



## **Evaluation**

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

## **Final Report**

### **Volume III – Annexes**

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*Evaluation carried out on behalf of the European Commission*







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

*This evaluation was commissioned by the  
A4 MFF, Programming and Evaluation Unit of  
the DG NEAR, in association with  
DG DEVCO Results and Evaluation Unit  
(European Commission)*

**Implemented by Particip GmbH**



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

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The authors accept sole responsibility for this report, drawn up on behalf of the Commission of the European Union. The report does not necessarily reflect the views of the Commission.



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

## Final report

The report consists of four volumes:

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3. Overview of the EU external action in the area of GEWE
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# 1 Annex 1: Terms of Reference



EUROPEAN COMMISSION  
Neighbourhood and Enlargement Negotiations

A –STRATEGY and TURKEY  
A.4 – MFF, Programming and Evaluation

## FRAMEWORK CONTRACT COM 2015

EuropeAid/137211/DH/SER/Multi

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

#### SPECIFIC TERMS OF REFERENCE

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## **1 MANDATE AND GENERIC OBJECTIVES**

Systematic and timely evaluation of the European Commission<sup>1</sup> programmes, activities, instruments, and non-spending activities is a priority<sup>2</sup> to demonstrate accountability, promote lesson-learning and better define future orientations.

This evaluation is included in the multiannual strategic evaluation plan of Directorate-General for Neighbourhood and Enlargement Negotiations (DG NEAR) — (covering the period 2018-2022) and in the provision contained in the EU Plan of Action on Gender Equality and Women's Empowerment (2016-2020)<sup>3</sup>, for which Directorate-General for International Cooperation and Development (DG DEVCO) is the lead service.

The main objective of this evaluation is to provide an independent assessment and evidence on the contribution of EU external action support in the policy area of gender equality and women empowerment (GEWE). In line with the EU policy on evaluation, this evaluation seeks to be a stock-taking lesson-learning and forward-looking exercise, as well as an accurate assessment of achieved results in line with the objectives of GAP II and other relevant overall policy frameworks for gender equality such as the new approach on Women, Peace and Security Agenda, Agenda 2030, The New European Consensus for Development 2017<sup>4</sup>.

## **2 EVALUATION RATIONALE AND SPECIFIC OBJECTIVES**

### **2.1 Specific objectives**

- To assess in both qualitative and quantitative terms the relevance, conditions of implementation and performance of EU external action (provided by the EU, the European External Action Service (EEAS) and EU Member States) to promote GEWE and its mainstreaming, particularly its efficiency, effectiveness, sustainability, and the EU added value. This assessment will include the EU external relations with candidates and potential candidates to EU accession and partner countries, based on the overall objectives (amongst other on human rights) established in their strategic partnerships and political and policy dialogues with the EU (EU and its Member States).
- To assess whether the EU's policy and operational response on GEWE in partner regions (EU Plans of Action on Gender Equality and Women's Empowerment (2010-2015 & 2016-2020)) have triggered new approaches and rendered EU external action support more effective, targeted, gender-responsive and efficient.
- To assess: a) the coordination and complementarity of the EU, the EEAS and EU Members States' external action; b) the coordination and complementarity between EU external action support and other non-EU donors' and actors'; c) the coherence of EU GEWE policy in external action with other relevant EU external policies; and d) the coherence of EU external action support with international legal commitments to GEWE.
- To provide to the Commission, the EEAS and EU Member States lessons learned (both positive and negative), best practices on GEWE results, including their contribution to transform social norms, and recommendations to improve current support in the area of GEWE in particular as regards:

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<sup>1</sup> SWD (2015) 111 final & SWD (2017) 350, " Better regulation Guidelines".

<sup>2</sup> EU Financial Regulation (EC) No 2018/1046 (art 10)

<sup>3</sup> GAP II: [SWD\(2015\) 182 final](#)

<sup>4</sup> Refer to chapter 3

- the coordination and complementarity of EU, EEAS and EU Members States' external action on GEWE;
- the approaches and tools to gender mainstreaming;
- the use of political and policy dialogues in supporting GEWE;
- the potentials for improvements in supporting GEWE through different aid modalities, including budget support;
- the efficiency and effectiveness of the support to capacity development;
- the EU external action actors as agents of change to support the achievement of GEWE;
- the EU external action actors' capacity to contextualise their approaches on GEWE to different types of country situations;
- the explanatory factors that facilitate or hamper the contribution of EU external action support on GEWE.

The evaluation shall lead i) to the identification of a set of lessons learnt, ii) to conclusions based on objective, credible, reliable and valid findings and iii) shall provide the Commission, the EEAS and EU Member States with a set of strategic, operational, targeted and useful forward-looking recommendations.

The results of the evaluation will:

- inform the future development of the policy framework on: i) GEWE in the external action context (i.e. the successor of GAP II), and on ii) broader global and/or regional external relations' frameworks, indicating, among others, the challenges to be addressed;
- advice on improving strategies and tools (planning and design of interventions) of the EU external action actors;
- to the extent possible, contribute to improve the programming, monitoring, reporting and implementation of current action programmes in the concerned regions.
- suggest priority areas to be tackled by the EU external gender policy and strategy within the next programming period 2021-2027 for external financing instruments.

## 2.2 Evaluation users and stakeholders

The main **users** of this evaluation include the European Commission services, the European External Action Service, the Council of the European Union, the European Parliament, EU Member States, the candidates and potential candidates to EU accession, and partner countries. The evaluation may also be of interest to civil society organisations, practitioners and the public.

The **stakeholders** include (non-exhaustive list):

- EU stakeholders: EU Delegations/EU Offices in candidate or potential candidates covered by pre-accession assistance instruments and in partner countries covered by all other instruments; Commission services (DG NEAR, DG DEVCO, SG, DG MOVE, DG RTD, DG EMPL, DG ECHO, DG JUST, DG JRC, FPI); the EEAS; the European Institute for Gender Equality and EU Member States national authorities and Embassies in partner regions.
- National authorities and institutions in candidates and potential candidates to EU accession and partner countries responsible for the design, implementation, monitoring and reporting of EU external action support, beneficiaries of EU external action support and other national stakeholders (including local civil society and local authorities);
- International stakeholders: relevant UN agencies and other relevant international organisations, relevant civil society organisations and networks, educational institutions and research institutions and innovation actors.

### 3 **BACKGROUND**

#### 3.1 **EU policy framework**

Gender equality is a core value and a principle of the European Union since its foundation, as also reflected by the most recent *EU strategic engagement for gender equality (2016-2019)*, which covers both internal and external EU policies, and aims to improving coherence between the two.

Gender equality and empowerment of women and girls are fundamental human rights enshrined in international conventions and commitments such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW)<sup>5</sup>, the Beijing Platform for Action<sup>6</sup>, the Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention) and the Sustainable Development Goals (SDGs); and are among the founding values of the *Treaty on European Union* and *the Charter of Fundamental Rights*<sup>7</sup>.

Gender equality is achieved when women and men, and girls and boys enjoy equal rights, life prospects and opportunities, and the power to shape their own lives and contribute to society. Gender equality is both a goal in itself as well as a prerequisite for long-term democratic, equitable, inclusive and sustainable global development, which will not be achieved if half of the world's population is left behind. Furthermore, women's empowerment is a question of democracy and good governance. Strengthening women's voice and participation at all levels of society can have significant positive impacts. It can facilitate peace, reconstruction and state-building processes.

Despite the progress made, the level of **achievement of gender equality has been uneven** across regions and within countries. Worldwide, girls and women continue to be systematically left behind and discriminated against, and persistent violations of their rights occur on a daily basis. Women and girls still constitute the large majority of people living in poverty subsisting on less than 1US dollar a day. Women are under-represented in governments and decision-making bodies at all levels, have fewer opportunities within the labour and financial markets, and are paid significantly less than their male counterparts are.

In addition, women are enduring the most of caregiving work, which negatively correlates with female labour force participation and opportunity for economic independence. Moreover, the ongoing financial and economic instability will have a gender-specific impact, which, if left ignored, could hamper the progress achieved in gender equality in recent years.

Gender-based violence also remains a widespread global phenomenon that has serious negative effects on the lives and health of women and girls, as well as significant consequences. All forms harmful practices and violence against women, including child marriage, trafficking for sexual exploitation, rape and other forms of sexual violence, are perpetrated in many contexts and are also increasingly used as a tactic of war to humiliate, dominate, instil fear in, disperse or forcibly relocate civilians. Such violence primarily targets women and girls, but men and boys also experience violence.

Against this background, **the European Union is firmly committed to enhancing gender equality and empowerment of women and girls worldwide**, working towards the root causes and the removal of obstacles, such as discriminatory legislation and policy, social norms, cultural attitudes, gender stereotypes and the distribution of power, to ensure that women and girls can participate fully, have their voices heard and increase their action in social, economic, cultural, political and civil life.

The EU has been increasingly active in promoting gender equality in its external action, including in its development cooperation and humanitarian aid.

Since the EU Consensus on Development (2005), gender equality has been recognized as a goal in its own right and identified it as one of the five essential principles of development cooperation. In 2007,

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<sup>5</sup> An international treaty adopted in 1979 by the United Nations General Assembly.

<sup>6</sup> Adopted at the UN's Fourth World Conference on Women (Beijing, China, 1995)

<sup>7</sup> As expressed, in particular, in Article 23 of the Charter of Fundamental Rights of the European Union, OJ C 303/7, 14.12.2007, p.1



the European Commission adopted new approach recognizing that political action, development cooperation and institutional capacity building had to be applied in parallel if GEWE was to be achieved.

In its following Conclusions, the *Council*<sup>8</sup> called on the Commission and Member States to promote clear objectives and indicators on gender equality in all sectors. At the same time, the EU adopted an ***Agenda for Action*** to step up efforts to achieve the Millennium Development Goals' targets by 2015, which contained a strong focus on gender equality. Finally, at the end of 2008, the Council adopted the **EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them**, basis for EU action to combat violence and discrimination against women and girls worldwide.

In parallel to these initiatives, the 2005 Paris Declaration on Aid Effectiveness brought about significant changes in both the architecture and the modalities of aid delivery. In its framework, the 2008 Accra Agenda for Action stressed the importance of gender equality to aid effectiveness by stating that: *'developing countries and donors will ensure that their respective development policies and programmes are designed and implemented in ways consistent with their agreed international commitments on gender equality (...)*.

Fostering GEWE was also set as crucial for achieving peace and security. Adopted by the Council in December 2008, **the Comprehensive Approach to the EU Implementation of the United Nations Security Council Resolutions (UNSCRs) 1325 and 1820 on Women, Peace and Security** recognized the close links between issues of peace, security, development and gender equality.

To follow up with the instructions given by the Council in these 2008 Conclusions, the EU adopted its first ever **Action Plan on Gender and Development- GAP (2010-2015)**<sup>9</sup>, binding for the Commission and for the EU Member States. It was built around nine objectives, 37 actions and 53 indicators, which the European Commission, EU Member States and the EEAS, including EU Delegations, were committed to implement and to report upon annually, according to the deadlines agreed for each indicator. Four reports were published, showing the progress made in the implementation of the Action plan.

The independent **evaluation of the "European Union's support to gender equality and women's empowerment in partner countries for the period 2007-2013"**, commissioned in 2013, presented information about the nature and the effects of EU's activities (EU and its Member States, notably the Netherlands and Spain) on gender mainstreaming and on the promotion and protection of GEWE in partner countries. The lessons learned and good practices helped to understand what did and what did not work, what drove progress and what impeded it, and was fed in the discussion on the Post 2015 Sustainable Development Goals and the revision of the GAP (Gender Action Plan).

Indeed, in May 2015 the *Council* confirmed<sup>10</sup> the EU approach towards gender equality, stressing the interlinkages between peace, security, development and gender equality, as well as the role of women in conflict prevention and resolution, in peace negotiations, mediation and in peace-building. In the same conclusions, the Council required the Commission and the EEAS to prepare 'an ambitious and robust successor to the current GAP, covering the period from 2016 to 2020'. It stressed the need to "build upon the progress of the current GAP, while keeping its three-pronged approach, apply lessons learned and fully address remaining shortfalls and challenges, as well as to focus on results". The Council called on the Commission to ensure that the successor to the GAP was going to reflect all of the EU's external action and called for the creation of a Taskforce for preparing the new GAP.

In 2015 the work on drafting a new Action Plan for GEWE in all EU external actions started. The **analysis on the implementation of the MDGs** showed remaining gaps and challenges which were not sufficiently tackled especially in relation to gender equality (MDG 5). As the European Council

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<sup>8</sup> Council Conclusions on Gender Equality and Women's Empowerment in Development Cooperation (2007)

<sup>9</sup> Note for the evaluation of FPI Actions: FPI manages interventions in the area of foreign policy that go beyond the scope of development cooperation. For FPI, only GAP II is a relevant policy reference framework.

<sup>10</sup> Conclusions on Gender in Development, 26 May 2015.

stated, it is not possible to make poverty history without significant and rapid improvements to the lives of women and girls in all countries.

GEWE therefore was set as one of the priorities that the European Union would support in the post-2015 framework, which presented a unique opportunity to complete the “unfinished business” but also to tackle the structural causes of gender inequality.

At the end of 2015, the EU adopted a refreshed and ambitious second **Action Plan on Gender Equality and Women's Empowerment in external actions (GAP II)**<sup>11</sup>. With GAP II, the EU repositioned gender at the centre of the EU external relations, be it through diplomacy, political dialogue, international cooperation, development and humanitarian assistance. A very strong emphasis was put on the institutional culture shift by ensuring dedicated leadership on gender equality, more policy coherence and mainstreaming based on gender analysis and closer coordination and dialogue with EU partners at all levels. Furthermore, regular monitoring of the EU results was required and all EU services were to be held to account on the implementation of the Gender Action Plan, and their alignment with SDGs' indicators.

At the same time, the Agenda 2030 was discussed and the EU advocated for a **stand-alone goal on gender equality (SDG 5)** and for gender mainstreaming in all its goals, which was *sine qua non* to the success of the SDGs.

In 2016, the EU adopted the **Global Strategy for the European Union's Foreign and Security Policy** that highlights the EU as a pioneer in promoting the transversal relevance of Gender Equality and Women's Empowerment for peace and security. It includes more focus on its external advocacy on Gender and the implementation of UNSC Resolution 1325 on Women, Peace and Security. A special priority is put on prevention of all forms of gender-based violence and on the participation of women in conflict prevention and peace processes. The full implementation of the Women, Peace and Security Agenda remains a priority for the EU, whose implementation – through the EU Global Strategy, to the EU Action Plan on Human Rights and Democracy to our thematic policy on supporting transitional justice – remains a core value of the European Union.

With the **New European Consensus on Development - 'Our world, our dignity, our future'**, 8 June 2017<sup>12</sup>, both EU and its Member States reconfirmed their commitment to gender equality and the empowerment of women and girls and their protection as a priority across all areas of action. Gender equality was defined as “vital for achieving the SDGs and cuts across the whole 2030 Agenda”.

In December 2018, the Council adopted conclusions on women, peace and security (WPS). It recalled ‘the commitments of the European Union and its member states to the full implementation of the WPS agenda, which consists of UN security council resolution 1325 and its follow-up resolutions, ensuring that it is fully integrated into all EU policies and efforts in promoting the important role of women's engagement in support of sustainable peace, security, human rights, justice and development’. The Council Conclusions annexed the new EU Strategic Approach to Women, Peace and Security.

### 3.1.1 The EU Gender Action Plans (GAP I & II)

The *EU Staff Working Document Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020 (Gender Action Plan 2016-2020 or GAP II)* provides the framework for results-oriented measures for advancing Gender Equality and Women's Empowerment in EU cooperation for the period 2016-2020. It builds on the lessons learnt from, and achievements of, the previous Gender Action Plan 2010-2015. It consolidates the context and EU's political commitments to gender equality to a refreshed approach with a set of concrete objectives necessary for achieving results for girls and women, including by promoting more efficient coordination, implementation and monitoring of EU activities in this area.

The Gender Action Plan II covers Commission services' and the European External Action Service's (EEAS) activities in partner countries, especially in developing, enlargement and neighbourhood

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<sup>11</sup> SWD(2015)182 final

<sup>12</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ:C:2017:210:TOC>

countries, including in fragile, conflict and emergency situations. It promotes policy coherence with internal EU policies, in full alignment with the EU Human Rights Action Plan. The implementation is mandatory for the EU and EU Member States.

The GAP II contributes to the achievement of the 17 SDGs, specifically delivering on the SDG 5 ('achieve gender equality and empower all women and girls') 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'), but also on several others. More broadly, the end of poverty (SDG 1) can only be achieved with the end of gender-based discrimination. All over the world, sex- and gender-based inequalities make and keep women poor, depriving them of basic rights and opportunities for full potential and overall well-being.

GAP II has six **Institutional Culture Shift objectives** and 14 **Thematic Objectives**, organised under three Thematic Priorities – Physical and Psychological Integrity; Economic, Social and Cultural rights – Economic and Social Empowerment; and Political and Civil Rights – Voice and Participation. The objectives have 129 indicators of which 45 are for tracking progress of the Institutional Culture Shift.

The focus on the Institutional Culture Shift in GAP II represents an important difference from GAP I, and responds to the 2015 Evaluation. Among the key findings were the gap between the EU's level of commitment to gender equality and its internal capacities to implement it, and the Commission's insufficient institutional architecture and leadership to better deliver on EU policy commitments was not in place.

The Gender Action Plan II has only one set target: to have gender equality as a principal or significant objective (OECD Gender marker 1 and 2) at least in 85% of all new initiatives by 2020. According to 2017 statistics, (Annual corporate report and GAP 2017 report), the results of this engagement are tangible, for example: in 2017, 62.8%<sup>13</sup> of EU Official Development Aid has been committed in a gender sensitive or gender focused way. There is clear progress from 13% in 2011 and slightly above 30% in 2014.

The implementation of GAP II is an obligation for all EU staff working in the field of external action across all sectors. The EU has made efforts to raise awareness and develop the EC staff's analytical and operational capacities on mainstreaming gender equality in all actions (projects and programmes). Training has been made available to support capacity development: E-learning and traditional training ('Leave no one behind', 'Gender sensitive Rights based approach') and guidelines for trainers have been produced. General and sectorial guidelines and material have been updated and disseminated (*EU gender resource package in DEVCO Academy*), and different in house procedures (quality review Groups) and templates (action documents, guidelines etc.) have been reviewed to integrate clearly gender mainstreaming requirements and guidance. Technical assistance teams have been contracted to assist and support the implementation from headquarters, and some delegations have engaged similar support at country level.

The Gender Focal Persons Network brings together colleagues working in the EU Delegations around the world and in headquarters to share information and practises. Capacity 4 Development internet group provides platform for the group's communication.

### 3.2 Supporting GEWE: key issues and approaches

Following the 1995 United Nations (UN) Beijing Conference, the international community replaced the Women in Development (WID) paradigm by a Gender and Development (GAD) paradigm. The WID approach, which focuses on projects designed to promote gender equality through targeted and positive action for women, was after a while considered too limited and insufficient to have real impact. As a result, a new concept - gender mainstreaming – took centre stage. GAD was considered innovative: it focuses on gender without dislodging women as the central subject, as it recognises that improving women's status requires analysis of the *relations* between women and men. Governments

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<sup>13</sup> Enlargement countries have not been included so far in the percentage of new initiatives that score gender equality as a principal or significant objective according to the OECD marker.

across the world adhered to the Beijing Platform for Action and along with their endorsement of the Plan of Action committed to achieve ‘gender equality and the empowerment of women’. Gender mainstreaming was identified as the most important mechanism to reach this ambitious goal. This requires changes in institutional working methods, and shared responsibility for promoting gender equality. Indeed, gender inequalities can only be effectively tackled if policies in all areas (e.g. economy, health, education, environment, infrastructure, trade, science and research, agriculture, peace, security etc.) are designed in such a way as to address specific concerns, needs and constraints of both women and men while building on their respective capacities and contributions.

According to UN definition mainstreaming a gender perspective is “... *the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality*”.

**Gender- and power-neutrality** in Development Cooperation and in external action **does not exist:** actions affect women, girls, men and boys differently, positively or negatively and their respective powers are key elements influencing this impact. Gender equality and women’s and girls’ empowerment are long-term endeavours. Progress towards GEWE is rarely straightforward and often accompanied by setbacks and new constraints. GEWE comprises many dimensions – voice/participation/agency (distribution of power); access to/control over resources/opportunities; and shifts in formal (legislation, policy, etc.) and informal institutions (values and attitudes, etc.) and social protection systems. Advancement in these dimensions is inter-linked. Progress in one dimension may be hampered if efforts in another dimension are constrained. Important aspects of each of these dimensions are not easily countable.

