increasing participation of men in caretaking of their children and in programmes for father’s the areas of work will address a change in practices of health care professionals in neo-natal and childcare and a change in fathers involvement in the care and development of their children. Key activities will involve training of health care staff, advocacy and outreach activities to fathers and society at large on the importance of fathers

engagement in child care. Finally support will also be provided to the establishment of fathers groups.

The third objective intends to increase the use of evidence based violence prevention programmes for perpetrators among frontline professionals, in line with the Istanbul Convention. The target groups for the actions are social workers, prison staff and other professionals who come in contact with perpetrators of gender based violence and the perpetrators themselves. The intention is provide information and training to relevant staff to refrain from using mediation and instead practice using a selection of evidence based violence prevention programmes, tailored to the local needs.

The programme also includes direct management through a service contract which will provide EU expertise on the inclusion of a citizen and gender perspective in planning and implementation of mayor reforms. The purpose is to ensure effective, fair and inclusive impact of decision making. Selected expertise dialogue will be offered around a number of areas, for instance taxation, employment related issues, private sector, health care reforms, pensions, parental leave and social services.

4.3 Mainstreaming

The activities will have a direct impact on gender equality, women's empowerment and men's care giving responsibilities. It will also provide a basis for reducing the number of victims of domestic and sexual violence as a result of the introduction of violence prevention programmes targeting perpetrators. Achieving gender equality is not only a goal in itself – as confirmed by the EU Gender Action Plan II and the 2020 Deliverables. Gender Equality is essential for sustainable democracy and economic development. Reports on results and impact achieved should have data disaggregated by sex.

The actions will be implemented following a **right-based approach**, encompassing all human rights, which will be particularly relevant for people in vulnerable and disadvantaged situations. The five working principles below will be applied at all stages of implementation: legality, universality and indivisibility of human rights; participation and access to decision-making processes; non-discrimination and equal access; accountability and access to the rule of law; transparency and access to information. The implementing partners will be tasked to ensure that this approach is taken across all programme.

Civil society will be central to the implementation of objective 1 and also to some extent in relation to objective 2 and 3. Their role is critical to ensuring inclusive and responsive processes and sustainable results on the ground. They also play an important role in holding politicians accountable in commitments related to family policies, violence prevention and discrimination of women.

The programme is neutral on the **environment**. However changing the roles of women and men in decision making and employment may have an impact on decisions related to the environment.

The programme may have some positive impact for victims of violence related to the **unresolved conflicts** in the region. Since the programme includes actions to scale up activities on violence prevention for perpetrators there is a potential to also involve men who have taken part in the unresolved conflicts.

4.4 Contribution to SDGs

This Action is relevant for the **Agenda 2030**. It contributes primarily to the progressive achievement of **SDG Goal 5** on Achieve gender equality and empower all women and girls

however it also contributes to **SDG 8** on Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all, **SDG 10** on Reduce inequality within and among countries and **SDG 16** Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Decision and the relevant contracts and agreements.

5.3 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures²³.

5.3.1 Procurement (direct management)

	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Support the EU efforts to increase the use of a gender analysis in decision-making and reforms by the EaP governments Objective 4	Services	1	2 nd trimester 2020

5.3.2 Indirect management with an international organisation

A part of this action, namely objectives 1, 2 and 3 may be implemented in indirect management with an entity which will be selected by the Commission's services using the following criteria: experience and knowledge from actions on gender equality, gender stereotypes, men and fatherhood programmes and combatting violence against women and girls. Furthermore the partner needs to have experience from conducting regional programmes and experience from subgranting to local CSOs in piloting projects on behavioural change. It

²³ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

is also useful if the partner has experience from edutainment and other approaches which is effective to ensure transformative change. In addition, demonstrated operational and technical capacities required to implement the activities listed under SOs 1 to 3.

The implementation by this entity entails, implementing activities and reaching results as listed under the expected results related to SOs 1 to 3 as indicated under 4.1. For this purpose, the entity needs to be able to sub-grant. In an ideal case, the entity should be pillar assessed.

If negotiations with the chosen entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.3.