As laid down by EU policies and the EU GAP II referred to earlier, **Gender mainstreaming is a mandatory requirement for all EU external action.** Targeted and earmarked actions (projects and programmes) directed towards improving women’s economic, social and political situation and transforming their lives are pursued alongside gender mainstreaming. Policy and political dialogue with partner countries and in international for a complements these actions. This **three-strands approach** is complementary, as any action to promote GEWE requires all three to ensure optimal impact on the ground.

**The EU human rights dialogues** is an important mechanism to defend and promote GEWE issues in country context and use the common framework, in particular the country recommendations by the *Committee of the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)* and appropriate recommendations from *the UN Human Rights Council’s Universal Peer Review (UPR)*. The Political dialogues with partner countries provide an opportunity for discussing not only civil and political rights but also the implementation of economic, social, cultural and labour rights, which are vital for achieving women’s empowerment.

The results of the political dialogue should be continued in the **sectorial policy dialogue**, which relates to a range of issues from health, education, research and innovation, public finance management, environment, governance, water, sanitation, energy and infrastructure, technology, to management of migration and food security, among others.

It is crucial that EU political and policy dialogues benefit from the input of **civil society organisations, including women's organisations** and relevant **stakeholders**, such as the United Nations country teams and other organisations.

The 2008 Accra Agenda for Action<sup>14</sup> called for broadening country-level policy dialogue on development. Regarding gender equality, it requires developing countries and donors to ensure that

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<sup>14</sup>Not covering though all enlargement candidates and partner countries that are recipients of EU external action support (i.e. ENI East countries, Bosnia Herzegovina, Kosovo and the former Yugoslav Republic of Macedonia, etc.)

their respective development policies and programmes are designed and implemented in accordance with their agreed **international commitments in this area**.

Partner country **ownership** and **partnership** processes are among general principles of EU cooperation with third countries, and of particular importance in this context. The EU is committed to development aid supporting country owned gender policies which are based on an in-depth policy dialogue with partner governments and key non-government stakeholders. Analyses of the constraints and needs in each specific country context is essential in order to enable genuine local ownership at the government and the civil society levels, as well as within the donor community.

**Budget support** and increasing use of **new aid modalities** such as Trust Funds and blending operations (European Investment Bank and other Intermediary Financial Institutions channelling EU development aid with a mix of loans, investment guarantees and private sector funding etc.), pose new opportunities to ensure that gender equality objectives are effectively addressed. The question is how to ensure the effective implementation of strategies and practices within these new aid modalities so that they genuinely promote gender equality.

The New European Consensus for development commits EU and its Member States to implementing a **rights-based approach (RBA) to development cooperation, encompassing all human rights**. This reinforces the EU's commitment to an RBA as outlined in *the 2012 EU Strategic Framework on Human Rights and Democracy*. The toolbox '*A rights-based approach, encompassing all human rights for EU Development Cooperation*' adopted in 2014 established a framework to integrate this approach into all EU development instruments and activities, including evaluation.

The toolbox recognises that both **gender equality and RBA** are complementary and **mutually reinforcing and can be undertaken in parallel without duplication**. Gender equality and women and girls' empowerment objectives are an integral part of RBA. The elimination of discrimination against women and girls' and their rights has a central place in international human rights law. Understanding **gender equality as a human right** provides the highest level of normative authority, as human rights are the only values on which there is global consensus. While gender-mainstreaming calls for the integration of a gender equality perspective into development activities, with the ultimate goal of achieving gender equality, the RBA integrates women's human rights standards and principles and the prohibition of sex discrimination into development activities.

### 3.3 EC cooperation instruments

The EU has at its disposal a variety of instruments of different kinds that are used for implementing policy on gender equality, through mainstreaming but also through gender specific projects:

Development Cooperation Instrument (DCI)
<p>The DCI covers, through its different programmes all the developing countries except the countries eligible for the Pre-Accession Instrument. There are three specific components covered:</p> <ul style="list-style-type: none"> <li>○ <b>Geographic programmes</b> supporting cooperation with around 47 developing countries in Latin America, South Asia and North and South East Asia, Central Asia, Middle East and South Africa.</li> <li>○ <b>Thematic programmes</b> benefiting all developing countries (including those covered by the European Neighbourhood Instrument (ENI) and the European Development Fund (EDF)). These programmes add value, complementarity and coherence to the geographical programmes. There are two categories: <ul style="list-style-type: none"> <li>▪ 'Global public good and challenges': this programme addresses climate change, environment, energy, human development (including specific envelope for gender), food security and migration while ensuring coherence with the poverty reduction objective. No less than 27% of this programme is spent on climate change and environment objectives. At least 25% of the programme is used to support social inclusion and human development.</li> <li>▪ 'Civil society organisations and local authorities' programme provides greater support to civil society and local authorities to encourage them to play a bigger role in development strategies.</li> </ul> </li> </ul>

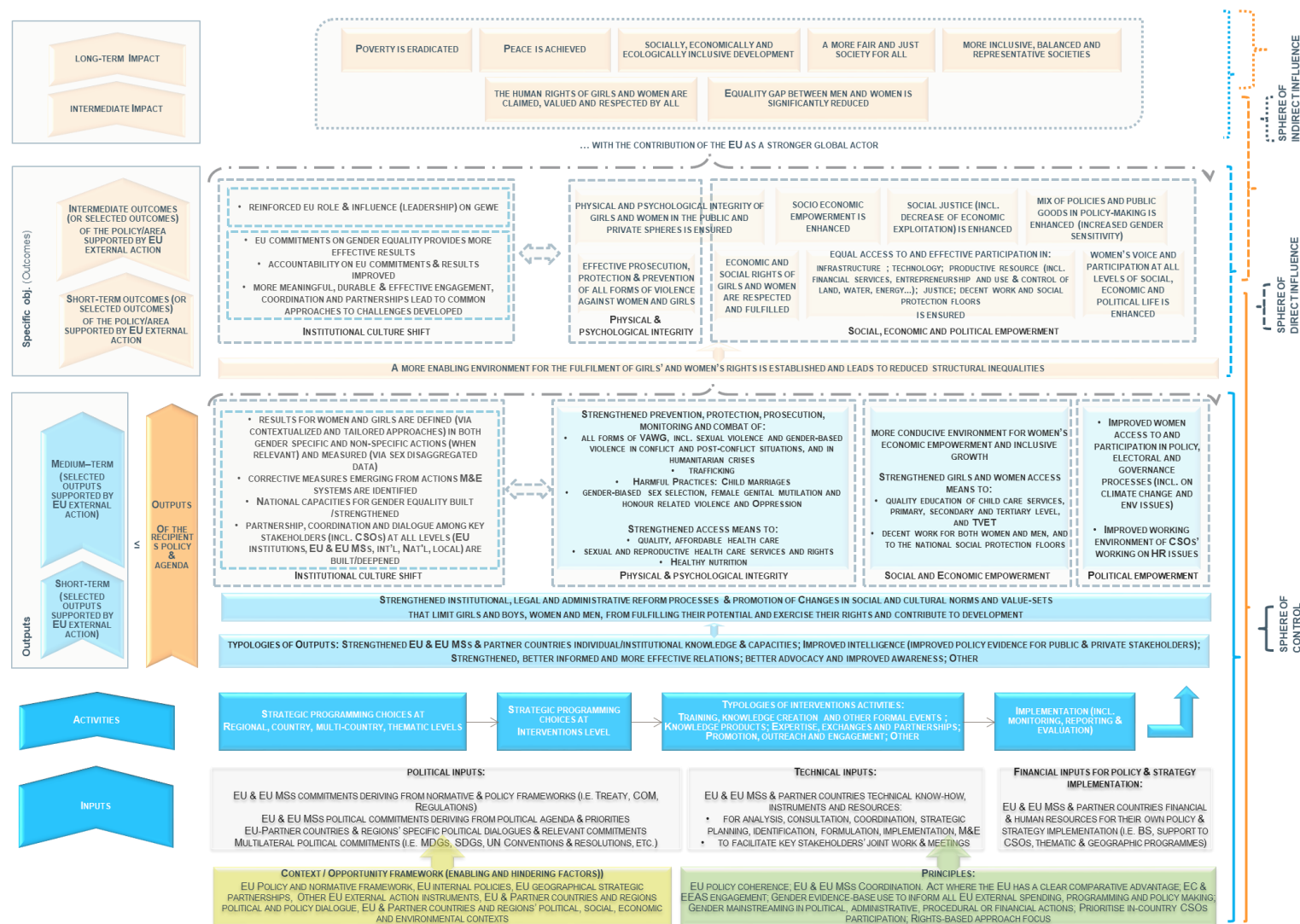
<ul style="list-style-type: none"> <li>○ <b>The Pan-African Programme</b> to support the strategic partnership between the EU and Africa. This programme complements other financing instruments that are used in Africa (in particular ENI and EDF) and supports activities of trans-regional, continental or global nature in and with Africa.</li> </ul>
<b>European Development Fund (EDF)</b>
It is main instrument for providing development aid to African, Caribbean and Pacific (ACP) countries and to overseas countries and territories (OCTs).
<b>European Neighbourhood Partnership Instrument (ENPI) (2007-2013) / European Neighbourhood Instrument (ENI) (2014-2020)</b>
These are the main financial instruments for implementing the European Neighbourhood Policy. They provide the bulk of EU funding to the neighbourhood partner countries eligible under the instruments.
<b>Instrument for Pre-accession Assistance (IPA)</b>
The instrument aims to prepare the beneficiaries to future membership to the European Union and support their accession process.
<b>European Instrument for Democracy and Human Rights (EIDHR)</b>
<p>The European Instrument for Democracy and Human Rights (EIDHR) is a thematic funding instrument for EU external action aiming to support projects in the area of human rights, fundamental freedoms and democracy in non-EU countries. This instrument is designed to support civil society to become an effective force for political reform and defence of human rights.</p> <p>Under EIDHR, the EU support is also provided to assure democratic election, in the form of electoral assistance actions and EU election observation missions (EOMs).</p>
<b>Instrument contributing to Stability and Peace (IcSP)</b>
It is the EU's main instrument supporting security initiatives and peace-building activities in partner countries. The IcSP can provide short-term assistance, for example in countries where a crisis is unfolding, or long-term support, notably to mitigate a variety of risks, tackle global and trans border threats, and build capacity for lasting socio-economic development. Its activities complement those of the European Union's geographical instruments.
<b>Partnership Instrument for cooperation with third countries (PI)</b>
The Instrument supports measures that respond in an effective and flexible manner to objectives arising from the Union's bilateral, regional or multilateral relationships with third countries and shall address challenges of global concern and ensure an adequate follow-up to decision taken at a multilateral level.
<b>Common Foreign and Security Policy (CFSP)</b>
The Common Foreign and Security Policy (CFSP) of the European Union, established in 1993 with the Maastricht Treaty, aims to preserve peace and strengthen international security in accordance with the principles of the United Nations Charter.
<b>European Fund for Sustainable Development (EFSD) and Guarantee Fund for External Action (GFEA)</b>
The <b>EFSD</b> is part of the partnership framework for cooperation with countries with high irregular emigration and is one of the pillars of the External investment plan. The new fund aims to mobilise EU grants to catalyse investment from public and private sources to tackle the root causes of migration in the European neighbourhood and Africa, while helping to achieve the

<p>2030 Agenda Sustainable Development Goals.</p> <p>The <b>GFEA</b> backs loans and loan guarantees granted to non-EU countries, or to finance projects in non-EU countries. Its objectives are to help protect the EU budget against the risks associated with such loans. The main objective of the actions backed by the GFEA is to support the increase of growth and jobs, and to improve the business environment in developing countries by strengthening the involvement of the private sector. The GFEA also contributes to the European External Investment Plan, which addresses the root causes of migration, the ongoing refugee crisis and security-related issues.</p>
<p><b>External Lending Mandate (ELM) and provision for Macro Financial Assistance (MFA)</b></p>
<p>MFA is as a form of financial aid through medium/long-term loans or grants, or a combination of these, which the EU extends to partner countries under certain conditions</p>

### 3.4 The overall intervention logic diagram of EU external action support on GEWE

The Intervention Logic of EU external action support in pursuing GEWE is expressed through the following diagram:

**DIAGRAM 1: OVERALL INTERVENTION LOGIC OF EU'S SUPPORT IN THE AREA OF GENDER EQUALITY AND WOMEN EMPOWERMENT (GEWE) WITH SPHERES OF CONTROL AND INFLUENCE (EU EXTERNAL ACTION AND COUNTRY PARTNERS)**





### 3.5 GAP reporting, evaluations and other studies undertaken<sup>15</sup>

#### 3.5.1 GAP II Implementation Reports

Reporting on the GAPII implementation is carried out yearly involving all EU actors of external actions – EU delegations, HQ services, EEAS and MS – in order to improve the effectiveness, transparency of EU investments in GEWE to EU citizens and ultimately to beneficiaries. Two reports have been produced so far:

[Annual Implementation Report 2017](#) EU Gender Action Plan 2016-2020

[Annual Implementation Report 2016](#) EU Gender Action Plan 2016-2020

GAP I implementation reports were also conducted:

2013 Report on the Implementation of the EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015.

[2012 Report on the implementation of "EU Plan of Action on Gender Equality and Women Empowerment in Development 2010-2015"](#).

Council of the European Union (2011), Commission Staff Working Document - [2011 Report on the Implementation of the "EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015"](#).

#### 3.5.2 Previous EU evaluations

Some relevant EU studies/evaluations have taken place at national, regional and EU level. They will be taken into account in the carrying out of the current evaluation.

The Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries ([Final Report](#), April 2015), that covered partially GAP I, is worth mentioning.

#### 3.5.3 Other studies

Among independent assessments, the following can be mentioned:

CONCORD - [EU Gender Action Plan II: Transforming lives](#) – September 2018

CONCORD [analysis and recommendations - Gender Action Plan report 2016](#), September 2017

Kvinna till Kvinna, [Mind the GAP. An independent evaluation of the implementation of the EU Gender Action Plan II in Western Balkan countries](#).

Rachel Minto & Lut Mergaert, [Gender mainstreaming and evaluation in the EU](#): comparative perspectives from feminist institutionalism.

European Parliament report : [EU Gender Action Plan 2016-2020 at year one](#)

### 3.6 Monitoring Provisions

IPA, ENI, DCI and EDF actions have been subject to result oriented monitoring (ROM) by the European Commission. Evaluators will use the ROM reports, as well as monitoring reports prepared by implementing partners of the actions, as an input during the Inception and Desk phases and to prepare the field missions.

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<sup>15</sup> Non-exhaustive list. More references are included in Annex 1.

## 4 **SCOPE**

### 4.1 **Legal scope**

This evaluation is in line with the Better Regulation in the EU<sup>16</sup>. Nevertheless, as this is not a ‘major’ evaluation in the sense of the Better Regulation guidelines, it will not involve the development of an open public consultation and it will not be followed by a Staff Working Document.

The request for this evaluation is based on the provisions contained in the Common Implementing Rules Regulation<sup>17</sup> for the implementation of the Union's instruments for financing external action, the EC Communication on Gender Equality and Women Empowerment in Development Cooperation<sup>18</sup>, and the EU Plans of Action on Gender Equality and Women’s Empowerment (2010-2015 and 2016-2020)<sup>19</sup>.

### 4.2 **Temporal scope**

The temporal scope is 2010-2018. The analysis will cover the period 2010-2018 for candidates and potential candidates to EU accession and 2014-2018 for partner countries<sup>20</sup>.

A strategic evaluation of EU external action support on GEWE in the enlargement region has not been undertaken to date.

### 4.3 **Geographical scope**

The geographical scope includes Enlargement, Neighbourhood, Africa, Central Asia, South and South-East Asia & Pacific, Latin America and the Caribbean regions.

The list of selected countries in each region will be defined during the inception phase for more detailed analyses during both the desk and the field phases.

### 4.4 **Thematic scope**

The evaluation will cover:

#### **A. The institutional culture shift in EU external action actors:**

- Coherence and coordination amongst EU institutions and with Member States on GEWE.
- Dedicated leadership on GEWE in EU institutions and Member States.
- Resources allocated by EU institutions and Member States to deliver on EU GEWE commitments.
- Gender evidence used to inform all EU external spending, programming and policymaking.
- Resources allocated to systematically track progress.
- Partnerships between the EU and stakeholders to build national capacity for gender equality.

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<sup>16</sup> The Better Regulation Package was approved by the European Commission on 19.05.2015 (SWD (2015) 111) and updated on 7.7.2017 (SWD (2017) 350). Please see also: [https://ec.europa.eu/info/better-regulation-guidelines-and-toolbox\\_en](https://ec.europa.eu/info/better-regulation-guidelines-and-toolbox_en).

<sup>17</sup> Please refer to: [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial\\_assistance/ipa/2014/236-2014\\_cir.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial_assistance/ipa/2014/236-2014_cir.pdf).

<sup>18</sup> COM(2007) 100 final.

<sup>19</sup> SEC(2010) 265 final and SWD(2015) 182 final respectively.

<sup>20</sup> ENI countries were included in the Evaluation of EU Support to Gender Equality and Women’s Empowerment in Partner Countries, Final Report, April 2015 (that covered the period 2007-2013).

**B. The GAP II three thematic priorities<sup>21</sup>.** Within these thematic priorities, a focus will be put on the following objectives:

- Thematic Priority B: Physical and Psychological Integrity
  - i. Objective 7: Girls and women free from all forms of violence against them (VAWG) both in the public and in the private sphere.
- Thematic Priority C: Economic, Social and Cultural Rights - Economic and Social Empowerment:
  - i. Objective 14: Access to decent work for women of all ages<sup>22</sup>
  - ii. Objective 15: Equal access by women to financial services, productive resources including land, trade and entrepreneurship
- Thematic Priority D: Political and civil rights - Voice and Participation
  - i. Objective 17: Equal rights and ability for women to participate in policy and governance processes at all levels
  - ii. Objective 19: Challenged and changed discriminatory social norms and gender stereotypes.

More transversal Evaluation Questions (EQs) will cover EU external action support on GEWE regardless of the areas of intervention.

## **5 EVALUATION ISSUES AND CRITERIA**

The evaluation should address both accountability and learning.

In line with the Better Regulation guidelines on evaluations introduced by the Commission in 2015 and revised in 2017, with DG NEAR Guidelines on linking planning/programming, monitoring and evaluation<sup>23</sup> and DG DEVCO Evaluation approach and methodology<sup>24</sup>, the main evaluation criteria are: relevance, efficiency, effectiveness, impact, sustainability, coherence and EU added value. Coordination and complementarity will also be considered.

### **5.1 Evaluation questions**

This chapter presents a proposal of nine EQs, structured along two headings: transversal and thematic related issues.

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<sup>21</sup> Even though the institutional culture shift and the GAP II three thematic priorities were not spelled-out and structured as such in the GAP I, their main elements were also a part of it.

<sup>22</sup> The Decent Work Agenda, developed by the ILO (<https://www.ilo.org/global/topics/decent-work/lang--en/index.htm>), is based on an integrated approach covering productive and freely chosen work, rights at work, social protection, the social dialogue and the inclusion of the gender dimension (<http://www.ilo.org/global/Themes/Decentwork>) and builds upon the ILO Recommendations and Conventions that have been ratified progressively by governments since the founding of the Organisation. The Decent Work Agenda has evolved from the Copenhagen Social Summit, the Declaration of the 86th Session of the International Labour Conference and Copenhagen + 5. The focus of the decent work programmes varies from country to country, reflecting different national priorities and conditions. In 2006, the EC adopted the Decent Work Agenda (Brussels, 24 May 2006 COM (2006) 249 Communication from the Commission to the Council, The European Parliament, The European Economic and Social Committee and The Committee Of The Regions *Promoting decent work for all The EU contribution to the implementation of the decent work agenda in the world* {SEC(2006) 643}).

<sup>23</sup> See also [http://ec.europa.eu/enlargement/news\\_corner/monitoring-and-evaluation/index\\_en.htm](http://ec.europa.eu/enlargement/news_corner/monitoring-and-evaluation/index_en.htm)

<sup>24</sup> See also [https://ec.europa.eu/europeaid/evaluation-approach-and-methodology\\_en](https://ec.europa.eu/europeaid/evaluation-approach-and-methodology_en)

These questions serve firstly as a way of articulating the key requirements of the evaluation, secondly to articulate the key strategic issues of GEWE, and thirdly as a mean of ensuring that the relevant objectives, obligations and activities in the GEWE policy area are covered.

The evaluation team, in consultation with the evaluation managers, will finalise and complete (with indicators for each JC and relevant data collection sources and tools) the proposed set of EQs during the inception phase. The team is expected to make efficient use, whenever relevant and useful, of the existing sets of indicators<sup>25</sup>.

The Table below provides a schematic overview of the coverage of the evaluation criteria and key issues for each EQ.

**TABLE 1 : DAC EVALUATION CRITERIA COVERED BY EACH EQ**

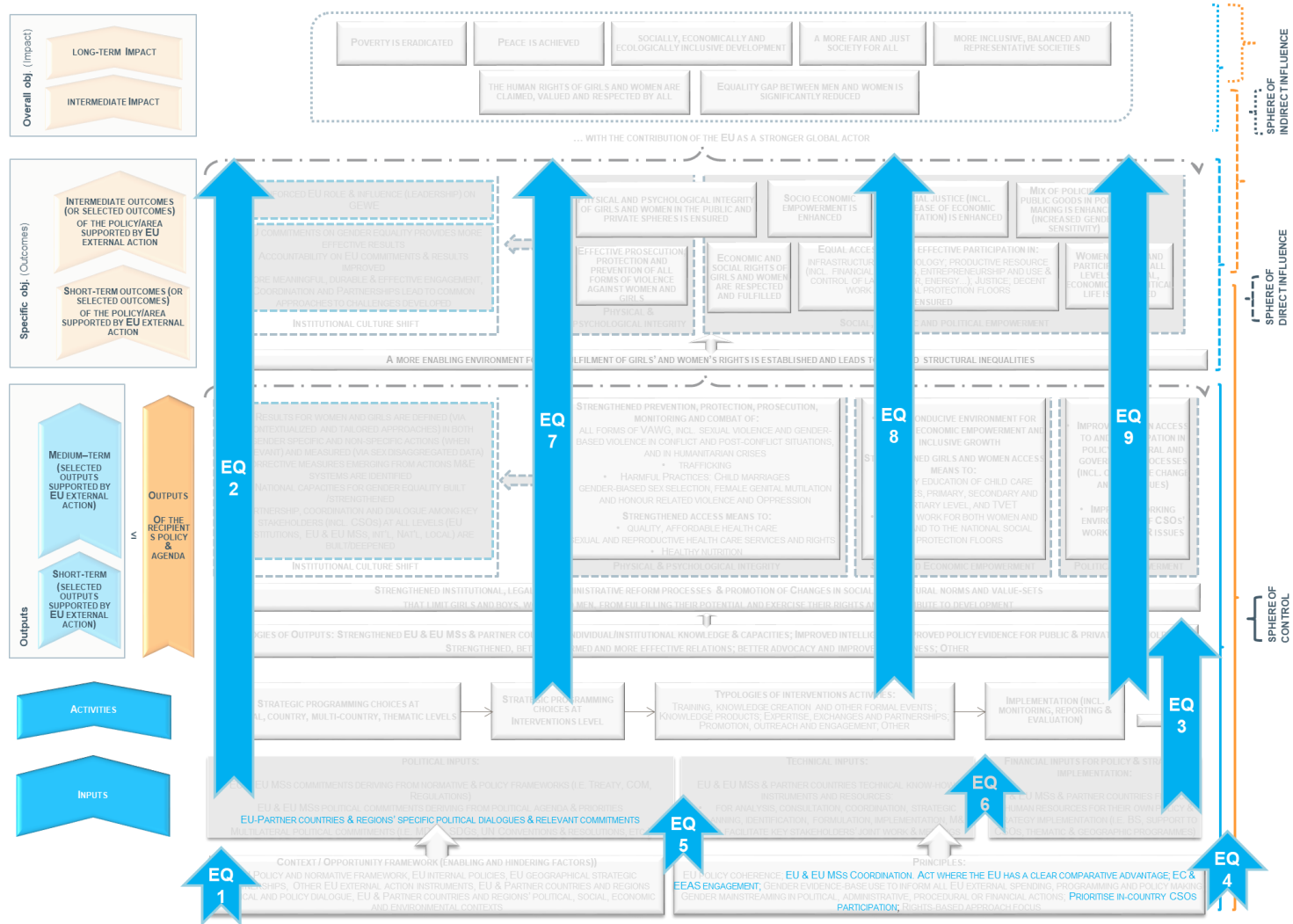
	EQ 1	EQ 2	EQ 3	EQ 4	EQ 5	EQ 6	EQ 7	EQ 8	EQ 9
	EU EXTERNAL ACTION & POLICY FRAMEWORK	EU INSTITUTIONAL CULTURE SHIFT	GENDER MAINTSTREAMING	EUROPEAN COOPERATION POTENTIAL & ADDED VALUE	PARTNERSHIP	DELIVERY METHODS, INSTRUMENTS	PHYSICAL AND PSYCHOLOGICAL INTEGRITY	SOCIAL AND ECONOMIC EMPOWERMENT	POLITICAL EMPOWERMENT
Relevance	√√√		√		√	√√	√	√	√
Efficiency		√√√				√√√			
Effectiveness	√	√√√	√√√	√√	√√	√√	√√√	√√√	√√√
Impact		√	√				√	√	√
Sustainability		√√	√√				√√	√√	√√
EU value added				√√√	√				
Coherence	√			√√√	√√√				
Coordination & complementarity				√√√	√√√				

√√√ Largely covered    √√ Covered    √ Also covered

The links between the EQs and the overall intervention logic are highlighted in the following diagram.

<sup>25</sup> GAP II indicators; And others, such as Indicators for the Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security (refer to Annex 1) ; FPI core indicators (Annex 3 of FPI Manual).

**DIAGRAM 2: LINK BETWEEN THE INTERVENTION LOGIC AND THE EVALUATION QUESTIONS**



### 5.1.1 Transversal EQs

EQ1	<b>To what extent have the EU external policy framework and strategies been, and are at present being, conducive for a gender responsive programming and implementation of EU external action in GEWE?</b>
JC1	<i>EU policy framework and strategies and reference documents (i.e. GAP I and GAP II) related to EU's external action support to GEWE have been comprehensive, consistent and have adapted to changing contexts and needs<sup>26</sup></i>
JC2	<i>EU policy framework and strategies, and reference documents (i.e. GAP I and GAP II) related to EU's external action support to GEWE provide clear operational guidance (incl. on policy dialogues, reporting)</i>
EQ 2	<b>To what extent have EU institutional external actors developed an institutional culture shift, conducive for a gender responsive programming, timely and effective implementation, monitoring and reporting of EU external action, thus responding to EU accountability commitments on GEWE?</b>
JC1	<i>EU institutional set-up was specifically geared to improving different dimensions of institutional procedures (e.g. senior leadership, policy making and financing, programming, stakeholder involvement, accountability and supervision) and structures and produced changes</i>
JC2	<i>The technical expertise on GEWE from EU institutional actors allow providing effective in-house support and provides the right conditions (incl. support from the hierarchy) for achieving results by identifying and formulating well informed and conceived support interventions (GEWE specific &amp; ensuring GEWE mainstreaming in non-specific actions)</i>
JC3	<i>The managerial and technical expertise from EU institutional actors provides the right conditions for achieving results by setting-up sound monitoring and evaluation systems that ensure a sound reporting and evidence-base policy making</i>
JC4	<i>EU and MSs have ensured gender mainstreaming (among other through in-house gender experts) within their organisations</i>
EQ 3	<b>To what extent has the EU external action in the policy area of GEWE, ensured, and is at present ensuring, gender mainstreaming in EU external actors spending and non-spending actions?</b>
JC1	<i>Gender mainstreaming in political and policy dialogues (framed within EU policies and strategies on development issues, EU external action and GEWE) between the EU and partner countries have led to the formulation of relevant objectives and design of programming documents and actions</i>
JC2	<i>Gender evidence is used to timely and effectively inform programming (at region/country/thematic and intervention levels) and design of EU actions</i>
EQ 4	<b>To what extent has the EU GEWE policy in external relations been, and is at present, used to design and implement activities so as to maximize the EU cooperation potential and the EU added value?</b>
JC1	<i>European (i.e. EC's + Member States + EEAS + EU agencies) actors have contributed to establishing and/or effectively implementing co-ordination mechanisms<sup>27</sup> (particularly in the areas of policy planning, prioritisation, data collection, research and monitoring and evaluation)</i>
JC2	<i>Actors in the field of EU external action have ensured complementarity between their interventions and those of the EU Member States and EU agencies</i>
JC3	<i>Commission support added benefits to what would have resulted from action taken by the EU MSs on their own</i>

<sup>26</sup> Including as a result of the *Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries* (Final Report, April 2015), that covered partially GAP I.

<sup>27</sup> As expressed in the 2001 *Guidelines for strengthening operational coordination between the EC and the Member States in the field of external assistance*, and the more recent Paris Declaration or the former and new European Consensus.

EQ 5	<b>To what extent has the EU GEWE external policy, ensured, and is at present ensuring, <i>partnership (through effective engagement, co-ordination and complementarity)</i> with other key stakeholders at local, regional, national and international level (incl. UN agencies and international organisations, strategic partners and civil society)?</b>
JC1	<i>EU actors have contributed to establishing and/or effectively implementing co-ordination mechanisms (particularly in the areas of policy planning, prioritisation, data collection, research and monitoring and evaluation) with other partner countries</i>
JC2	<i>EU actors have contributed to establishing and/or effectively implementing co-ordination mechanisms (particularly in the areas of policy planning, prioritisation, data collection, research and monitoring and evaluation) with other donors and international organisations at country and regional levels</i>
JC3	<i>Civil society organisations have been successfully involved in providing input to programming, policy dialogue and implementation/monitoring of EU interventions</i>
EQ 6	<b>To what extent have the various aid <i>modalities and financial instruments</i>, and their combinations, been, and are at present being, appropriate in view of promoting gender responsive interventions?</b>
JC1	<i>The choice of instruments has been appropriate to respond to the different contexts and pursue a comprehensive approach to GEWE at local, national, regional and global levels</i>
JC2	<i>The modalities and funding channels used and their combination with EU engagement in policy dialogue has facilitated the attainment of the intended objectives while promoting national ownership</i>
JC3	<i>The design of EU interventions and EU policy development processes have benefitted from solid monitoring and learning mechanisms</i>
JC4	<i>EU external action support has ensured overall coherence and complementarity between its interventions (regardless of their delivery methods, funding channels and instruments)</i>

### 5.1.2 Thematic EQs

EQ7	<b>To what extent has EU external action contributed, and is at present contributing, <i>to ensure physical and psychological integrity of girls and women in the public and private spheres</i>?</b>
JC1	<i>EU external action has contributed to improving partner regions' legislative framework on VAWG</i>
JC2	<i>EU external action has contributed to improving effective investigation and prosecution capacities (skills and resources) related to VAWG of law enforcement and judiciary authorities</i>
JC3	<i>EU external action has contributed to enabling women and girls to become more self-confident in challenging VAWG</i>
JC4	<i>EU external action has contributed to women and girls reporting increased awareness of (i) their right to seek redress through the justice system for VAWG (including HTPs); (ii) the officials and institutions entrusted to protect their access to justice; and (iii) the steps involved in starting legal procedures</i>
JC5	<i>EU external action has contributed to reaching out to men in preventing VAWG and as positive agents for its eradication</i>
JC6	<i>Partnerships between EU external action actors and key stakeholders have fostered the development/strengthening of national capacity (ministries and other national institutions responsible, the private sector, civil society, academic institutions) for achieving physical and psychological integrity of girls and women in the public and private spheres</i>
JC7	<i>EU external action support interventions soundly consider sustainability factors</i>

EQ8	<b>To what extent has EU external action contributed, and is at present contributing, to socially and economically empower women, thus contributing redressing inequalities and improving gender balance in partner countries?</b>
JC1	<i>EU external action support has promoted an economic transformation in partner regions that has and currently is facilitating the promotion of decent jobs and an increased participation of women in the labour market</i>
JC2	<i>EU external action support has promoted the reduction of exploitation and gender-based discrimination in waged and own-account employment and in workplaces</i>
JC3	<i>EU external action support has promoted effective and gender-sensitive combat to informal employment</i>
JC4	<i>EU external action support has promoted women's equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws and women's decision-making over income</i>
JC5	<i>EU external action support has promoted the use of enabling technology, in particular information and communications technology, to promote the empowerment of women</i>
JC6	<i>Partnerships between EU external action actors and key stakeholders have fostered the development/strengthening of national capacity (ministries and other national institutions responsible, the private sector, civil society, academic institutions) for achieving social and economic empowerment of women</i>
JC7	<i>EU external action support interventions soundly consider sustainability factors</i>
EQ9	<b>To what extent has EU external action contributed, and is at present contributing, to ensure women's voice and participation at all levels of the political life, thus contributing redressing inequalities and improving gender balance in partner countries?</b>
JC1	<i>EU external action support has contributed to effectively tackling the factors that determine elected women's effective influence on decision- and policy-making at different levels</i>
JC2	<i>EU external action support has contributed to effectively challenging and changing discriminatory social norms and gender stereotypes</i>
JC3	<i>EU external action support has promoted changes in girls' and women's self-esteem and confidence, their perception that they can change their situation, their ability to assert their rights, to speak in private and in public, and to take leadership positions</i>
JC4	<i>EU external action support has promoted the introduction of quota systems to address discriminatory practices and improve women's representation in government institutions and decision making positions</i>
JC5	<i>Partnerships between EU external action actors and key stakeholders have fostered the development/strengthening of national capacity (ministries and other national institutions responsible, the private sector, civil society, academic institutions) for political empowerment of women</i>
JC6	<i>EU external action support interventions soundly consider sustainability factors</i>

### 5.1.3 Questions to be considered in relation to lessons learned

The following questions will need to be addressed by the Evaluation team while undertaking the evaluation exercise so as to provide an answer in the final report:

- What lessons learned can be drawn from the EU external action support interventions (policy dialogue and financial assistance (projects and programmes)) to better support the establishment and development of policy, legislative, regulatory and institutional frameworks in the field of GEWE, in candidates and potential candidates to EU accession and partner countries?



- What lessons learned can be drawn from the EU external action support interventions (policy dialogue and financial assistance (projects and programmes)) in terms of cooperation with relevant EU Member States agencies and International Organisations, and Civil society organisations (including Women's Rights Organisations)?
- What were the factors that facilitated or hampered the contribution of EU external action support to progress on GEWE in candidates and potential candidates to EU accession and partner countries? What are the context specific factors to the observed changes / developments / trends? Have different regional/national frameworks affected the efficiency and effectiveness of support to transformative change, and to partner country ownership, including women's meaningful and influential participation in policy- and decision-making and governance processes?
- What lessons learned can be drawn in terms of data-based/informed decision-making processes?
- How can the lessons learned contribute to the work of the relevant Commission's, EEAS and EU Member States thematic and geographic services (covering both policy dialogue and financial assistance (projects, programmes))?

## 5.2 Evaluation tools and techniques

The structuring stage aims to define the design and the methodology of the evaluation. The methodology will clearly specify the working methods and the techniques to be used (e.g. data collection, case studies, triangulation methods, etc.). Whenever relevant, the evaluation will consider the Guidance note 'Evaluation with gender as a cross-cutting dimension', jointly developed by NEAR, DEVCO and FPI services.<sup>28</sup>

Among the main methodological techniques, the following key elements can be already mentioned:

### A. The intervention logic (IL) and the expected effects diagram.

The IL displays the logical sequence of the hierarchy of objectives and expected effects. A first draft of the IL of EU's support in the area of gender equality and women empowerment (GEWE) is presented in the current document. It differentiates between several interlinked levels. These are:

- ✓ **Inputs:** The political, technical, financial, human and material resources put in place in order to plan and implement activities.
- ✓ **Activities:** Specific support tasks put in place to generate outputs within the framework of an intervention. Each intervention is composed of a set of activities (or a single activity).
- ✓ **Outputs:** Direct products or services delivered by activities, directly influencing the achievement of outcomes.
- ✓ **Specific objectives (Outcomes):** Short to medium term effects on the political, social, economic and environmental areas targeted by EU external action support interventions as well as changes in behaviour of addressees of the latter interventions. Other external factors and players also influence the targeted areas and addressees. Outcomes are directly influenced by EU external action support.
- ✓ **Overall objectives (Impacts):** Intermediate to long-term change in the political, social, economic and environmental global context which stems from interventions of all relevant actors and stakeholders and which is indirectly influenced by the EU external action support.

### B. Evaluation Questions (Headings, Judgment criteria, indicators and data collection sources and tools).

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<sup>28</sup> [https://ec.europa.eu/europeaid/sites/devco/files/guidance-gender-sensitive-evaluations-20180516\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/guidance-gender-sensitive-evaluations-20180516_en.pdf)

A draft set of evaluation questions is presented here above.

Judgement criteria determine the appropriate indicators and, more generally, the nature of the data collected and the type of analysis. The indicators will need to allow crosschecking, triangulating from different sources of information and strengthening the evidence base on which the questions are answered.

As mentioned earlier under §5.1, the evaluation team will, in consultation with the EC evaluation managers (and by extension with the ISG), finalise and complete (with indicators for each JC and relevant data collection sources and tools) the proposed set of EQs during the inception phase. For each indicator, the evaluation team will identify the specific source of information to be considered.

The information gathered and analysed for each indicator will need to be presented in an annex of the desk and final reports.

#### C. Data collection tools.

Several tools will be used for collecting, structuring, processing and/or analysing data throughout the evaluation process:

- ✓ **Inventory** of EU (Commission and EU Member States) external action support spending interventions. The inventory will include both targeted and non-targeted GEWE interventions (where available information confirms that GEWE was mainstreamed).
- ✓ **Literature review.** The team will scrutinise all relevant key documentation on the: EU policy and strategy documents towards partner regions (New European Consensus on Development, Enlargement Strategies, European Neighbourhood Policy, EU-Africa Strategy, etc.); EU and Enlargement candidates and partner countries policy and strategy documents (Enlargement: Association Agreements and Accession Partnerships; Partner countries: Association Agreements, Partnership and Cooperation Agreements, etc.); Enlargement and partner countries official documents (i.e. GEWE related strategies, etc.); EU support interventions related documents; Previous evaluations, studies, etc. This list will be further detailed once a set of case studies is defined (see below).
- ✓ **Interviews.** Both structured and unstructured. A round of interviews will be carried out via phone/email/face-to-face/video-conference discussions with relevant stakeholders:
  - at Commission HQs: senior management, relevant staff (including gender focal points) in charge of IPA and ENI support in DG NEAR and of DCI and EDF support in DG DEVCO; staff in other DGs, etc.
  - at EEAS,
  - in EU Member States (in capitals and Embassies in partner regions), and
  - in a selected number of candidate and/or potential candidates to EU accession and partner countries (governmental and non-governmental stakeholders (including direct beneficiaries), EU Delegations/Offices, EU MS Embassies, other donors, etc.). These countries will be selected during the desk phase.

The selection of key informants and interlocutors will be based on the specific added value they can bring to help answer the various EQs. Interviews will be carried out during the inception, desk and field phases. Focus groups can also be envisaged, using participatory methods.

The contracting authority expects the evaluation team to build in sufficient time to look through documents and to have discussions throughout the evaluation process, particularly during the inception and desk phases.

- ✓ **Case study.** Several case studies are expected to be conducted in a balanced fashion to provide detailed qualitative information on important issues in light of the EQs. The budget calculation is based on eight case studies. The exact number will be decided in the inception phase by the ISG on the basis of a proposal made by the contractor.

The sample of measures examined should be drawn up in order to address each evaluation question, and should allow the evaluators to draw general conclusions.

It is worth noting that it is not expected from the evaluation team to undertake an in-depth assessment of the selected interventions. The interventions will be simply considered as a mean to inform relevant indicators that will then offer the basis to respond to the judgement criteria and main evaluation questions. EU external action support interventions consideration is expected to provide a view of the actual results generated (outputs), directly influenced (outcomes) and indirectly influenced (impacts) by EU external action support.

The selection of the case studies will be done using a sample approach to be agreed by the ISG.

Some criteria to be considered could be:

- EU actor;
  - Sector specific considerations;
  - Typology of actions: gender-sensitive, gender-responsive and gender transformative.
  - Typology of tools, mechanisms, etc., including countries where the cooperation between Commission services and EU Member States can show different cases and cooperation mechanisms;
  - Broader learning potentials;
  - Geographical coverage. This will be linked to the sectorial coverage of the EQs but also to elements covered in the transversal EQs (such as complementarity with other relevant interventions in the country);
  - Income development level;
  - The political and economic context (stable, fragile, post conflict, etc.);
  - Interventions' state of advancement;
  - Importance of interventions in terms of budget;
  - Availability of information.
- ✓ **Survey.** An online survey, to be drafted in line with the evaluation questions, is expected to be designed and launched to inform the evaluation. Its purpose and nature will be defined in agreement with the ISG, but it is expected that the preliminary hypotheses identified around the evaluation questions at the end of the desk phase are considered. It is expected that all key stakeholders in candidates and potential candidates to EU accession and partner countries that have a direct or more indirect role, if considered relevant, with EU external action support on GEWE in the considered period are targeted by the survey. These are: EU Delegations' officials, governmental and non-governmental stakeholders, respective EU MS Embassies, other donors and international partners, civil society organisations.
- ✓ **Quantitative analysis**, mostly in relation to EU external action support spending interventions on GEWE.