5.3.3 Changes from indirect to direct management mode due to exceptional circumstances and alternative scenario

It is sensible to consider an alternative implementation approach should it not be possible to conclude the planned agreements detailed under sections 5.3.2 due to certain factors that cannot be mitigated at this stage.

Second preferred implementing option – in order to be able to reach the objectives set out under 4.1 - would be a grant in direct management with civil society organisations following a call for proposals.

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
Objective 1 – Actions to challenge gender stereotypes	3 500 000	
Indirect award to an appropriate organisation on cf. section 5.4.1		
Objective 2 – Men’s involvement in care taking	2 500 000	
Indirect award to an appropriate organisation on cf. section		

5.4.1		
Objective 3 – Piloting of violence prevention programmes for perpetrators	1 500 000	
Indirect award to an appropriate organisation on cf. section 5.4.1		
Objective 4 – A support help desk	1 500 000	N.A
Procurement of a support help desk that provide EU expertise on a gender and citizens perspective in decision making and reforms, (direct management), on cf. section 5.4.2		
Total	9 000 000	

5.6 Organisational set-up and responsibilities

steering of the project will be led by Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR).

In order to review progress and provide strategic guidance, a Steering Committee meeting will be organised twice a year on the basis of activity reports presented by the implementing entity in relation to objective 1, 2 and 3. The Steering Committee shall decide on the annual activities at the outset of the year and for the monitoring of the implementation at the end of the year. In the meantime, regular video conferences at working level shall be set up to ensure coordination at technical level.

The Programme **Steering Committee** will be co-chaired by the Commission and the organisation in charge of the actions. The exact composition will be decided upon at the programme implementation stage together with the co-chairs. The **Secretariat of the Steering Committee** is ensured by the selected organisation chosen for the programme.

The Steering Committee will also have continued contacts with EU Delegations in relation to the planned activities.

A separate Steering Committee will be established for the service contract. This Steering Committee will meet once a year to review progress and provide strategic guidance on the basis of activity reports presented by the implementing entity in relation to objective 4. The Programme **Steering Committee** which will be co-chaired by the Commission and the organisation in charge of the actions. The exact composition will be decided upon at the programme implementation stage together with the co-chairs.

Programme-specific contact points shall be nominated at headquarters and in EU Delegations to ensure coordinated internal and external communication.

5.7 Performance and Results monitoring and reporting

Performance measurement will be based on the intervention logic and the log frame matrix, including its indicators.

- Performance measurement will aim at informing the list of indicators that are part of the log frame matrix.
- In certain cases, mainly depending on when the monitoring exercise is launched, contribution to the outcomes will also be part of monitoring and for this to happen

indicators defined during planning/programming at the outcome level will be the ones for which a value of measurement will need to be provided.

- In evaluation, the intervention logic will be the basis for the definition of the evaluation questions. Evaluations do mainly focus on the spheres of direct (outcomes) and indirect (impacts) influence. As such, indicators defined for these levels of the intervention logic will be used in evaluation. Depending on the specific purpose and scope of the evaluation exercise, additional indicators will be defined.

Monitoring is a management tool at the disposal of the action. It is expected to give regular and systemic information on where the Action is at any given time (and over time) relative to the different targets. Monitoring activities will aim to identify successes, problems and/or potential risks so that corrective measures are adopted in a timely fashion. Even though it is expected to focus mainly on the actions' inputs, activities and outputs, it is also expected to look at how the outputs can effectively induce, and actually induce, the outcomes that are aimed at.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular annual progress reports and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix.

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

Where resources are benefiting specific undertakings carrying out economic activities and those resources are granted through the budget of the State or the State contributes to the selection of the specific interventions to be supported, applicable State aid rules should be complied with.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Beside the Results Oriented Monitoring (ROM) review, the Commission may undertake action results reporting through independent consultants recruited directly by the Commission (or recruited by the responsible agent contracted by the Commission for implementing such reviews). Their aim would be to identify and check the most relevant results on the action.

5.8 Evaluation

Having regard to the importance of the action, a mid-term evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for learning purposes, in particular with respect to tangible results of the action and the mid-term impact achieved for citizens, the visibility of the action, internal and external communication and lessons learnt and impacts on reforms in the partner countries.