### 5.3 Assumptions and envisaged limitations

It is assumed that services within the Commission, the EEAS and EU Member States and the beneficiaries accept the evaluation as an integral part of a learning and accountability function and are committed to provide the necessary information, and will subsequently act on the recommendations and relevant follow-up actions.

The following are additional relevant assumptions for this evaluation:

- Monitoring data is available and provide sufficient and adequate information;
- Data should be sex-disaggregated whenever relevant for any given point in question.

- Access to requested documentation and information on the interventions is ensured by the Commission, EU Member States, national authorities and the intervention implementing partners, when they differ;
- The staff of EU Delegations and implementing partners are regularly informed on objectives and methods of this evaluation, in order to ensure their full cooperation.

In the event that one or several of the above assumptions prove to be untrue, the evaluation team records and immediately informs the Contracting Authority. Limitations cannot be listed exhaustively.

The evaluators also record and report any additional limitation to the evaluation, including due to insufficient collaboration from key stakeholders.

## **6 RESPONSIBILITY FOR THE MANAGEMENT OF THE EVALUATION**

### **6.1 At Commission level**

The DG NEAR A4, MFF, Programming and Evaluation Unit, together with DG DEVCO 04, Evaluation and Results Unit, are responsible for the management and the supervision of the evaluation.

The progress of the evaluation will be followed closely by an Interservice Steering Group (ISG) consisting of representatives of DG NEAR, DG DEVCO, SG, DG MOVE, DG RTD, DG ECHO, DG JUST, DG JRC, FPI, the EEAS, the European Institute for Gender Equality and a sample of EU Member States.

The ISG will have the following responsibilities:

- **Steering the evaluation exercise in all key phases** to comply with quality standards: preparation and/or provision of comments to the roadmap and Terms of Reference; selection of the evaluation team; consultation; inception, desk, field, synthesis and reporting phases. As mentioned in different parts of the ToR, the role of the ISG will be key in the finalisation of the evaluation framework.

The EC evaluation managers steer the ISG.

- **Providing input and information** to the evaluation team. Mobilise the institutional, thematic, and methodological knowledge available in the various DGs of the Commission, the EEAS and the EU Member States that are interested in the evaluation.
- **Providing quality control** on the different draft deliverables. The EC evaluation managers, as lead of the ISG, consolidate the comments to be sent to the evaluation team and endorse the deliverables.
- **Ensuring a proper follow-up** action plan after completion of the evaluation.

To avoid duplication and consolidate communications between meetings, the ISG members communicate with the evaluation team via both Commission Evaluation Managers (NEAR A4 and DEVCO 04).

### **6.2 At the consultants level**

The contractor will oversee the quality of the process, of the evaluation design, of the team and deliverables. In particular:

- Before the work actually starts, the contractor provides guidance to the evaluation team to ensure that the evaluation team has a clear understanding of the tasks, of the evaluation process, the content and implications of the different steps. Depending on the specific needs, the guidance should focus on:
  - Scope of the work
  - Complex evaluation methodology used by DG NEAR and DG DEVCO evaluation services
  - Data collection and analysis

- Presentation of findings
  - How to define and inform the indicators
  - How to answer to the judgement criteria
  - How to answer to the evaluation questions
- Support the team leader in its role, mainly from a team's management perspective. In this regard, the contractor makes sure that for each evaluation phase specific tasks and deliverables for each team member are clear.
  - Provide a continuous backstopping and quality control of the evaluation teams' outputs (from evaluation design to deliverables). The quality control ensures that the draft reports comply with the above requirements and meet adequate quality standards before sending them to the ISG for comments. The quality control ensures that findings reported are duly substantiated. For the draft final report, the quality control ensures consistency and coherence between findings, conclusions and recommendations. The contractor will be supported in this particular field by the Quality Control expert<sup>29</sup> and the Programme manager.

## 7 **PROCESS AND DELIVERABLES**

The overall guidance to be used is available on the web page of DG NEAR<sup>30</sup>.

The basic approach to the assignment consists of four *main phases*, each one ending with the approval of a specific deliverable in the form of a report and in the case of the field phase, in the form of a PowerPoint presentation. As mentioned above, the ISG will support the EC Evaluation managers in assessing the quality of the draft deliverables in order to achieve their finalisation. The reports will be revised in light of feedback from the ISG.

Each phase will start further to the approval of the previous phase deliverable.

The four phases can be synthetized as follows:

- The **inception phase**, that aims at structuring the evaluation.

Clarifying the issues of the evaluation is the first aim of this phase. Indeed, the inception phase will start with a kick-off meeting. The meeting has the purpose to arrive at a clear-shared understanding of what is required by the ISG.

Further to a first desk review, the Commission evaluation managers will interact with the evaluation team in order for the latter to finalise the evaluation design: i) finalisation of the overall intervention logic of EU external action support on GEWE, ii) reconstruction of the intervention logics of EU external action support on GEWE focusing on the specific areas under the scope of the evaluation and, based on the latter, iii) finalisation of evaluation questions (with related judgement criteria and indicators, identifying the data collection tools and sources).

The mapping and analysis of relevant spending (EU external action support projects and programmes) and non-spending (policy dialogues, etc.) interventions, and the methodological proposal for the following phases (data collection tools and analysis), are part of this phase.

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<sup>29</sup> It refers to the Quality manager who is part of the Management team of the consortium (as per the Instruction to tenderers of the Framework Contract COM 2015 and as per the Framework Contract Global terms of Reference). The Quality manager differs from the project manager (also as per the Framework Contract Global terms of Reference). Only the project manager will be evaluated. The minimum requirements are part of the Framework Contract Global terms of Reference.

<sup>30</sup> See also: [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial\\_assistance/phare/evaluation/2016/20160831-dg-near-guidelines-on-linking-planning-programming-vol-1-v0.4.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial_assistance/phare/evaluation/2016/20160831-dg-near-guidelines-on-linking-planning-programming-vol-1-v0.4.pdf)

Based on these previous analyses, the evaluation team will propose a set of case studies (to be justified by sound selection criteria) to be examined in detail during the desk and field phases. These case studies will be the basis for the selection of the countries to be visited during the field phase.

The limitations faced or to be faced during the evaluation exercise will need to be discussed and mitigation measures defined.

Finally, the work plan for the overall evaluation process, that will need to be to the extent possible in line with that proposed in the present ToR, will also be presented and agreed in this phase.

If necessary, during the Inception Phase suggestions of modifications to the composition of the evaluation team might take place by both parties.

The deliverable of this phase is an inception report.

- **Desk phase:** During this phase, deskwork takes place in order to collect and analyse data, and coming up with preliminary answers to the evaluation questions and hypotheses that can guide the subsequent fieldwork. Information gaps for a sound answer to the evaluation questions will also be identified. A brief presentation of data collection and analyses done during this phase, challenges and limitations potentially faced will also be discussed. Changes to the evaluation questions (including judgment criteria and indicators) can also be proposed, if deemed necessary, during this phase (and not later on). On the same line, discussing potential amendments to the selection of interventions and/or case studies (if relevant) identified during the inception phase can be envisaged. The extent of these potential amendments must be of a reasonable nature.

This phase is expected to involve discussions with:

- EU staff based in Brussels involved in programming, implementation and oversight of EU external action support.
- EU Member States: the capitals and/or MS Embassies in Brussels;
- Beneficiaries: a representative sample of implementing partners and other key stakeholders.

The methodology for the field phase, including the proposed countries to be visited (together with the selection criteria applied), the expected deliverable and the field phase organisation, will also be detailed in this phase. Finally, remaining work for the synthesis phase will also be mentioned. If needed, an update of the work plan will be presented.

Sufficient time should be built in between the end of the Desk Phase and the start of the Field Phase for the feedback and approval process.

The deliverable of this phase is a desk report.

- **Field phase:** field activities help in validating/rejecting preliminary answers to the evaluation questions and bring additional information and direct evidence.

This phase will involve discussions with:

- Beneficiaries stakeholders: government and main beneficiary institutions, etc.; CSOs in-country with experience and knowledge of EU external action support (incl. Women's Rights Organisations);
- EU staff involved in programming, implementation and oversight of EU external action support at EU Delegation/office levels;
- EU Member States: respective MS Embassies in partner countries;
- Other donors – international NGOs, bi-laterals and multi-laterals in country.

Assessing whether there is need for further research and interviews to prepare the synthesis report, and in particular, the overall assessment, the conclusions and recommendation chapter, which are part of this phase as well.

Prior to completion of each country visit the Evaluation Team shall prepare a debriefing of the field mission for the EU Delegation/office and relevant EU MS embassies concerned, in order to validate the data and the information gathered. When all field missions are conducted, and before the start of the Synthesis and reporting phase, the evaluation team shall present the results of the desk and field phase in a form of detailed debriefing to the ISG in Brussels.

The budget calculation considers an average of 4 days of data collection in country (excluding travels) per country, with up to 16 countries. The exact number of countries to be visited will be decided in due time by the ISG based on a proposal made by the contractor.

The deliverable of this phase is a PowerPoint presentation.

- **Synthesis and reporting phase.** This phase entails the analysis of the data collected during the desk and field phases to finalise the answers to the evaluation questions, and prepare the synthesis report that includes the overall assessment, lessons learned, conclusions and recommendations of the evaluation.

Recommendations should be clear, well structured, operational and realistic in the sense of providing clear, feasible and relevant input for decision-making and should clearly indicate the measures to be undertaken. Presentation of good practices and success stories stemming from different countries and the use of different modalities/tools should be highlighted. Recommendations for action will be addressed to the Commission, the EEAS and EU Member States. Where appropriate, the evaluator should specify the role of any other actor, including beneficiary institutions and/or civil society organisations, in implementing the recommendations.

The synthesis report will clearly acknowledge where changes in the desired direction are known to be already taking place.

The executive summary is expected to highlight the evaluation purpose, the methods used, the main evaluation findings and the recommendations. It is to be considered a “stand alone” document.

The final report shall be professionally edited.

The approved Final report will be presented at a dissemination seminar in Brussels. The purpose of the seminar is to present the evaluation work to key relevant stakeholders, such as Commission staff, the EEAS and EU Member States, representatives of civil society organisations, UN agencies, other donors, etc.

The contracting authority will publish the Final Report, the Executive Summaries, and the annexes on the Commission's central website.

The project manager to be nominated by the contractor will need to be present in each meeting with the ISG.

The table below summarises these phases:

Phases	Activities	Deliverables (& meetings) <sup>31</sup>
<b>INCEPTION: STRUCTURING</b>	<ul style="list-style-type: none"> <li>▪ Background analysis</li> <li>▪ Interviews at EC HQ, EEAS and EU Member States (&amp; country visit(s) if relevant)</li> </ul>	<ul style="list-style-type: none"> <li>☑ Inception Report<sup>32</sup> incl.: <ul style="list-style-type: none"> <li>✓ Final <i>intended / planned</i> Intervention Logic</li> <li>✓ Evaluation Questions (EQs), with judgment</li> </ul> </li> </ul>

<sup>31</sup> The evaluation team must provide the list of all persons interviewed, documents reviewed, data collected and databases built.

<sup>32</sup> The Inception Report should not exceed 30 pages, but if required this number can be reasonably increased following consultation with the EC Evaluation managers. Additional material may be placed in annexes, as necessary. The EC Evaluation managers will provide the template.

	<ul style="list-style-type: none"> <li>▪ Reconstruction of EU external action Intervention's rationale, incl. objectives, specific features and target beneficiaries</li> <li>▪ Analysis of inventory of the EU external action spending interventions</li> <li>▪ Finalisation of the EQs</li> <li>▪ Methodological design to answer to the EQs, incl. case studies proposal and data collection &amp; definition of analysis methods</li> <li>▪ Report writing (&amp; quality control)</li> </ul>	<ul style="list-style-type: none"> <li>✓ criteria &amp; indicators</li> <li>✓ Data analysis and collection methods, incl. case studies proposal</li> <li>✓ EU external action spending interventions inventory</li> <li>✓ Work plan</li> <li>✓ Consultation strategy<sup>33</sup></li> <li>☑ Slide presentation</li> <li>☑ Meeting(s) with ISG in Brussels</li> </ul>
<b>DESK: DATA COLLECTION &amp; ANALYSIS</b>	<ul style="list-style-type: none"> <li>▪ Document in-depth analysis (focused on the EQs)</li> <li>▪ Interviews</li> <li>▪ Identification of information gaps and of hypotheses to be tested in the field phase</li> <li>▪ Methodological design (specific to Field visit)</li> <li>▪ Report writing (&amp; quality control)</li> </ul>	<ul style="list-style-type: none"> <li>☑ Desk report<sup>34</sup>, incl.: <ul style="list-style-type: none"> <li>✓ Background and key methodological elements</li> <li>✓ Preliminary answers to the evaluation questions</li> <li>✓ Field visit methodology</li> <li>✓ Remaining work for the synthesis phase</li> <li>✓ Update work plan, if needed</li> <li>✓ Main annexes: <ul style="list-style-type: none"> <li>▪ Evaluation matrix with information gathered and analysed by indicator</li> <li>▪ Case study notes<sup>35</sup></li> </ul> </li> </ul> </li> <li>☑ Slide presentation</li> <li>☑ Meeting(s) with ISG in Brussels</li> </ul>
<b>FIELD</b>		
<i>(Plans, methodology and budgets for the field phase are outlined and agreed upon, all along the previous phases)</i>	<ul style="list-style-type: none"> <li>▪ Initial meeting at country level</li> <li>▪ Data collection and analysis</li> <li>▪ Writing of field phase findings (inclusion in the evaluation matrix)</li> <li>▪ Discussion of the findings of the Field Phase with EC HQs &amp; EU delegation/office and EU Member States representatives and national counterparts</li> </ul>	<ul style="list-style-type: none"> <li>☑ Briefing &amp; debriefing with EU delegation/office and EU Member States representatives</li> <li>☑ Slide presentation</li> <li>☑ Debriefing with ISG in Brussels</li> </ul>
<b>SYNTHESIS &amp; DISSEMINATION</b>	<ul style="list-style-type: none"> <li>▪ Expressing findings (focus on the EQs)</li> <li>▪ Overall assessment, Conclusions and Recommendations</li> <li>▪ Synthesis report writing (&amp; quality control)</li> <li>▪ Dissemination seminar</li> </ul>	<ul style="list-style-type: none"> <li>☑ Synthesis report<sup>36</sup>, incl.: <ul style="list-style-type: none"> <li>✓ Synthesis of methodological steps undertaken during the evaluation exercise, including limitations, if any</li> <li>✓ Background analysis</li> <li>✓ Findings by evaluation question</li> <li>✓ Overall assessment, lessons learnt, conclusions and recommendations</li> <li>✓ Main annexes: <ul style="list-style-type: none"> <li>▪ Evaluation matrix with information gathered and analysis by indicator</li> <li>▪ Case study notes</li> </ul> </li> </ul> </li> </ul>

<sup>33</sup> Even though an open public consultation (as foreseen by the Better Regulation) will not be organised for the present evaluation, it is expected that the evaluation team presents its strategy for stakeholders' consultation during the evaluation exercise.

<sup>34</sup> The Desk Report should not exceed 40 pages, but if required this number can be reasonably increased following consultation with the EC Evaluation managers. Additional material may be placed in annexes, as necessary. The EC Evaluation managers will provide the template.

<sup>35</sup> The case studies notes should not exceed 10 pages, but if required this number can be reasonably increased following consultation with the EC Evaluation managers. EC Evaluation managers will provide the template.

<sup>36</sup> The Final Report should not exceed 70 pages, but if required this number can be reasonably increased. Additional material may be placed in annexes, as necessary. The EC Evaluation managers will provide the template.



- ☒ Executive summary
- ☒ Slide presentation
- ☒ Meeting(s) with ISG in Brussels
- ☒ Dissemination seminar minutes

Once the evaluation is finalised, Commission services will be in charge of further dissemination and of the follow-up.

**DISSEMINATION AND  
FOLLOW UP  
(by the EC)**

- Action plan writing
- Others to be defined if relevant
- ☒ Action plan

All reports will be written in English and submitted according to the timetable in annex 2 to the Commission Evaluation managers. The reports must be written in Arial or Times New Roman 11, single spacing. Inception, Desk and draft Final reports will be delivered only electronically. The Final report will also be delivered in hard copies. The Executive Summary (up to five pages) will be delivered both electronically and in hard copy as well. The Executive Summary will be both integrated into the Final Report, and presented as a separate stand-alone document.

The offer will be based on 50 hard copies in English of the **Final Main Report** (without annexes) and 20 copies of the annexes. A non-editable version on a USB stick shall be added to each printed Final Main Report. The executive summary will be translated in French, Spanish and Arabic. The translation costs should be included in the financial offer.

The final report will deliver the elements covered by these Terms of Reference, and must be written in such a way that readers, who are not working in this area, can easily understand.

The electronic versions of all documents need to be delivered in both editable (Word) and non-editable format (PDF).

## **8 THE EVALUATION TEAM**

The evaluation team will have to satisfy the highest quality standards. In this regard, the contractors is requested to check relevant references of the experts proposed.

The quality criteria for the selection of the Evaluation Team as a whole are summarized as follows:

- Working experience in relation to:
  - a) EU enlargement policy and strategy and pre-accession assistance (IPA);
  - b) EU neighbourhood policy and strategy and assistance (ENI);
  - c) EU development policy and strategy and assistance;
  - d) EU foreign policy actions.
- Knowledge of the EU institutional framework;
- At least one of the senior experts must have a minimum of 5 years' experience of conducting complex policy and strategy evaluations in the field of external relations<sup>37</sup>. This includes quantitative and qualitative data collection and analysis;
- Technical/sector knowledge and experience, of the team as a whole, in the specific areas mentioned under heading 4.4.:
  - a) The institutional dimension on GEWE;

<sup>37</sup> These are strategic evaluations that analyse strategies from design to implementation, assessing the results of spending (projects and programmes) and non-spending (policy dialogues) activities. These evaluations are complex, covering several spending and non-spending activities and instruments over a significant period of time. They are conducted at several levels: country, region, multi-country, sector and instrument. They are different from project and programme evaluations or assessments.

- b) Gender mainstreaming in external relations;
- c) Violence against women and girls;
- d) Access to decent work for women at all ages;
- e) Equal access by women to financial services, productive resources including land, trade and entrepreneurship;
- f) Equal rights and ability for women to participate in policy and governance processes at all levels;
- g) Discriminatory social norms and gender stereotypes.

- Knowledge of different aid instruments, including Budget support and blending;
- Analytical skills;
- The team leader will have excellent communication, team co-ordination, presentation and proven report writing and editing skills in English;
- The evaluation team will have excellent writing and editing skills;
- The evaluation team will have command of English at level C2 of the Common European Framework of Reference for Languages (CERF)<sup>38</sup> – both spoken and written. At least one team member will have command of French at level C2. At least one team member will have command of Spanish at level C2. A good command of Arabic and/or Russian at level B2 of the CERF will be considered an asset.

The composition of the team should reflect cross-cultural experience in development.

It is expected that the team will comprise a balance of experts<sup>39</sup> as follows:

- Four to five (depending on the sectorial profile) senior/medium experts. Out of these, at least four must be senior experts (including the Team leader).
- One junior expert
- Around 20 working days for short-term researchers/sectorial experts (medium level) having a more specialised profile, in particular on knowledge and reliable data feeding into the formulation/fine-tuning of the policy and programming framework, is to be considered in the financial offer. No CVs are requested in the tendering process; they will be asked in the inception phase, once the specific needs for their services are defined.
- Around 94 working days for regional/national (medium level) short-term experts, with experience in the areas covered, to be employed in the field phase is to be considered in the financial offer. No CVs are requested in the tendering process; they will be asked in the desk phase, once the specific needs for their services are defined.
- Ten working days for one communication expert (medium level) to be employed in the final reporting phase (for example to produce infographics or other visual tools that would ease the reading and facilitate the transmission of key messages), should be included in the financial offer. No CV is requested in the tendering process.
- A project manager also needs to be proposed in the offer.

If the proposed team leader does not have experience in managing evaluations of a similar size and character, another senior level expert of the team is expected to have this experience.

The offer will clearly state the category of each team member and which tasks the proposed team members are responsible for and how their qualifications relate to the tasks. The team coordination and members' complementarity will be clearly described.

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<sup>38</sup> <https://www.coe.int/en/web/common-european-framework-reference-languages>

<sup>39</sup> Number of days for each expert may vary

The team members must be independent from the EU external action support interventions that will be covered under this assignment. Should a conflict of interest be identified in the course of the evaluation, it will be notified immediately to the Contracting Authority in accordance with article 9 General Conditions FWC COM 2015 Lot 1.

The Contractor remains fully responsible for the quality of the deliverables. Any report that does not meet the required quality will be rejected.

During the process of evaluation of offers, the contracting authority reserves the right to interview by phone one or several members of the evaluation teams proposed.

The contractor must make available appropriate logistical support for the evaluation team, including their travel and accommodation arrangements for each mission, the secretarial support, appropriate software and communication means. The evaluation team will need to have the standard equipment, such as an individual laptop/computer, mobile phones, etc. necessary for the execution of the assignment. No additional cost for these items may be included in the offer.

Performances will be assessed by the EC during the whole evaluation exercise (and if needed adjustments will be required, in agreement with the contractor) based on the following criteria:

- ✓ Quality of the analysis
- ✓ Relations with the Client
- ✓ Precision and clarity of the writing
- ✓ Methodological skills
- ✓ Communication skills and interview capacity
- ✓ Flexibility and availability
- ✓ Respect of deadlines.

## **9 TIMING**

The evaluation implementation is due to start by mid-June 2019 and should be finalised within 16 months. By March 2020, final findings (after the conclusion of both desk and field phases) should be available in order to feed the preparation of the successor of GAP II.

As part of the technical offer, the framework contractor must adhere to the timetable in annex 2, and provide their proposed, more detailed schedule within that timetable in terms of "week 1, week 2, etc.". The contracting authority underlines that the contractor should ensure that the evaluation team is available to meet the demands of this schedule.

## **10 OFFER FOR THE ASSIGNMENT**

### **10.1 Technical offer:**

The total length of the technical offer (excluding annexes) may not exceed 15 pages; a CV may not exceed five pages. References and data relevant to the assignment must be highlighted in bold (font Times New Roman 12 or Arial 11).

The methodology submitted shall not contain terms such as, "if time/budget allows," "if the data are available", etc.

Should it appear during the process of the evaluation that an activity envisaged in the methodology is impossible or inappropriate to be carried out, the change to the methodology as well as its financial impact must be agreed by EC services.

The offer is expected to demonstrate:

- The team's understanding of the ToR in their own words (i.e. their understanding of what is to be evaluated, and their understanding of the subject areas as relevant to this ToR)<sup>40</sup>. In this framework, the offer can propose a revised set of EQs, justifying it and respecting the main areas to be covered.
  - The offer is expected to present the development/revision of EQ 3 (on gender mainstreaming in EU actors institutional set-up, spending and non-spending actions) with relevant JCs and indicators and data collection tools and methods. Previous experience of the contractor and information available on EC services websites suffice as sources.
- The relevance of the team composition and competencies to the work to be undertaken.
- How the team proposes to undertake the evaluation: the evaluation design and challenges, data collection tools and methods of analysis, how the tasks will be organised (incl. with the researchers/sectorial experts and regional/national short-term experts).
  - The offer is expected to present details on the number of working days per team member (incl. the programme manager) and per phase of the evaluation.
  - The offer is expected to present the methodology for the elaboration of the inventory of EU (EC and EU Member States) interventions (spending programmes).
- The level of quality control (mostly in relation to content) which will apply, at which points in the process, and who will undertake them.

## 10.2 Financial offer:

The financial offer will be itemised to allow the verification of the fees compliance with the Framework contract terms.

The per diems will be based on the EU per diem rates in force when the Request for Services is launched. The EU per diem rate is the maximum allowed.

Offers shall be submitted within the deadline exclusively to this functional mailbox:

[NEAR-A4-CRIS-FWC-OFFERS@ec.europa.eu](mailto:NEAR-A4-CRIS-FWC-OFFERS@ec.europa.eu).

## 11 TECHNICAL OFFERS SELECTION CRITERIA

The offers evaluation criteria and their respective weights are:

	Maximum
<b>TOTAL SCORE FOR ORGANISATION AND METHODOLOGY</b>	
Understanding of ToR	12
Organisation of tasks and work plan	8
Evaluation approach, working method, analysis	12
Quality control mechanisms	8
<b>Sub Total</b>	<b>40</b>
<b>EXPERTS/ EXPERTISE</b>	
Team Leader (senior expert)	20
Other Senior/medium experts	30

<sup>40</sup> Should the offer contain quotations, these sections must be clearly identified and sources indicated

Junior expert	5
Programme manager	5
<b>Sub Total</b>	<b>60</b>
<b>Overall total score</b>	<b>100</b>

# ANNEXES

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## **Annex 1: Indicative documentation to be consulted for the purpose of the evaluation by the selected contractor**

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### **GENERAL DOCUMENTATION**

- Treaty of the European Union (Title V)
- Treaty on the Functioning of the European Union (Part Five)
- Annual and special reports of the EU Court of Auditors: <http://www.eca.europa.eu/en/Pages/AuditReportsOpinions.aspx>

### **EU OVERALL POLICY**

- The Union as a strong global actor (EUCO 79/14)
- EU Global Strategy
- New European Consensus on Development – “Our World, our dignity, our future”
- The EU [Consensus on Development](#) (2005)
- EU Human Rights and Democracy Action Plan 2015-2019
- Regional and thematic policies (e.g. [http://www.eeas.europa.eu/policies/index\\_en.htm](http://www.eeas.europa.eu/policies/index_en.htm))
- Council Conclusions, 26 May 2015 - "A New Global Partnership for Poverty Eradication and Sustainable Development after 2015"
- Commission Communication, 5 February 2015 - "A Global Partnership for Poverty Eradication and Sustainable Development after 2015"
- Council Conclusions, 16 December 2014 - "On a transformative post-2015 agenda".
- Commission Communication 2 June 2014 - "A Decent Life for All: From Vision to Collective Action".
- Council Conclusions, 25 June 2013 - "The Overarching Post 2015 Agenda"
- Commission Communication 27 February 2013: "A Decent Life for All: Ending poverty and giving the world a sustainable future".
- EU Common Position for the Fourth High Level Forum on Aid Effectiveness, 14 November 2011
- EU code of conduct on Complementarity and Division of Labour in Development Policy, 15 May 2007
- Joint statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union Development Policy: 'The European Consensus', 24 February 2006.

### **EU GEWE POLICY RELATED DOCUMENTS**

- 10 December 2018, [Council Conclusions on Women, Peace and Security](#) (WPS) and in annex the EU Strategic Approach to WPS, that builds upon the 2008 Comprehensive Approach to the EU implementation of the UNSCRs 1325 and 1820 on WPS,
- [Civilian Operations Commander Operational Guidelines for Mission Management and Staff on Gender Mainstreaming](#), October 2018
- Council Conclusions on Gender Action Plan 2016-2020 Implementation Report 2017
- 22 November 2017, General Secretariat of the Council, [Third Report on the EU Indicators for the Comprehensive Approach to the EU Implementation of the UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security](#)

- [Report on the Baseline Study on Integrating Human Rights and Gender into the European Union's Common Security and Defence Policy](#), EEAS, November 2016
- 22 September 2016, General Secretariat of the Council, [Revised indicators for the Comprehensive approach to the EU implementation of the UN Security Council Resolutions 1325 and 1820 on women, peace and security](#)
- Council Conclusions on Gender Action Plan 2016-2020 Implementation Report 2016
- JOINT STAFF WORKING DOCUMENT, Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020 (EU's Gender Action Plan 2016-2020), SWD(2015) 182 final
- Commission Staff Working Document [EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015](#)
- Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015
- EU Statement – United Nations Security Council: Women, Peace and Security, April 2015
- [Strategic engagement for gender equality 2016-2019](#), Directorate-General for Justice and Consumers, 2016
- [EU Strategy for Equal opportunities between Women and Men \(2011-2015\)](#). COM (2010) 491
- [Council conclusions on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond. 3023rd Foreign Affairs Council meeting Luxembourg, 14 June 2010.](#)
- [Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security.](#) 1 December 2008.
- [Council Conclusions on Gender Equality and Women's Empowerment in Development Cooperation. 15 May 2007.](#)
- EU Communication on [Gender Equality and Women's Empowerment in Development Cooperation](#). COM (2007) 100 final.

### **EU Evaluations and studies**

- European Committee of the Regions (2018) Women's empowerment in the Mediterranean Region
- European Institute for Gender Equality (2018) Gender analysis

### **Instrument evaluations**

- [Mid-term review reports of the External Financing Instruments](#) - 2017
- [Evaluation of EU Joint Programming Process of Development Cooperation \(2011-2015\)](#) Final Report Volume I – Main Report March 2017
- [Evaluation of Blending](#) Final Report Volume I – Main Report December 2016
- [Evaluation of the EU aid delivery mechanism of delegated cooperation \(2007-2014\)](#) Final report Volume 1 – Main report November 2016
- [Review of strategic evaluations managed by DEVCO to assess the European Consensus on Development](#) Final Report October 2016
- External [Evaluation of the European Union's Policy Coherence for Development \(2009-2016\)](#) 2018
- See also: [https://ec.europa.eu/europeaid/node/80199\\_en](https://ec.europa.eu/europeaid/node/80199_en)

### **Regional & Country evaluations**

- [https://ec.europa.eu/europeaid/strategic-evaluation-eu-cooperation-eastern-and-southern-africa-and-indian-ocean-regions-2008-2015\\_en](https://ec.europa.eu/europeaid/strategic-evaluation-eu-cooperation-eastern-and-southern-africa-and-indian-ocean-regions-2008-2015_en) 2018

- [Evaluation of the Cotonou Partnership Agreement](#) (2000-2015), 2016
- [Evaluation of the EU regional-level support to Central Asia](#) (2007-2014), 2016
- [Strategic evaluation of the EU cooperation with Asia \(2007-2012\)](#), 2014
- [Strategic evaluation of the EU cooperation with East and South ENPI regions \(2004-2010\)](#), 2013

#### **Gender related guidelines**

- [EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them](#).
- [Toolkit on Mainstreaming Gender Equality in EC development Co-operation](#).
- [Guidance on evaluating gender as a cross-cutting issue](#).
- [OECD DAC policy marker for gender equality and women empowerment](#)

#### **Other studies not related to GAP**

- Directorate-General for Research and Innovation. European Commission, Report of the Expert Group on the [Interim Evaluation of Gender Equality as a crosscutting issue in Horizon 2020](#). September 2017.
- Horizon 2020, EFFORTI. [Evaluation Framework for Promoting Gender Equality in R&I](#). November 2017

#### **Selected evaluations/reports from EU Member States and other actors**

- Finland MFA (2018) [Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Policy and Cooperation](#) 2018
- The Netherlands MFA (2018) [Transition and inclusive development in Sub-Saharan Africa. An analysis of poverty and inequality in the context of transition](#)
- Swedish MFA (2018) Feminist Foreign Policy Handbook <https://www.government.se/4abf3b/contentassets/fc115607a4ad4bca913cd8d11c2339dc/handbook-swedens-feminist-foreign-policy>
- UN Women (2018) Inclusive Systemic Evaluation for Gender equality, Environments and Marginalized voices (ISE4GEMs): A new approach for the SDG era, <http://www.unwomen.org/en/digital-library/publications/2018/9/ise4gems-a-new-approach-for-the-sdg-era>
- UN Women (2018) SGD Monitoring Report - Turning promises into action: Gender equality in the 2030 Agenda for Sustainable Development, <http://www.unwomen.org/en/digital-library/publications/2018/2/gender-equality-in-the-2030-agenda-for-sustainable-development-2018#view>
- World Bank Group (2018) Unrealised Potential – the high cost of gender inequality in earnings <http://www.worldbank.org/en/topic/gender/publication/unrealized-potential-the-high-cost-of-gender-inequality-in-earnings>
- The World Bank Group Gender Strategy (FY 2016-23) - Gender equality, poverty reduction, inclusive growth <http://documents.worldbank.org/curated/en/820851467992505410/World-Bank-Group-gender-strategy-FY16-23-gender-equality-poverty-reduction-and-inclusive-growth>
- Kvinna till Kvinna, [Mind the GAP. An independent evaluation of the implementation of the EU Gender Action Plan II in Western Balkan countries.](#), 2018
- Kvinna till Kvinna [What's gender got to do with it?](#), 2018
- Rachel Minto & Lut Mergaert, [Gender mainstreaming and evaluation in the EU: comparative perspectives from feminist institutionalism](#), 2018.



- AECID (2017) [Joint Evaluation - collaboration between AECID and the Institute for Women's Affairs](#). Executive Summary
- AusAid (2017) [Making it count: Lessons from Australian Electoral Assistance](#)
- DFID (2017) [Adolescent Girls Empowerment Programme, Zambia](#) - End Term Evaluation Report Volume I Main Report. Volume II: Annexes
- UN Women (2016) Progress of the World's Women 2015-2016 Transforming Economies, Realising Rights. <http://www.unwomen.org/en/digital-library/publications/2015/4/progress-of-the-worlds-women-2015>
- Austrian Development Cooperation, [EU Gender Action Plan II \(2016-2020\). Gender Analysis on Sector Level](#).
- USAID (2015) Midterm Evaluation: Stamping Out And Preventing Gender-Based Violence In Zambia [http://www.oecd.org/derec/unitedstates/Evaluation%20\(Mid-term\)%20for%20Stamping%20Out%20Gender%20Based%20Violence%20Programme%20in%20Zambia.pdf](http://www.oecd.org/derec/unitedstates/Evaluation%20(Mid-term)%20for%20Stamping%20Out%20Gender%20Based%20Violence%20Programme%20in%20Zambia.pdf)
- Netherlands (2015) Gender, peace and security [Evaluation of the Netherlands and UN Security Council resolution 1325](#)
- NORAD (2015) [Evaluation of Norway's support to women's rights and gender equality in development cooperation](#)
- SIDA/Sweden (2015) [Evaluation of Policy Dialogue as an Instrument in Swedish Development Cooperation - the case of Gender Equality](#)
- ODI (2015) [The European Union's new Gender Action Plan 2016-2020: Gender equality and women's empowerment in external relations](#). O'Connell, Helen, London
- ODI (2014) [More of the same, or radical change? Options for the successor to the EU's Gender Action Plan 2010-2015](#). O'Connell. Helen, London
- Belgian Cooperation (2014) [A difficult path towards equality Gender and Development in Belgian Cooperation](#)
- UN Women (2014) World Survey on the role of women in development <http://www.unwomen.org/en/digital-library/world-survey-on-the-role-of-women-in-development>
- Deusscher, Petra (2014): 'Gender mainstreaming on the ground? The case of EU development aid towards Rwanda', in: Weiner, Elaine and Heather MacRae (eds): 'The persistent invisibility of gender in EU policy' European Integration online Papers (EIoP), Special issue 1, Vol. 18, Article 4 <http://eiop.or.at/eiop/texte/2014-004a.htm>, pp. 1-23. , <http://eiop.or.at/eiop/pdf/2014-004.pdf>
- GIZ (2014) [Guidelines on designing a gender-sensitive results-based monitoring \(RBM\) system](#)
- ODI (2014): Measuring women's empowerment and social transformation in the post-2015 agenda. Caroline Harper, ODI; Keiko Nowacka, OECD Hanna Alder, ODI; Gaëlle Ferrant, OECD, <https://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/8838.pdf>
- ODI (2013): [Implementing the European Union's Gender Action Plan 2010-2015: Challenges and Opportunities](#). O'Connell, Helen, London
- UNDP Fast-Forwarding Gender Equality and Women's Empowerment - Reflections on Measuring Change for UNDP's Thematic Evaluation on Gender Mainstreaming and Gender Equality 2008-2013. Independent Evaluation Office Occasional Paper. Author (s): Alexandra Pittman, Founder, AVP Global Consulting, LLC ([www.alexandrapittman.com](http://www.alexandrapittman.com)) [http://web.undp.org/evaluation/documents/articles-papers/occasional\\_papers/Occasional%20Paper\\_Gender\\_Pittman%20.pdf](http://web.undp.org/evaluation/documents/articles-papers/occasional_papers/Occasional%20Paper_Gender_Pittman%20.pdf)
- Plan International, [Plan International's recommendations on the draft of the EU Gender Action Plan 2016-2020](#).
- African Development Bank (Operations Evaluation Department) (2012) [Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere?](#)

- Pathways of Women's Empowerment (2011) Synthesis Report [http://www.pathwaysofempowerment.org/archive\\_resources/empowerment-a-journey-not-a-destination-final-synthesis-report](http://www.pathwaysofempowerment.org/archive_resources/empowerment-a-journey-not-a-destination-final-synthesis-report)
- Teles, Steven and Mark Schmitt (2011) The Elusive Craft of Evaluating Advocacy. Stanford Social Innovation Review, Summer 2011, [http://www.peoplepoweredmovement.org/site/images/uploads/2011SU\\_Feature\\_TelesSchmitt.pdf](http://www.peoplepoweredmovement.org/site/images/uploads/2011SU_Feature_TelesSchmitt.pdf)
- SIDA (2010) Measuring Empowerment? Ask Them. Quantifying qualitative outcomes from people's own analysis Insights for results-based management from the experience of a social movement in Bangladesh Dee Jupp with Sohel Ibn Ali and contribution from Carlos Barahona, [http://www.sida.se/contentassets/32003a476f574327aa78570d4362fc6b/measuring-empowerment-ask-them---quantifying-qualitative-outcomes-from-peoples-own-analysis\\_2925.pdf](http://www.sida.se/contentassets/32003a476f574327aa78570d4362fc6b/measuring-empowerment-ask-them---quantifying-qualitative-outcomes-from-peoples-own-analysis_2925.pdf)
- GADN (2005) [Untangling gender mainstreaming: A theory of change based on experience and reflection](#). Written by Helen Derbyshire, Nadja Dolata and Kanwal Ahluwalia
- Nordic Consulting Group (2005) [Gender and Development – a review of evaluation reports 1997-2004](#)

### Other studies

- [EU external financing instruments and the post-2020 architecture - European implementation assessment](#) - Study - 2018-03-06 European Parliament Research

### Websites:

- DG NEAR: [https://ec.europa.eu/neighbourhood-enlargement/about/directorate-general\\_en](https://ec.europa.eu/neighbourhood-enlargement/about/directorate-general_en)
- DG DEVCO: <https://ec.europa.eu/europeaid/>
- FPI: [https://ec.europa.eu/fpi/home\\_en](https://ec.europa.eu/fpi/home_en)
- FPI Manual: [https://ec.europa.eu/fpi/sites/fpi/files/fpi-manual-july-2018\\_en.pdf](https://ec.europa.eu/fpi/sites/fpi/files/fpi-manual-july-2018_en.pdf)
- DEVCO ACADEMY:
- Gender: <https://webgate.ec.europa.eu/devco-academy/course/index.php?categoryid=9>
- EU Gender resource Package: <https://webgate.ec.europa.eu/devco-academy/course/view.php?id=185>
- CAPACITY 4 DEVELOPMENT, open Gender group: <https://europa.eu/capacity4dev/topic/gender>
- European Institute for Gender Equality: <https://eige.europa.eu/>
- Gender and IMF: <https://www.imf.org/external/themes/gender/>
- OECD/DAC Evaluation Resource Centre – DEReC : <https://www.oecd.org/derec/>
- The World Bank in Gender : <http://www.worldbank.org/en/topic/gender>

### OTHER INTERNATIONAL REFERENCES

- The [2030 Agenda for Sustainable Development](#)
- The Council of Europe Convention on preventing and combating violence against women and domestic violence (Istanbul Convention)

- Convention on the Elimination of All Forms of Discrimination against Women ([CEDAW](#)).
- Beijing Declaration and Platform for Action ([PFA](#)).
- [Millennium Declaration and Millennium Development Goals and its Agenda for Action](#).
- UN Security Council Resolution 1325 on Women, Peace and Security (2000).
- Security Council resolutions on women, peace and security: 1820 (2008), 1888 (2009), 1889 (2009) and 1960 (2010).
- 2005 Paris Declaration on Aid Effectiveness
- 2008 Accra Agenda for Action
- <http://www.oecd.org/dac/effectiveness/parisdeclarationandaccraagendaforaction.htm>

### **Other UN Conferences that addressed Women's Issues**

- [Habitat II](#), Istanbul, 1996
- [World Summit for Social Development](#), Copenhagen, 1995
- [International Conference on Population and Development](#), Cairo, 1994

### **Regional and Country Strategies**

- The [Africa-EU Partnership on Democratic Governance and Human Rights Joint Africa EU Strategy](#), Action Plan 2011-2013.
- The [strategic partnership between the European Union, Latin America and the Caribbean EU-CELAC](#) Action Plan 2013-2015

### **Partnership and cooperation agreements**

- EU [Memorandum of Understanding with UN Women](#)

## **OTHER**

### **Pre-accession policy**

- Copenhagen criteria: [http://eur-lex.europa.eu/summary/glossary/accession\\_criteria\\_copenhagen.html](http://eur-lex.europa.eu/summary/glossary/accession_criteria_copenhagen.html)
- Enlargement Package, including enlargement strategy paper and country reports, [http://ec.europa.eu/enlargement/countries/package/index\\_en.htm](http://ec.europa.eu/enlargement/countries/package/index_en.htm)
- 2018 and 2016 Communications on EU Enlargement Policy
- Council conclusions on enlargement
- Relevant European Parliament resolutions

### **EU pre-accession assistance**

- Multi-annual indicative planning documents 2007-2013, 2014-2020
- Regulation establishing the IPA II (2014)
- Annual reports on financial assistance for enlargement
- Indicative Country Strategy Papers 2007-2013, 2014-2020
- Sector Planning Documents
- Programming documents
- Annual Action Programmes

- Other more specific evaluations can be found at: [http://ec.europa.eu/enlargement/news\\_corner/key-documents/index\\_en.htm?key\\_document=08012624887bedda](http://ec.europa.eu/enlargement/news_corner/key-documents/index_en.htm?key_document=08012624887bedda)

### **European Neighbourhood Policy (ENP)**

- Policy documents as set out in Article 3 of the ENI regulation, such as the partnership and cooperation agreements, the association agreements and other existing agreements that establish a relationship with partner countries, corresponding Commission communications, European Council conclusions, and the Council conclusions, as well as relevant summit declarations or conclusions of ministerial meetings with the partner countries of the ENP and also relevant European Parliament resolutions.
- ENP Progress Reports
- 2015 - Review of the ENP
- 2014 Joint ENP Communication "Neighbourhood at the crossroads – taking stock of a year of challenges
- Joint ENP Review Communication of 25 May 2011
- 2004 COMMUNICATION FROM THE COMMISSION - European Neighbourhood Policy - STRATEGY PAPER
- Review of the European Neighbourhood Policy in 2015
- 20 deliverables for 2020, adopted in 2017.