The Commission shall inform the selected organisation for the programme for objective 1-3 in advance of the dates foreseen for the evaluation missions. The selected organisation for the programme shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner countries and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

5.9 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

5.10 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations. Additional Visibility Guidelines developed by the Commission (European Neighbourhood Policy and Enlargement Negotiations) shall be strictly adhered to.

In particular, the organisation selected for the programme objectives 1-3 will ensure adequate visibility of EU financing and of the results achieved. The organisation selected will draft a communication and visibility plan containing communication objectives, target groups, communication tools to be used and an allocated communication budget.

Key results will be communicated to all governmental, non-governmental and other stakeholders. All reports and publications produced will be widely disseminated. All activities will adhere to the European Union requirements for visibility on EU-funded activities. This shall include, but not be limited to, press releases and briefings, reports, seminars, workshops, events, publications.

Visibility and communication actions shall demonstrate how the interventions contribute to the agreed programme objectives. Actions shall be aimed at strengthening general public awareness of interventions financed by the EU and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions. Visibility actions should also promote transparency and accountability on the use of funds.

As implementing organisation for objective 1-3, shall report to the Steering Committee on its visibility and communication actions, as well as the results of the overall action. This action will be communicated externally as part of a wider context of EU support to the respective country, where relevant, and the Eastern Partnership region in order to enhance the effectiveness of communication activities and to reduce fragmentation in the area of EU communication.

APPENDIX - INDICATIVE LOGFRAME MATRIX

The activities, the expected outputs and all the indicators, targets and baselines included in the log frame matrix are indicative and may be updated during the implementation of the action, by mutual agreement and no amendment will be required for the financing decision. The indicative log frame matrix will evolve during the lifetime of the action: new lines will be added to include the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex.

	Results chain: Main expected results (maximum 10)	Indicators (at least one indicator per expected result)	Sources of data	Assumptions
Impact/ Overall Objective	TO STRENGTHEN EQUAL RIGHTS AND OPPORTUNITIES FOR WOMEN AND MEN, THROUGH SHIFTING SOCIAL PERCEPTIONS AND BEHAVIOR ON GENDER STEREOTYPES AND BY INCREASING MEN'S PARTICIPATION IN CAREGIVING AND IN PREVENTION OF GENDER BASED VIOLENCE	<p>Number of CSOs, religious leaders and politicians engaged in activities or advocacy on challenging traditional gender roles and gender stereotypes.</p> <p>The programme show examples of community and individual changes in the roles and behaviours of women and men in relation to inter alia women's empowerment, men's involvement in child care and in attitudes towards domestic and sexual violence.</p> <p>Population attitude surveys shows a change attitudes towards measures that promotes men's involvement in child care and domestic work.</p> <p>Share of health care professionals in pre-natal care are changing their work to involve men in their services towards pregnant mothers.</p> <p>Frontline professionals who come in contact with</p>	<ul style="list-style-type: none"> - Monitoring reports of international experts - Available international and national statistics on gender equality - Public surveys and international indexes on perception levels regarding gender equality, parental policies and violence prevention measures. - National stakeholder reports, including from civil society 	<i>Not applicable</i>

		<p>perpetrators of domestic and sexual violence have increased knowledge and tools to test evidence based violence prevention programmes.</p> <p>Level of new amendments on family policies which comes closer to the EU acquis on parental leave.</p>		
<p>Outcome/ Specific Objective 1</p>	<p>SHIFTING SOCIETAL PERCEPTIONS AND BEHAVIOR AROUND GENDER STEREOTYPES AND PARTRIARCHAL NORMS WHICH ASSIGN WOMEN AND MEN TO FIXED ROLES AND LIMIT WOMEN'S RIGHTS</p>	<p>Level of supportive attitudes and behaviour for gender equality and women's rights among citizens.</p> <p>A change in the political and societal public debate that challenge traditional norms around the roles and responsibilities of women and men.</p> <p>Number of new legislative and institutional frameworks (health care professionals) which support men's involvement in childcare in line with the European and international standards.</p> <p>Number of men who have been reached by the programme that have taken steps to change their role in order to allow women's employment and/or involvement in local decision-making.</p>	<ul style="list-style-type: none"> - Public surveys and international indexes on perception levels regarding gender equality and parental policies (there may be enough baseline surveys but there may be a need for a follow up survey as part of the programme). - Parliamentary monitoring reports and government decision screening. - National stakeholder reports, including from civil society - Civil society recommendations on actions needed to challenge gender stereotypes and discrimination. 	<p>Enabling environment to work towards eliminating barriers to gender equality.</p> <p>Government upholds its national and international commitments on gender equality;</p> <p>Key state stakeholders support actions that lead to gender equality.</p> <p>Local Municipalities are supportive of the programme; Municipal GE Councils are operational.</p> <p>Following the Parliamentarian (2019) and local elections (2020) gender equality remains on the political agenda;</p>