### **European Neighbourhood Instrument (ENI, and ENPI until 2014)**

- Indicative planning documents 2007-2013
- Regulation establishing the European Neighbourhood Instrument (ENI) Regulation
- Progress reports on implementation of the European Neighbourhood Policy
- Indicative Country Strategy Papers 2007-2013
- Programming documents
- Annual Action Programmes

### **Development Cooperation Instrument (DCI)**

- Multi-annual indicative planning documents
- Regulation establishing the DCI (2014)
- Annual reports on financial assistance for enlargement
- Indicative Country Strategy Papers 2007-2013, 2014-2020
- Programming documents
- Other more specific evaluations can be found at: [https://ec.europa.eu/europeaid/how/finance/dci\\_en.htm\\_en](https://ec.europa.eu/europeaid/how/finance/dci_en.htm_en)

### **The Instrument contributing to Stability and Peace (IcSP)**

- The Regulation establishing the IcSP: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014R0230&from=EN>

### **Partnership Instrument (PI)**

- The Regulation establishing Partnership Instrument: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014R0234&from=EN>

## Annex 2: Timing

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Evaluation Phases and Stages	Notes and Reports	Dates	Meetings/Communications
Desk Phase			
Inception (structuring) stage		Month 1	Briefing session in Brussels
	Inception Report	Month 1 to 4	ISG Meeting in Brussels
Desk Review	Desk Report	Month 4 to 8	ISG Meeting in Brussels
Validation Phase			
	Field Visits	Month 9 to 10	Briefing/debriefing at country level
	Presentation of Findings	Month 10	ISG Meeting in Brussels
Synthesis Phase			
	Draft Final Report Presentation of Draft Final	Month 11 to 13	ISG Meeting in Brussels
	Submission Final Report Submission printed version Seminar in Brussels	Month 16	Seminar in Brussels





## Annex 3: Overall structure of the final report

The overall layout of the **Final report** is:

- Executive summary (see 1 below);
- Introduction
- Analysis of the political, institutional and technical/cooperation framework of EU pre-accession assistance
- Synthesis of methodological steps undertaken during the evaluation exercise, including limitations, if any
- Findings by evaluation question
- Overall assessment
- Conclusions (see 2 below); and
- Recommendations (see 3 below).

Length: the final main report may not exceed 50 pages excluding annexes, but if required this number can be reasonably increased. Each annex must be referenced in the main text. Additional information regarding the context, the activities and the comprehensive aspects of the methodology, including the analysis, must be put in the annexes.

The evaluation matrix must be included in the annexes. It must summarise the important responses at indicator/ judgement criteria level. Each response must be clearly linked to the supporting evidence. The matrix must also include an assessment of the quality of evidence for each significant finding. The table below presents an example of how the quality of evidence may be ranked. This is purely indicative. The contractor should present a specific approach for assessing the quality of evidence.

Ranking of Evidence	Explanation of ranking of quality of evidence
<i>Strong</i>	The finding is consistently supported by a range of evidence sources, including documentary sources, quantitative analysis and qualitative evidence (i.e. there is very good triangulation); or the evidence sources, while not comprehensive, are of high quality and reliable to draw a conclusion (e.g. strong quantitative evidence with adequate sample sizes and no major data quality or reliability issues; or a wide range of reliable qualitative sources, across which there is good triangulation).
<i>More than satisfactory</i>	There are at least two different sources of evidence with good triangulation, but the coverage of the evidence is not complete.
<i>Indicative but not conclusive</i>	There is only one evidence source of good quality, and no triangulation with their sources of evidence.
<i>Weak</i>	There is no triangulation and / or evidence is limited to a single source.

### (1) A summary (maximum 4 pages)

The summary of the evaluation report may not exceed 4 pages (3.000 words). It is extra to the 70-page limit for the main report. It should be structured as follows:

- a) 1 paragraph explaining the objectives and the challenges of the evaluation;
- b) 1 paragraph explaining the context in which the evaluation takes place;



- c) 1 paragraph referring to the methodology followed, spelling out the main tools used;
- d) The key findings, clustered by major issues (not necessarily by evaluation criteria)
- e) The general conclusions (overall assessment)
- f) A limited number of main conclusions should be listed and classified in order of importance; and
- g) A limited number of main recommendations should be listed according to their importance and priority.

The chapters on conclusions and recommendations should be drafted taking the following issues into consideration:

### (2) Conclusions

- The conclusions have to be assembled by homogeneous "clusters" (groups). It is not required to set out the conclusions according to the evaluation criteria.
- The conclusions must enable to identify lessons learnt, both positive and negative.

### (3) Recommendations

- The recommendations have to be linked to the main conclusions.
- Recommendations have to be grouped in clusters (groups), preferably those used in the conclusions, and presented in order of importance and priority within these clusters.
- Recommendations have to be realistic and operational.
- The possible conditions of implementation (who? when? how?) have to be specified and key steps/action points should be detailed when possible.

### **Annexes (non-exhaustive)**

- National background;
- Methodological approach;
- Evaluation matrix;
- Case studies, if relevant;
- List of documents consulted;
- List of institutions and persons met;
- Results of any focus group, expert panel etc.;
- All data bases constructed for the purpose of the evaluation.

### **EDITING**

- The Final Report must have been copy edited and proof read such that it is:
  - consistent, concise and clear;
  - well balanced between argument, tables and graphs;
  - free of typos and language errors;
  - include a table of contents indicating the page number of all the chapters listed therein, a list of annexes (whose page numbering shall continue from that in the report) and a complete list in alphabetical order of any abbreviations in the text;

- contain an Executive summary (or summaries in several language versions when required).
  - be typed in single spacing and printed double sided, in A4 format.
- The presentation must be well spaced (the use of graphs, tables and small paragraphs is strongly recommended). The graphs must be clear (shades of grey produce better contrasts on a black and white printout).
  - Hard copies of the reports must be glued or stapled; plastic spirals are not acceptable.
  - If relevant, the contractor is responsible for the quality of translations and ensuring that they correctly reflect with the original text.

## Annex 4: quality assessment grid

	Very weak	Weak	Good	Very good	Excellent
<b>1. Meeting needs:</b>					
a. Does the report describe precisely what is to be evaluated, including the intervention logic?					
b. Does the report cover the requested period, and clearly includes the target groups and socio-geographical areas linked to the project / programme?					
c. Has the evolution of the project / programme been taken into account in the evaluation process?					
d. Does the evaluation deal with and respond to all ToR requests? If not, are justifications given?					
<b>2. Appropriate design :</b>					
a. Does the report explain how the evaluation design takes into account the project / programme rationale, cause-effect relationships, impacts, policy context, stakeholders' interests, etc.?					
b. Is the evaluation method clearly and adequately described in enough detail?					
c. Are there well-defined indicators selected in order to provide evidence about the project / programme and its context?					
d. Does the report point out the limitations, risks and potential biases associated with the evaluation method?					
<b>3. Reliable data :</b>					
a. Is the data collection approach explained and is it coherent with the overall evaluation design?					
b. Have data collection limitations and biases been explained and discussed?					
c. Are the sources of information clearly identified in the report?					
d. Are the data collection tools (samples, focus groups, etc.) applied in accordance with standards?					
e. Have the collected data been cross-checked?					
<b>4. Sound analysis :</b>					
a. Is the analysis based on the collected data?					
b. Does the analysis focus well on the most relevant cause/effect assumptions underlying the intervention logic?					
c. Is the context taken into account adequately in the analysis?					
d. Are inputs from the most important stakeholders used in a balanced way?					
e. Are the limitations of the analysis identified, discussed and presented in the report, as well as the contradictions with available knowledge, if there are any?					
<b>5. Credible findings :</b>					
a. Are the findings derived from the qualitative and quantitative data and analyses?					
b. Is there a discussion whether the findings can be generalised?					
c. Are interpretations and extrapolations justified and supported by sound arguments?					
<b>6. Valid conclusions :</b>					
a. Are the conclusions coherent and logically linked to the findings?					
b. Does the report draw overall conclusions on each of the five DAC criteria?					
c. Are conclusions free of personal or partisan considerations?					
<b>7. Useful recommendations :</b>					

	Very weak	Weak	Good	Very good	Excellent
a. Are the recommendations consistent with the conclusions?					
b. Are recommendations operational, realistic and sufficiently explicit to provide guidelines for taking action?					
c. Are the recommendations drafted for the different target stakeholders of the evaluation?					
d. When necessary, have the recommendations been clustered and prioritised?					
<b>8. Clear report :</b>					
a. Does the report include a relevant and concise executive summary?					
b. Is the report well-structured and adapted to its various audiences?					
c. Are specialised concepts clearly defined and not used more than necessary? Is there a list of acronyms?					
d. Is the length of the various chapters and annexes well balanced?					

**Legend:** *very weak* = criteria mostly not fulfilled or absent; *weak* = criteria partially fulfilled; *good* = criteria mostly fulfilled; *very good* = criteria entirely fulfilled; *excellent* = criteria entirely fulfilled in a clear and original way

<b>Comments on meeting needs (1):</b>
<b>Comments on appropriate design (2):</b>
<b>Comments on reliable data (3):</b>
<b>Comments on sound analysis (4):</b>
<b>Comments on credible findings (5):</b>
<b>Comments on valid conclusions (6):</b>
<b>Comments on useful recommendations (7):</b>
<b>Comments on clear report (8):</b>

<b>Comments on the overall quality of the report</b>

## 2 Annex 2: Complementary information on the methodology

### 2.1 Overall methodology

The methodology applied for this evaluation is based on DG DEVCO's evaluation approach and methodology<sup>1</sup>, DG NEAR's methodological guidelines on linking planning/programming, monitoring and evaluation<sup>2</sup>, as well as other international best practice and guidance in evaluations. The evaluation was conducted in four main phases (Inception, Desk, Field and Synthesis phases) between June 2019 and September 2020.

Table 1 provides a short overview on the approach and usage of tools that were adopted during the evaluation. It presents a summary of the tools used for collecting, structuring, processing and analysing data during the evaluation process.

Table 1 *Main tools and methods for the upcoming phases*

<b>Tools/ Methods</b>	<b>Approach/Description and link with evaluation matrix</b>	<b>Purpose</b>
<b>Document review</b>	A wide range of documentation was reviewed during the evaluation, including EU policy documents, EU strategy evaluations, GAP reporting, relevant documentation at EU MS level, latest research and analysis undertaken (by the EU or other stakeholders) in the area of EU support to GEWE. In the context of the case studies (see further details below), the Team has reviewed an extensive set of documentation at regional, country and project level. To try to generalise some findings on GEWE, incl. on gender mainstreaming, the Team has conducted a systematic content analysis and applied text mining techniques to a large set of EU Multi-annual Indicative Programmes (MIPs) / Single Support Frameworks (SSFs).	The analysis has helped to obtain a detailed overview of the EU's external action support in the area of gender equality and women's and girls' empowerment and has provided information that feeds into the responses to the EQs in the current Final Report.
<b>Interviews and group discussions with key resource people</b>	During the desk phase, the team has complemented the documentation review with interviews (both structured and unstructured) and group discussions (e.g. by phone or Skype). Some of these interviews have taken place face-to-face in Brussels. During the field phase, the team has been able to conduct semi-structured interviews with all targeted stakeholders in line with the analytical framework developed during the inception and the data gaps distilled from the desk phase. In addition to having conducted these interviews with key stakeholders during (remote or in-country) field missions, the team also tried to organise, where possible, focus groups with civil society actors including NGOs, media, and academic experts to help with evaluating relevance and impacts.	Interviews have permitted obtaining the views of the stakeholders concerned on relevant EQs, JCs and indicators, as well as on main weaknesses and strengths of programmes and policies. The interviews conducted during the field phase allowed to strengthen the team's evidence base by obtain more detailed information on the gaps identified throughout the desk phase. The information fed into the responses given to the EQs in this Final Report.
<b>Case Studies</b>	The Team has conducted 17 case studies during the evaluation. These has been be deepened through 10 field missions (4 took place in-country and the rest was done remotely).	To collect in-depth qualitative information on relevant issues. The analysis fed into the EQs.
<b>Online surveys</b>	Three E-surveys have been implemented: i) one focussing on respondents based in partner countries in the Enlargement region; ii) one focussing on respondents based in partner countries in other regions; iii) one focussing on the global level. The E-surveys allow for the documentation of stakeholders' (EU Delegations' officials, governmental and non-governmental stakeholders, respective EU MS Embassies, other donors and international partners, civil society organisations) perceptions on a number of	The surveys have allowed stakeholders with a direct or indirect role in the GEWE area to provide specific inputs for qualitative and potentially quantitative analysis.

<sup>1</sup> Capacity4dev (2020): EN: Methodological bases and approach, [https://europa.eu/capacity4dev/evaluation\\_guidelines/wiki/en-methodological-bases-and-approach-0](https://europa.eu/capacity4dev/evaluation_guidelines/wiki/en-methodological-bases-and-approach-0).

<sup>2</sup> DG NEAR (2016): Guidelines on linking planning/programming, monitoring and evaluation, [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near\\_guidelines.zip](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/near_guidelines.zip).

Tools/ Methods	Approach/Description and link with evaluation matrix	Purpose
	topics such as co-ordination, EU policy and institutional environment and the usefulness of various aid delivery methods and funding channels. The surveys were developed based on short questionnaires focused on the JCs and indicators which needed to be informed by this data collection tool. A first analysis of the outputs of the country level survey (launched in December 2019) has been incorporated into the preliminary findings of the present Desk Report. Further analysis of the results fed this Final Report. More detailed information can be found in the E-Survey reports, in Volume III.	

## 2.2 Mapping of targeted support - Approach and Methodology

The mapping of EU gender-targeted support is crucial to get a quantitative, thematic and geographic understanding which informs the development of the “*realised*” intervention logic and the analytical framework of the evaluation. This also helps structuring the data collection and provides elements of answers to certain evaluation questions. The mapping also provides elements which facilitates the selection of a sample of interventions which reflects the diversity of the EU portfolio and is appropriate to case study analyses. In particular, the quantitative aspect helps in understanding the financial priority attached to specific areas of GEWE, as well as to analyse EU’s engagement in this policy area over time and across regions/countries.

### 2.2.1 Inventory of targeted interventions

The first step of the mapping has been the establishment of an inventory<sup>3</sup> of “Targeted interventions” (i.e. interventions that have their main objectives *explicitly* focussing on one or several specific areas of GEWE) covering the period 2014-2018 for partner countries and 2010-2018 for candidates and potential candidates to EU accession. The team identified 872 interventions for the former and 158 interventions for the latter. The interventions were categorised according to their thematic focus, financing and implementation features, and then analysed at the aggregated level. This inventory covers only partially the scope of the evaluation.

Several reasons explain this partial coverage:

- **Limits regarding the screening of all gender-sensitive interventions:** It was deemed impossible to cover accurately all interventions which have adopted a gender perspective (“gender-sensitive interventions”). For instance, we estimate that the EU portfolio for the period 2014-2018 for partner countries covers between 40.000 and 80.000 interventions<sup>4</sup>, and a large number of these interventions could fall in this category. Moreover, as highlighted below, there has been an inconsistent use of the OECD-DAC gender marker systems in the EU portfolio. Using the gender markers, may thus give an inaccurate picture of the gender-sensitive interventions.
- **Limits regarding the financial analysis:** Several large interventions include a component explicitly targeting GEWE specific areas. However, these interventions are not always easy to identify. Moreover, it is not possible within the time and resource limits of this evaluation to review in detail the budget of these interventions to estimate how much of the total budget could be reasonably allocated to the GEWE component. An alternative solution could have been to include the overall budget of the intervention in the inventory analysis, but we believe that this would have introduced a too large bias.

It is important to note that, although it is closely following the structure of the OECD gender equality policy marker system, our inventory of targeted interventions doesn’t rely on these markers. This is mainly due to the inconsistent use of the marker systems in the EU portfolio. In particular, a first analysis performed by the team shows that a small proportion of interventions marked as G0, i.e. no gender dimension in the intervention, do in fact target gender explicitly, hinting at issues pertaining to the usage and accuracy of the gender marker. Examples of such cases are found in Table 2 below.

<sup>3</sup> “Inventory” should be understood as a list/database of EU interventions with data on budget, modality of implementation, implementation period, thematic focus, etc.

<sup>4</sup> This would correspond to a total of close to 100.000 contracts (incl. grants/agreements related to individual interventions in the context of trust funds, etc.).

Table 2 Examples of G0 level interventions included within the scope of the evaluation

Country	Title	Instrument	Year	Financial amount
Malawi	Comprehensive Sexuality Education and Family Planning for Protection and Empowerment of Adolescents and Women in Malawi	Thema-HUM	2014	5,1 mEUR
Papua New Guinea	Papua New Guinea Leadership Against Gender Based Violence	EIDHR	2014	250 kEUR
Egypt	Towards socio-economic wellbeing and women empowerment in Upper Egypt (Hayat Kareema)	ENI/ENPI	2016	3 mEUR

The inventory covers EU MS interventions which were funded by the EU (and implemented by the relevant EU MS technical body such as AECID, GIZ and SIDA). But it doesn't include other EU MS interventions (i.e. interventions funded directly by the EU MS). The team doesn't have access to EU MS database of interventions, and it is not possible within the time and resource limits of the inception phase to assess the comprehensiveness and accuracy of the EU MS related information collected by the EU in the context of the GAP II reporting. Even if this data complete and accurate, it is likely that the information would have been too heterogeneous to develop a coherent dataset allowing for analyses at the aggregated level such as the ones presented in the next sub-sections. The team plans to examine more closely EU MS interventions in the context of the country case studies in the next phase of the evaluation.

The inventory exercise relied on five main sources:

1. **Common External Relations Information System (CRIS)** (lists of decisions/contracts with all relevant entries in the database), including the statistical dashboard;
2. **EU strategy and programming documents**, especially MIPs and AAPs;
3. **Scoping interviews with key informants** (especially EU staff based in Brussels);
4. **Other sources**: GAP reporting, intervention databases shared by EU staff, previous/ongoing thematically related EU evaluations, EU-funded interventions' project documentation and internal reporting (e.g. EAMRs);
5. **EU staff at HQ and at EUD** (including EUD Gender Focal Points).

### 2.2.2 Analysis of gender sensitive interventions

The team still used the information on the gender markers to give a broader picture of the EU support to GEWE going beyond targeted interventions keeping in mind the limitations highlighted above. To refine the accuracy of the analysis, the top 100 contracts (in terms of contracted amount) marked as G1 (at contract or decision level) were reviewed and recoded if necessary. The same methodology was applied to interventions marked as G0.

EU support to Trust Funds (e.g. EU TF Africa, MADAD), representing EUR 4.486 billion over the period, was excluded from the analysis because G1 was not consistently marked and the team did not have sufficient information to review the indicated gender markers. EU support without available gender markers (at decision and contract level) was also excluded; the unmarked allocation per sector, which can be seen as a margin of error for the sector analysis, is always inferior to 8% of the total financial allocation per sector. The relatively low margin of error achieved ensures the overall robustness of the analysis.

The team relied on the DAC sector codes reported on CRIS to aggregate interventions per sectors (2-digit purpose codes level). Based on the DAC codes, a slightly distinct sectorial typology was developed to adapt the level of sector details to GEWE issues and put forwards areas (not reflected at the 2-digit level) in which gender is particularly mainstreamed. The extracted sectors are presented in Annex 4.

Table 3 Sectors extracted from the DAC purpose codes

DAC 2-digit sectors	Extracted sectors
15 Government & Civil Society	<b>Human rights</b> (equiv. 15160)
	<b>Peace and security</b> (equiv. 152)
43 Other Multisector	<b>Rural development</b> (equiv. 43040)
	<b>Urban development</b> (equiv. 43030)
72 Emergency response	<b>Migration and refugees</b>



## 2.3 Content analysis using MAXQDA

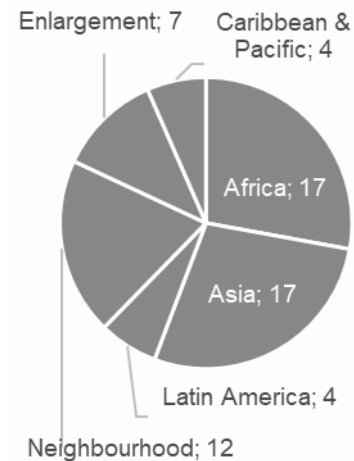
### 2.3.1 Methodology

As part of this evaluation, the team conducted a systematic content analysis of programming documents for various countries in order to understand: i) to what extent GEWE is integrated within these documents, and ii) under what circumstances GEWE is included – or in other words, to which sectors (e.g. governance, agriculture, education) or themes (e.g. corruption, policymaking) GEWE is linked.

To undertake this analysis, the evaluation team imported 61 MIPs/NIPs/SSFs/CSPs (one per country) in MAXQDA<sup>5</sup>, a world-leading data analysis software. This process involved converting the files from PDF to Word, adjusting the layout (removing section breaks, footnotes, figures, etc.), and harmonizing the structure of these documents. The latter was especially important given the heterogeneity of the structures of MIPs, SSFs and CSPs. As such, the team altered the documents to mostly cover two main sections: i) the overall lines of the European Union Response, and ii) the EU support per sector. The regions and countries covered are presented in Table 4.

Table 4 Sampled partners

Region	Countries sampled
<b>Africa</b>	<i>Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Comoros, DRC, Eritrea, Ethiopia, Ivory Coast, Republic of Congo, South Africa, Chad, Zambia</i>
<b>Asia</b>	<i>Afghanistan, Bangladesh, Bhutan, Cambodia, India, Iraq, Kyrgyzstan, Laos, Mongolia, Myanmar, Nepal, Pakistan, Sri Lanka, Tajikistan, Turkmenistan, Uzbekistan, Vietnam</i>
<b>Latin America</b>	<i>Bolivia, Colombia, Honduras, Nicaragua</i>
<b>Caribbean &amp; Pacific</b>	<i>Fiji, Haiti, Jamaica, Papua New Guinea</i>
<b>Neighbourhood South</b>	<i>Algeria, Egypt, Jordan, Lebanon, Libya, Morocco, Palestine, Tunisia</i>
<b>Neighbourhood East</b>	<i>Belarus, Georgia, Moldova, Ukraine</i>
<b>Enlargement</b>	<i>Albania, Bosnia &amp; Herzegovina, Kosovo, Montenegro, North Macedonia, Serbia, Turkey</i>



Note: the coded segments of countries in *italics* were assessed in section 2.2.

Once the above process was completed, the team created a code system with MAXQDA to conduct the systematic content analysis. GEWE-related insights were identified through lexical searches (in French and English). The list of selected gender-related terms used for these lexical searches is presented in Table 5 below.

<sup>5</sup> The number of countries taken into account in the first part of the analysis (words occurrences) is 61, while the coded segments (second part) were reviewed for only 41 of them.

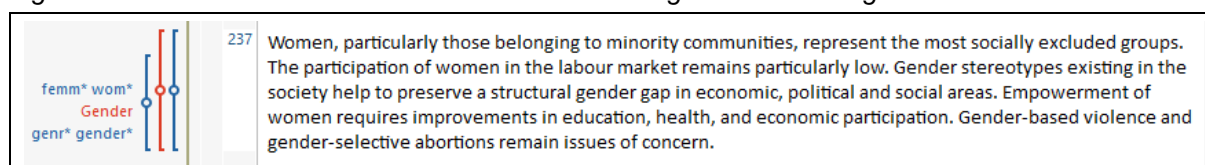
**Table 5** *List of concepts and keywords (search strings) used for the content analysis*

Concepts	Key words	
	EN	FR
Gender	Gender*	Genr*
Sex	Sex*	Sex*
Women	Wom*	Femm*
Girls	Girl*	Fille*
Gender-based violence	GBV	VBG
Reproductive health	Reproduc*	Reproduc*
LGBT(I)	LGB*	LGB*
Maternal	Matern*	Matern*
Female	Femal*	Femin* Fémin*
Male	Mascul*	Mascul*
Discrimination	Discrim*	Discrim*
Gender analysis	Gender Analys*	Analys* de Genre

*Note: this represent a sub-set of the keywords used for the mapping in this evaluation; a preliminary analysis of a small sample of MIPs showed that it was necessary to use an extensive list of the MIPs analysis.*

The number of occurrences of those words (divided by the length – i.e. the total number of words – of the document) gives a first overview/indication of the prominence of gender-related issues in programming documents. As several gender-related terms can be in a single sentence, the team coded gender “segments”. The number of segments (divided by the length of the document) is another indicator of how GEWE is dealt with in programming documents.

**Figure 1** *Difference between coded search strings and coded segments*



In order to further analyse the sectors or themes to which GEWE is linked, coded segments were extracted<sup>6</sup> and reviewed. The way GEWE was presented (e.g. as an objective of EU action, or reference to gender mainstreaming), the related sector and the quality of the segment (e.g. reference to gender analysis) were assessed/reported.

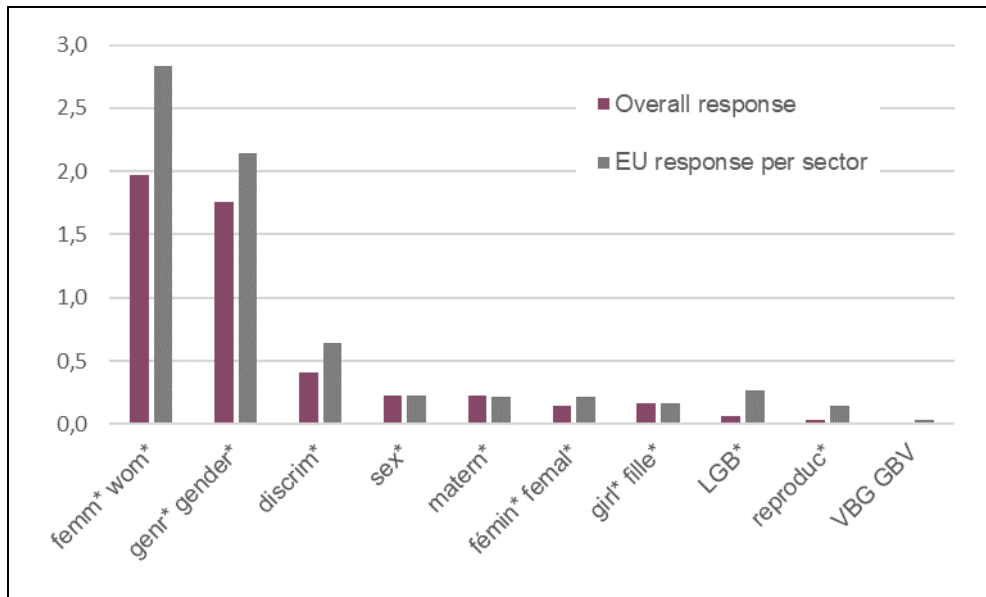
## 2.3.2 Results

### 2.3.2.1 Analysis of concepts occurrences

On average, women and gender are mentioned respectively 5 and 4 times in a strategic programming document (data not shown in the figure below). Gender-related key words appear more significantly in the EU response per sector section.

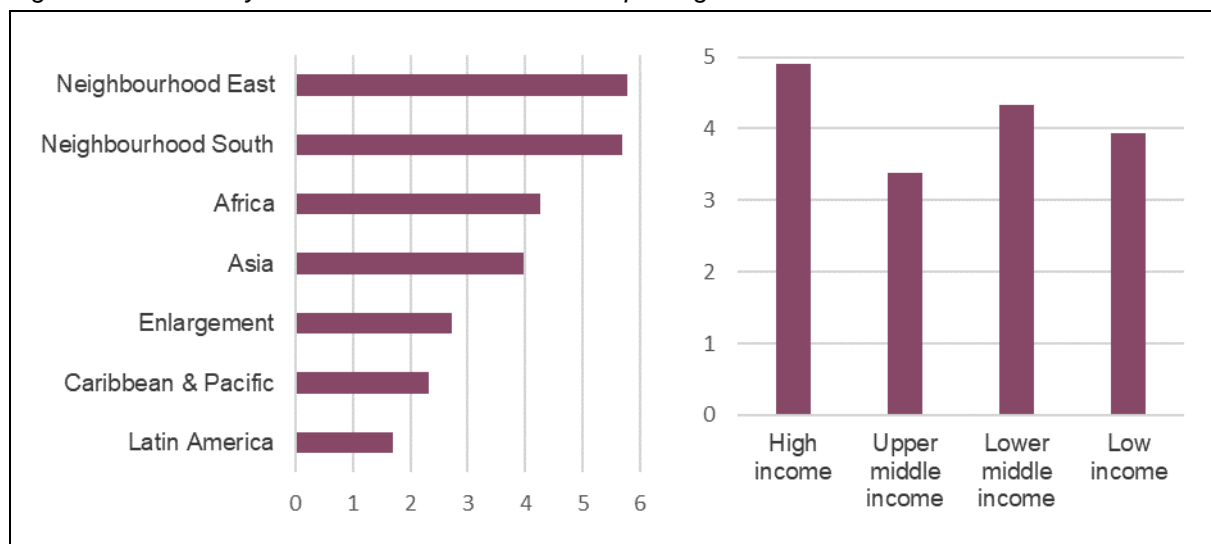
<sup>6</sup> It is worth noting that each coded segment has a range of one sentence before and after the search string. This was deemed the most appropriate range as coding an entire paragraph is a complex and time-consuming process.

Figure 2 Average of key words occurrences per document



In the rest of the section, key words have been weighted according to the probability that they would appear in a GEWE-related sentence (e.g. gender is more weighted than discrimination). The weighted total divided by the document length (number of words) provided a coefficient to compare countries.

Figure 3 Key words occurrences coefficient per region and income status



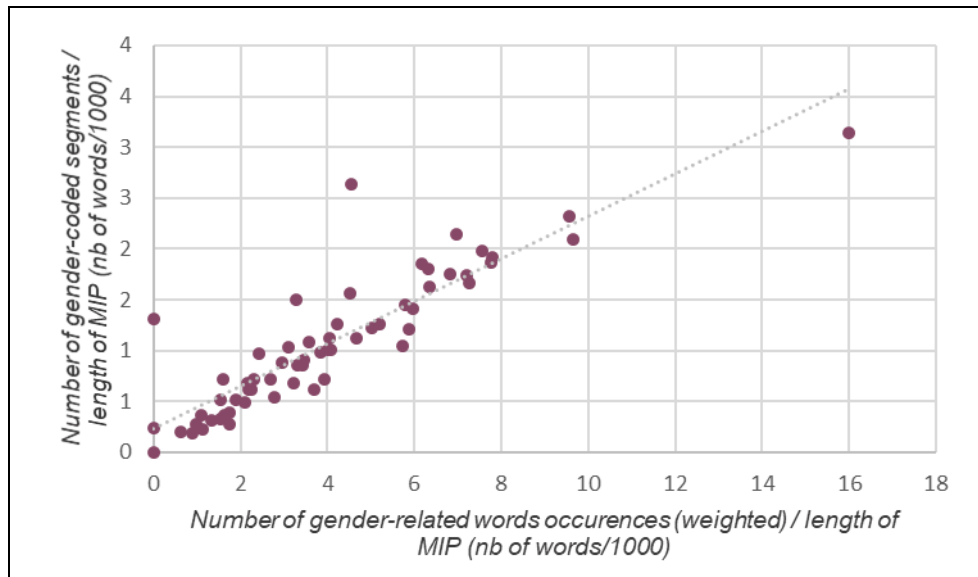
When aggregating results per region, Neighbourhood regions stand out in terms of prominence of gender-related key words, followed by African and Asia. When observing income status groups, no significant trend emerged.

It is important to note that, even if gender issues are less emphasized in strategic documents from Latin American countries, it doesn't mean that no action has been taken during the period under analysis. As an example, no gender-related key words were found in the Colombia MIP. However, the Colombia case study (see Volume IV for more details) shows that a wide range of interventions with a gender component have been implemented.

### 2.3.2.2 Analysis of GEWE segments

From a quantitative point of view, Figure 4 below shows a correlation between the number of gender-coded segments and the number of key words. In this section, we will thus focus on the findings emerging from the qualitative analysis of segments. We assessed the coded segments from 41 countries, forming a representative sub-sample in terms of geography and income status.

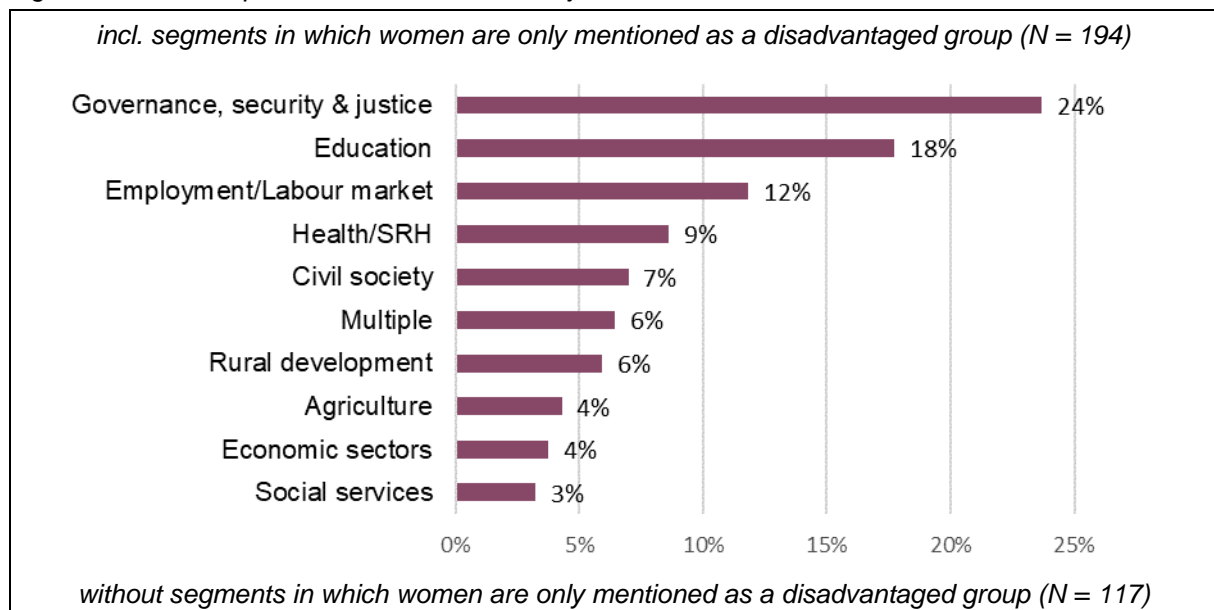
Figure 4 *Relation between key words occurrences and coded segments*

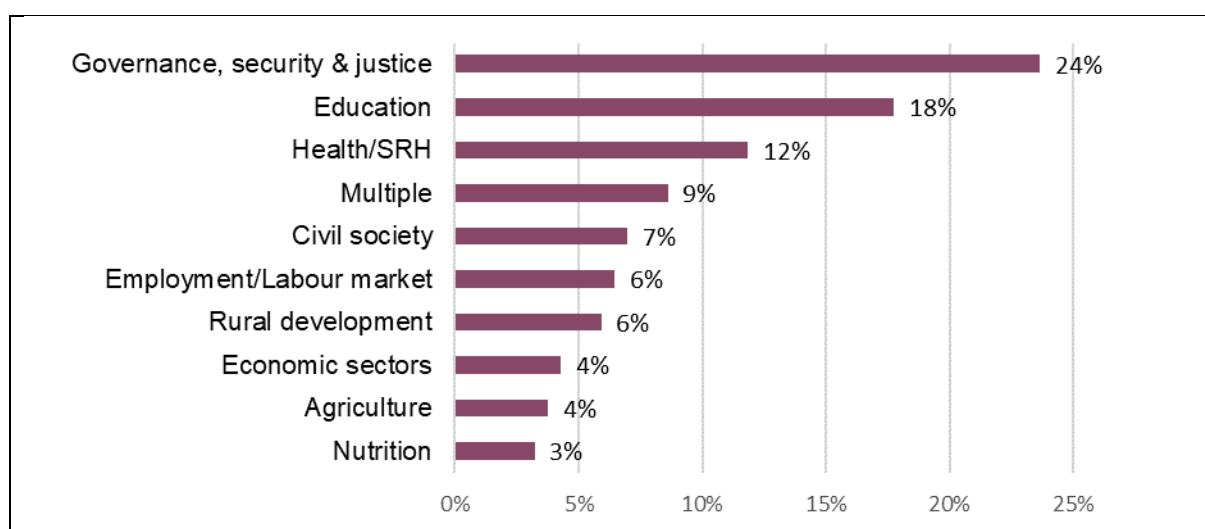


#### 2.3.2.2.1 GEWE as an objective

Overall, GEWE is mentioned as an objective in 45% of coded segments. 30% of these segments are part of the overall response and 70% are part of the EU response per sector (this distribution makes sense as objectives are more detailed in the second section). Other segments are mostly general remarks on cross-cutting issues or country-specific observations in specific sectors such as labour market, education, health, etc. Figure 5 displays the top sectors including GEWE as an objective.

Figure 5 *Top 10 sectors with GEWE objectives*





Our main observations are:

- Governance, security & justice (incl. human rights, elections, civic participation, rule of law), education (incl. TVET) and health are the three sectors embedding GEWE the most.
- Concerning employment and labour market sector, half of the gender-related segments are only mentioning women as targets that should require attention.

The quality of segments was also assessed in order to highlight segments relying on a sound analysis of obstacles to GEWE, describing how GEWE objectives will be pursued (in terms of activities, targets) or suggesting mechanisms (such as in a theory of change).

**Table 6** Selection of segments displaying GEWE objectives

Country	Sector	Segment
<b>South Africa</b>	Civil society	The first stream will be on actions linked to enhancing the role of CSOs in governance and accountability. This will enable support to CSOs to build internal capacity; enhance their capacity on dialogue with, and oversight and accountability of authorities; and support to strengthen umbrella organisations/groupings and networks. The second stream will be on CSOs' actions on youth and women empowerment in enhancing social development and promoting inclusive and sustainable growth. Priority will be given to CSOs actions that aim at (i) improving youth and women's access to and benefit from social services, (ii) building synergies and complementarity with authorities in the social services delivery and (iii) enhancing the economic, social and cultural empowerment of youth and women.
<b>Zambia</b>	Elections	Increased public participation in the electoral processes, particularly of women and youth. Women and youth participation in Zambian politics - as voters, candidates, politicians, and civil society activists - allows them to exercise their rights. Results from the 2011 general elections indicate a higher turnout of women and youth and greater participation of these categories as candidates. However, the result patterns indicate very low proportion of representation of women in elected positions (11% of parliament representation and 6% councillors) and the voter register tends to leave out women, persons with disabilities and youth. In addressing this, the programme will adopt a multifaceted approach to improve women participation and targeting political parties, public and private organisations and CSOs.
<b>Benin</b>	Nutrition	The intervention will also promote gender equality and the empowerment of women, who have a central role in the feeding and nutritional security of children. The activities most often carried out by women, such as food production for family self-consumption, market gardening, small-scale animal husbandry and the processing and marketing of agricultural products, will be targeted by the operation.
<b>Burundi</b>	Rural development	"Means of production" covers not only physical means (inputs, seeds, production, processing and conservation tools), but also land security (access to land, which will help to reduce the risk of conflict) and the information required to improve the decision-making and commercial process at the level of producers, households and decision-makers (including information on markets, food prices, results of agricultural campaigns, balanced nutrition, research results, innovative production methods, etc.).