<p>Outputs 1.1</p>	<p>Strengthened knowledge and awareness of the importance of challenging gender stereotypes and social systems marked by an unequal distribution of power, among the targeted audience (youth, community leaders including religious leaders, politicians at local and national level, women including in rural areas etc.).</p>	<p>Change in perceptions of politicians and other target groups on the negative impact societal gender stereotypes has on women's empowerment and gender equality.</p> <p>Number of new political decisions that indicate increased awareness of gender equality as a result of the programme activities.</p> <p>% of women and men reached by the outreach activities.</p> <p>Number of networks and platforms created to share successful actions challenging gender stereotypes.</p>	<ul style="list-style-type: none"> - Surveys and feed-back from activities - Progress and monitoring reports - Communication and advocacy tools - Media coverage and social media take ups - National stakeholder reports, including from civil society 	<p>NGOs are open to collaborate</p> <p>Representatives of FBOs and Religious Leaders are open for dialogue and willing to collaborate in the focused areas;</p>
<p>Output 1.2</p>	<p>Change in attitude and behaviour in relation to the traditional social roles and responsibilities of women and men.</p>	<p>Number for individuals, men and women, reached by the pilot actions.</p> <p>Number of stakeholders/community actors (local politicians, youth leaders, religious leaders) with increased capacities and knowledge to be agents of change on traditional roles of women and men.</p> <p>Level of change in perceptions by men and women reached by the pilot actions.</p>	<ul style="list-style-type: none"> - Local surveys on perceptions on gender equality and women's empowerment (as part of the activities) - Monitoring and reports from the actions. 	<p>The target audience is open to new ideas expressed in the performances.</p> <p>CSOs are willing to jointly implement initiatives in the focused areas at local levels;</p>

<p>Outcome/ Specific Objective 2</p>	<p>TO INCREASE PARTICIPATION OF MEN IN CARE TAKING OF THEIR CHILDREN AND IN PROGRAMMES DESIGNED FOR FATHERS</p>	<p>% of men who take parental leave and who show more engagement in the daily childcare activities.</p> <p>Number of civil society engagement in fathers groups and in enhancing father's role in care taking.</p> <p>Number of new family policies developed, which contain gender sensitive polices related to parenting and childcare.</p>	<ul style="list-style-type: none"> - Monitoring and reports from the actions - Time use surveys and attitude surveys - Media reports - Information from relevant ministries on new decisions and policies 	<p>Lack of political will of institutions to revise/adopt state documents (such as laws, by laws, etc.)</p> <p>Targeted groups in communities are supportive to advocate about the importance of father's role in childcare.</p> <p>Key authorities and particularly pre-natal care professionals are willing to support responsible fatherhood.</p>
<p>Output 2.1</p>	<p>Improved involvement of men in pre-natal care visits and in fathers groups.</p>	<p>Number of campaigns on the benefits of involving men in pre-natal care visits.</p> <p>Number of advocacy and policy dialogue with politician to disseminate knowledge on the benefits of involving men in pre-natal care visits.</p> <p>Number of civil society organisations participating in advocacy for a parental leave scheme that favour work life balance for both women and men.</p> <p>Number of private companies committed to be involved in outreach to encourage men and women to take parental leave.</p>	<ul style="list-style-type: none"> - Progress and monitoring reports - HR corporate policies and strategies of private companies involved in the actions. - Media coverage reports and press releases - Documents and reports on decisions taken by relevant ministries. 	<p>Findings of IMAGES research helps to boost advocacy action for gender sensitive family policies.</p> <p>The key government counterparts are supportive to the policy dialogue on gender sensitive family policies;</p> <p>Private sector see the benefits of family friendly environment, top management are willing to be role models.</p>
<p>Output 2.2</p>		<p>Number of health care staff being trained and show new capacities to use standards and</p>	<ul style="list-style-type: none"> - Progress and monitoring reports 	<p>Health care facilities are open to engage men in their daily pre-natal check-</p>

	Men have a greater take up and equitable share of child care responsibilities and have become more involved in advocacy on gender equal family policies.	<p>checklist for involving fathers the daily care of their infants/children.</p> <p>Number of men targeted by pre-natal care visits and “papa groups”.</p> <p>Number of Men’s groups formed to support gender equal family policies.</p>		<p>up activities;</p> <p>The target groups (men who are to become fathers) are open to messages from health care staff and Men’s groups.</p> <p>Key government counterparts are supportive to the project vision.</p>
Outcome/ Specific Objective 3	TO INCREASE THE USE OF EVIDENCE BASED VIOLENCE PREVENTION PROGRAMMES FOR PERPETRATORS AMONG FRONTLINE PROFESSIONALS IN LINE WITH THE ISTANBUL CONVENTION	<p>Number of early and probation-led violence prevention programmes for perpetrators used in each EaP country.</p> <p>Number of perpetrators who have completed a violence prevention programmes.</p> <p>Number for frontline professionals (social workers, COSs representatives and probation staff) trained.</p> <p>National level polices on methods and standards for work with perpetrators updated.</p>	<ul style="list-style-type: none"> - Progress and monitoring reports. - National policies and standards on violence prevention programmes for perpetrators - Regulatory documents by the relevant ministries. - Evaluations of the violence prevention programmes. 	<p>The commitments undertaken under Istanbul Convention remain high on the gov. agenda</p> <p>Relevant Ministries Supports piloting of National programme on prevention of DV</p>
Output 3.1	Relevant Ministries and key stakeholders in the region have knowledge on the importance of introducing violence prevention programmes for perpetrators in order to reduce the number of victims of gender based violence.	<p>Number for advocacy meetings with politicians and officials responsible for frontline professionals working on violence prevention.</p> <p>Number of frontline professionals (social services, probation staff and NGOs) on violence prevention programmes for perpetrators targeted by information material</p>	<ul style="list-style-type: none"> - Progress report on advocacy meetings and events with frontline professionals. - - Training packages and training modules - Attendance sheets from meetings 	<p>The key government counterparts are supportive of the pilot actions on early violence prevention programmes for perpetrators.</p>

		on evidence based programmes for perpetrators Number of people covered in the awareness raising material.		
Output 3.2	Strengthened capacity and knowledge among front line professions (social services, CSOs and prison services) on conducting evidence based violence prevention programmes with perpetrators of domestic violence (both early prevention programmes and programmes for perpetrators in prison).	Number of frontline professionals and CSO representatives being trained on violence prevention programmes for perpetrators. Number of violence prevention programmes (both primary and secondary prevention) tested in the EaP region.	- --project reports	Local municipalities support work with male perpetrators as a part of comprehensive response to gender-based and domestic violence at local levels
Outcome/ Specific Objective 4	TO INCREASE THE USE OF A GENDER ANALYSIS IN DECISION-MAKING AND REFORMS BY THE GOVERNMENTS TO DELIVER EFFECTIVE AND EQUAL RESULTS TO ALL, BOTH WOMEN AND MEN	Number of requests by Ministries to have EU expert support on how to develop gendered analysis as a basis for government decisions and sector reforms.	- Yearly reporting of the budget on decisions and reforms taken in the EaP region.	The National machineries are implementing gender mainstreaming in in line with the national action plans on gender equality.
Output 4.1	The EaP Governments have been provided with TA on the inclusion of a gender analysis in policy-making and in reform implementation progress.	Number of Ministries that have been provided targeted with short term support by an EU expert	- Reports on the number of requests for support made in the programme.	The ministries are willing to provide advice on how to develop effective reforms which lead to positive results for both women and men.