		These choices are also made with a view to creating a proper framework for incorporating GEWE aspects into programming. The implementers of EU support will take account of the specific characteristics of households by ensuring that the role played by women is valued and by improving the decision-making process within households.
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#### 2.3.2.2.2 Reference to gender mainstreaming

67 segments referring to some aspects of gender mainstreaming in 34 strategic programming documents were identified. Some insightful segments are highlighted in Table 7Table 6 below.

**Table 7** Selection of segments referring to gender mainstreaming

Country	Sector	Segment
<b>Afghanistan</b>	Agriculture	The challenge of gender mainstreaming in agriculture in Afghanistan is not simply to create spaces and opportunities for women to participate to the value-adding activities. Changing societal attitudes towards women's socio-economic role requires accompanying programmatic measures in awareness raising, education and reform of the regulatory framework.
<b>Papua New Guinea</b>	WASH	It has been demonstrated that improved water, sanitation and hygiene (WASH) leads to reduced pertinence of water borne disease affecting particularly mothers and children. Cross-cutting issues include reduced healthcare costs, decreases exposure of women and girls to sexual harassment and assault, increases girls' attendance to schools and women's levels of education. Collection of water at water points and the use of latrines and of washing and bathing facilities is often associated with a high risk of sexual harassment, rape and violent infliction. Women and girls are especially exposed and vulnerable to such risk, and appropriate measures need to be considered and integrated in the planning and implementation of all WASH activities. Experience from previous EU funded project has demonstrated that improved WASH results in reduction of women's time spent looking for water and more time spent on productive activities. Elderly or disabled people particularly benefit from improved WASH in their respective communities and towns. In light of the serious nature of violence and the extent to which it burdens society in general in PNG, integration of concrete and specific protection measures, with appropriate standards, must be mainstreamed throughout all EU financed WASH projects.
<b>South Africa</b>	Multiple	The main issue is translating policies into practice in all the MIP interventions to foster implementation of the strong constitutional, legal and policy framework, hampered by deep rooted societal norms and traditions that undermine the attainment of substantive equality. Actions will include women's access to employment, skills development, and delivering and receiving social services (including women specifically affected by HIV/AIDS) and tackling the issue of gender-based violence.
<b>Ethiopia</b>	Multiple	As the European Union has committed to ensure that 75 percent of its aid contributes to gender equality and women empowerment, the focal sectors will be gender-mainstreamed to ensure that men and women benefit equally and equitably from EU-supported programs, in order to optimize the outcomes of EU investments. Thus, women will be considered not only as a vulnerable group with special needs but as actors and interlocutors within the development and decision-making processes. The greater focus on women can lead to better development outcomes, such as nutrition results. The EU will work with the Government on measuring progress in this regard. Hence, an indicator related to the empowerment of women will be developed for each focal sector.



### 3 Annex 3: Policy Review

This annex presents a review of the overall policy framework for EU external actions concerning GEWE. Beginning with the global framework, it then focuses on EU external action strategies that specifically address gender.

#### 3.1 The global and EU policy frameworks

##### 3.1.1 The global framework

Relevant human rights conventions date back at least to the Universal Declaration on Human Rights, although the **1979 Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)** is the key global gender treaty. CEDAW represented a major step forward in establishing key rights for women and has to date been ratified by 189 States (out of 193 UN member states), obliging them *"to take all appropriate measures, including legislation, to modify or abolish existing laws, regulations, customs and practices, which constitute discrimination against women"*.

The adoption of the **Vienna Declaration and Programme of Action** at the United Nations World Conference on Human Rights in 1993 is regarded as a watershed moment for women's rights. For the first time, women's rights were explicitly accepted as human rights, paving the way for their integration into human rights norms and practice. Enshrining gender equality as a basic human right paved the way for the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women (1995) and the follow-up process and review through the United Nations Commission on the Status of Women. Also occupying a central role in the context of state fragility and conflict is United Nations Security Council Resolution (UNSCR) 1325 (2000), as well as subsequent Resolutions (discussed in 3.6). These international commitments, from which the WPS agenda derives, aim to address the disproportionate and unique impact of armed conflict on women and ensure: i) women's meaningful participation; ii) prevention of conflict and sexual and gender-based violence; iii) protection of women's rights and from violence and iv) relief and recovery.

Over the evaluation period, the broadest frameworks for development policies were the **Millennium Development Goals (MDGs)** (2000-2015) and currently are the **Sustainable Development Goals (SDGs)** (2015-2030; also called the Agenda 2030). The MDGs, while calling for gender equality, limited this, in terms of targets to achieving gender equality in education (MDG 3). In its contribution to the discussions leading up to adoption of the 2030 Agenda, the EU advocated for inclusion of a more comprehensive stand-alone GEWE goal (SDG 5, "Achieve gender equality and empower all women and girls") while still identifying gender equality as a cross-cutting priority underpinning all SDGs.

##### 3.1.2 The EU internal policy framework

Both human rights and gender equality are recognised as fundamental values and principles of the EU and are enshrined in the EU's treaties and legislation, including those of EU Member State (EU MS). Equality between women and men is enshrined in Articles 21 and 23 of the **Charter of Fundamental Rights** of the European Union<sup>7</sup>, and in Articles 2 and 3(3) of the **Treaty on European Union (TEU)**. In addition, Article 8 of the **Treaty on the Functioning of the European Union (TFEU)** gives the Union the task of eliminating inequalities and promoting equality between men and women through all its activities. The EU and the EU MS also committed themselves, in Declaration No 19 annexed to the Final Act of the Intergovernmental Conference which adopted the Treaty of Lisbon, *"to combat all kinds of domestic violence [...], to prevent and punish these criminal acts and to support and protect the victims"*. Legislation against Trafficking in Human Beings (THB), in particular women and children, has been adopted on the basis of Articles 79 and 83 TFEU, and the Rights, Equality and Citizenship programme<sup>8</sup> finances, among others, measures contributing to the eradication of violence against women, based on Article 168 TFEU.<sup>9</sup> Monitoring of EU commitments on THB is done at various levels, including Commission's reports required by the EU Anti-trafficking Directive<sup>10</sup> (see section 3.6.3 for further details).

A **European Pact for Gender Equality** was adopted by the Council in 2006 and updated in 2011.<sup>11</sup> In parallel, the Commission developed a reference framework, "Strategy for equality between men and women", to enhance efforts on gender equality at all levels, which covered the period 2010-2015. The

<sup>7</sup> [https://www.europarl.europa.eu/charter/pdf/text\\_en.pdf](https://www.europarl.europa.eu/charter/pdf/text_en.pdf); Lisbon Treaty Article 21 states that the EU's external action shall be guided by the principle of human rights and fundamental freedoms amongst others. [https://eeas.europa.eu/topics/human-rights-democracy/414/human-rights-democracy\\_en](https://eeas.europa.eu/topics/human-rights-democracy/414/human-rights-democracy_en).

<sup>8</sup> [https://ec.europa.eu/justice/grants1/programmes-2014-2020/rec/index\\_en.htm](https://ec.europa.eu/justice/grants1/programmes-2014-2020/rec/index_en.htm)

<sup>9</sup> See also: [http://www.europarl.europa.eu/ftu/pdf/en/FTU\\_2.3.8.pdf](http://www.europarl.europa.eu/ftu/pdf/en/FTU_2.3.8.pdf)

<sup>10</sup> Directive 2011/36/EU – see:

[https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/directive\\_thb\\_l\\_101\\_15\\_april\\_2011\\_1.pdf](https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/directive_thb_l_101_15_april_2011_1.pdf)

<sup>11</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52011XG0525%2801%29>

EU's GAP 2010-2015 (GAP I), was based on this strategy. In 2015, the Commission published a successor strategy, "Strategic engagement for gender equality" covering the period 2016-2019, on which the GAP 2016-2020 (GAP II) was based. Both GAP I and GAP II are discussed below.

### 3.1.3 The EU external action policy framework

EU development cooperation is guided by the TFEU Article 208, which states that the primary objective of its development cooperation policy is the reduction and eventual eradication of poverty. This policy is to be conducted within the framework of the principles and objectives of EU's external actions.

A number of relevant external action policies also have specific commitments for the promotion of gender equality, for instance the European Consensus on Development (ECD) (2006, revised in 2017),<sup>12</sup> the European Neighbourhood Policy (revised in 2015),<sup>13</sup> and the Enlargement Policy<sup>14</sup>. All EU external actions are, since 2016, in the framework of the Global Strategy for the EU's Foreign and Security Policy.<sup>15</sup>

The **2006 ECD**<sup>16</sup>, written with reference to the MDGs, affirms that women's empowerment is central to achieving all development goals, and requires that gender equality be a core aspect of all policy areas (Section 2, para. 11). Section 4.4 identifies gender equality as a fundamental human right and matter of social justice and commits the EU to incorporating "a strong gender component" in all its relations with developing countries. The EU commits itself to a gender mainstreaming approach to ensure that gender equality is represented in all sectors through across-the-board support to equal rights, access and control over resources and political and economic voice.

In April 2007, building on the ECD, the EU adopted a **Communication on GEWE in Development Cooperation**<sup>17</sup>. The subsequent Council Conclusions on GEWE in Development Cooperation called on the EU and EU MS to "*promote clear objectives and indicators on gender equality and by assigning clear tasks and responsibilities to lead donors to this effect in all sectors*". In 2008, the EU adopted an Agenda for Action on MDGs to step up efforts to achieve the MDG targets by 2015 that contained a strong focus on gender equality.

In 2016, the EU adopted the **Global Strategy** for the European Union's Foreign and Security Policy<sup>18</sup> calling for stronger promotion of advocacy for gender equality, prevention of gender-based violence, the systematic integration of a gender perspective and enhanced participation of women in conflict prevention, resolution and peace-building and placed the economic empowerment of women at the core of EU action.

In the **2017 ECD**<sup>19</sup>, written with reference to the SDGs, gender equality is seen as central to achieving the SDGs and is a cross-cutting theme throughout. Gender is placed in the context of a rights-based approach and, for the first time, sexual orientation and gender identity are flagged as concerns. The 2017 ECD specifically calls for improved disaggregated data where possible by income, gender, age and other factors to better inform policymaking.

With respect to **THB**, the external dimension is an integral part of the EU legal and policy framework related to this area. THB is embedded in multiple relevant policy instruments, dialogues, agreements, and processes. Globally, the EU upholds the standards and principles of UNTOC and the Palermo Protocol on preventing trafficking in persons, especially women and children. The 2017 Communication stepping up EU action to address THB<sup>20</sup> sets forth as one of the priorities to intensify a coordinated response within and outside the EU, and further sets forth as actions to work towards achieving the targets related to trafficking in Agenda 2030.

<sup>12</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ:C:2017:210:TOC>

<sup>13</sup> [https://eeas.europa.eu/diplomatic-network/european-neighbourhood-policy-enp\\_en](https://eeas.europa.eu/diplomatic-network/european-neighbourhood-policy-enp_en)

<sup>14</sup> EU (2018): Communication on EU Enlargement Policy. COM(2018) 450 final.

[https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417\\_strategy\\_paper\\_en.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20180417_strategy_paper_en.pdf).

<sup>15</sup> EU (2016): A Global Strategy for the European Union's Foreign and Security Policy (Council document 10715/16). [http://eeas.europa.eu/archives/docs/top\\_stories/pdf/eugs\\_review\\_web.pdf](http://eeas.europa.eu/archives/docs/top_stories/pdf/eugs_review_web.pdf).

<sup>16</sup> EU (2006): The European Consensus on Development, COM DE(129).

[https://ec.europa.eu/europeaid/sites/devco/files/publication-the-european-consensus-on-development-200606\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/publication-the-european-consensus-on-development-200606_en.pdf)

<sup>17</sup> EU (2007): Gender Equality and Women Empowerment in Development Cooperation. COM(2007)100.

<sup>18</sup> [http://eeas.europa.eu/archives/docs/top\\_stories/pdf/eugs\\_review\\_web.pdf](http://eeas.europa.eu/archives/docs/top_stories/pdf/eugs_review_web.pdf)

<sup>19</sup> Official Journal of the European Union C 46, p. 1, 24.2.2006

<sup>20</sup> EU (2017): Reporting on the follow-up to the EU Strategy towards the Eradication of THB and identifying further concrete actions. COM(2017)728.

[https://ec.europa.eu/anti-trafficking/eu-policy/commission-sets-out-priorities-step-eu-action\\_en](https://ec.europa.eu/anti-trafficking/eu-policy/commission-sets-out-priorities-step-eu-action_en)



## 3.2 Implementing the EU external action policy framework

### 3.2.1 Gender Action Plan I (GAP I)

In 2008, following the Commission's Communication on GEWE in Development Cooperation and the subsequent Council Conclusions, the EU adopted its **first Gender Action Plan (GAP I 2010-2015)**<sup>21</sup> with a view to empower women and support gender equality inside the EC and outside the EU. GAP I commits the EU to mainstream gender considerations in all its external action strategies, underpinned by systematic and high quality gender analysis for all new actions. It also provided the framework for EU action on gender in development cooperation and external actions during that period using a three-pronged approach: i) systematically placing gender equality as an agenda topic for high level dialogue, with follow up on the gender aspects discussed, ii) mainstreaming gender in policies in all areas, including obtaining disaggregated data on the situation of men and women, conducting gender analysis and putting gender-sensitive M&E systems in place, and iii) through specific actions explicitly aimed at reducing gender inequalities.

### 3.2.2 Evaluation of GAP I and the EU response

A major question addressed by this evaluation will be how successfully the current policy strategic and strategic framework has responded to the findings and recommendations of the 2015 thematic evaluation of EU support to GEWE 2007-2013 and how findings and recommendations were considered in the remaining years of GAP I implementation. The 2015 evaluation was critical almost across the board, but particularly at country level, where it found that EU Delegations (EUDs) lacked the tools, staff, and/or inclination to implement gender mainstreaming. At EU headquarters (HQ), as well, the institutional architecture and incentives needed to meet the EU's international commitments on gender equality had not been put in place, undermining the potential for an organisation-wide response. While financial commitments had risen over the period, staff and the tools needed by staff had lagged. Accountability was found to be weak, and the EU had failed to invest in developing the country-specific knowledge needed to effectively address gender issues in programming and policy dialogue. A previous independent assessment had reached similar conclusions, citing in particular a lack of interest on the part of senior EU management.<sup>22</sup>

Building on the findings from the evaluation, lessons learnt during GAP I implementation and recent policy developments at EU and global level, the EU's response was the May 2015 Staff Working Document (SWD) "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020"<sup>23</sup> and associated Council Conclusions. The SWD forms the basis of the EU Gender Action Plan II (GAP II). It called, in particular, for a reformed and revitalized institutional environment for GEWE.

Most significantly, the SWD found that: i) Commission institutional architecture and leadership necessary to better deliver on EU policy commitments were not in place, ii) its human resource capacity did not increase commensurate to the volume of work, and as a result, it was impossible to reliably determine the financial commitment to mainstreaming; and iii) gender equality tended to be absent from programme and project monitoring systems and evaluation processes. Overall, the SWD found *"insufficient understanding of context and little use of gender analysis to inform country strategy objectives, programmes, projects and dialogue."*

Responses called for were: i) a rights-based focus, ii) ensuring leadership on gender across Commission services and EEAS, iii) stepped up efforts to ensure Policy Coherence for Development (PCD) with sectors such as trade and migration, iv) improved quality of partnership, coordination and dialogue at all levels, v) improved reporting, evaluation and accountability mechanisms for evidence-based decision making, and vi) more effective use of financial resources. The latter could be accomplished by more gender-sensitive programming, using the full range of actions available, including high level (political) dialogue and budget support; and using available financing instruments flexibly in a two-pronged strategy consisting of mainstreaming and targeted interventions. According to the ToR, one priority for this Evaluation is to assess how successfully this broad institutional shift called for by the SWD was achieved.

<sup>21</sup> EU (2010): "EU Plan of Action on Gender. Equality and Women's Empowerment in Development 2010-2015", SEC(2010) 265 final. [http://aei.pitt.edu/37929/1/SEC\\_\(2010\)\\_265.pdf](http://aei.pitt.edu/37929/1/SEC_(2010)_265.pdf).

<sup>22</sup> O'Connell, Helen (2013). Implementing the EU Gender Action Plan 2010-2015: challenges and opportunities. London: Overseas Development Institute.

<sup>23</sup> EU (2015), "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020", SWD(2015) 182 final. [https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922_en.pdf)

### 3.2.3 Gender Action Plan II (GAP II)

This **second Action Plan on Gender Equality and Women's Empowerment in external actions (GAP II)** responded to the call from previous reports, including the 2015 evaluation, for expanded internal capacities to implement the GEWE agenda and improved institutional architecture and leadership. The shift in focus from Gender and Development (GAD) to GEWE reflected a growing sense among the development community that, while the GAD approaches had scored successes, especially in raising the importance of gender mainstreaming, the issue of unequal gender power relations needed to be more explicitly recognized and addressed.

GAP II continues the priority areas of GAP I, yet, aims to reform approaches to create a more meaningful effort towards gender equality in the areas of foreign policy, trade, security and migration. Its innovation is that it concentrates on three themes: i) women's and girls' physical and psychological integrity – encompassing aspects such as Violence Against Women and Girls (VAWG), harmful traditional practices, domestic violence, sexual and reproductive health rights, conflict-related violence including sexual violence as a weapon of war; ii) empowerment of women and girls and promoting their socio-economic rights; and iii) strengthening voice and participation of women and girls. GAP II lists more detailed objectives (20 in number) under each of these areas and requires geographic and thematic actions to demonstrate how they have contributed to selected objectives highlighted in GAP II.

While endorsing GAP I's general goals, GAP II underlines issues related to the physical and psychological integrity of girls and women (incl. VAWG) as priority themes for the EU. It also placed greater emphasis on economic empowerment and strengthening girls' and women's voice and participation than was previously the case.

GAP II presents two other specificities compared to GAP I: i) while GAP I was focussing on development cooperation, GAP II covers all EU external actions; ii) GAP II explicitly covers the Enlargement region, which was not the case under GAP I.

### 3.2.4 Other EU gender-specific strategic frameworks

In the 2008 Council Decision on WPS<sup>24</sup>, the EU introduced its “**Comprehensive Approach to WPS**”. This involves a holistic approach blending peace, security, development, and gender equality. A three-pronged strategy is proposed: i) integrate women, peace and security issues in the EU political and policy dialogue with partner governments, ii) mainstream gender equality, especially in the context of crisis management and in long-term development cooperation, and iii) support specific strategic actions targeted at protecting, supporting and empowering women. The EU committed to specific measures promoting implementation of UNSCR 1325 and 1820, to advance women's role in peace-making, and to integrate gender components into all EU financial instruments with a conflict prevention, crisis management or post-conflict component.

The WPS Agenda (UNSCR 1325 and follow-up resolutions)<sup>25</sup> is now implemented at EU level through the EU Global Strategy, the new EU Strategic Approach to WPS<sup>26</sup> and its Action Plan<sup>27</sup> as well as the EU Action Plan on Human Rights and Democracy (2012). In its 2018 Conclusions on WPS and its annexes (the new “EU Strategic Approach to WPS”), the Council reaffirms the EU's and EU MS's commitments to the Women, Peace and Security (WPS) agenda and places the WPS Agenda at the centre of the full spectrum of the EU Common Foreign and Security Policy. The EU Strategic Approach to WPS identifies actions under the key areas of prevention, protection, relief and recovery and under the two overarching and cross-cutting aspects of gender mainstreaming and participation. It emphasises the need for a systematic integration of a gender perspective built upon gender analysis into all fields and activities in the domain of peace and security, and the importance of meaningful participation and leadership (internally and externally) in all areas of policy. Based on the Strategic Approach, the recent WPS Action Plan (2019-2024) has six objectives and its successful implementation requires: i) gender-responsive leadership at all EU levels, from political to managerial; ii) sufficient in-house capacity and capability to systemically integrate a gender perspective and conduct gender analysis; and iii) close dialogue and cooperation with EU MS and the engagement of civil society and other partners, such as multilateral and regional organizations, academia, think-tanks and the private sector.

<sup>24</sup> <https://www.consilium.europa.eu/media/37412/st15086-en18.pdf>

<sup>25</sup> According to the EU Task Force on women, peace and security, the following UNSCRs are included when referring to the work on the WPS Agenda; UNSCR 1325 (2000), 1820 (2009), 1888 (2009), 1889 (2010), 1960 (2011), 2106 (2013), 2122 (2013), 2242 (2015), 2272 (2016) and 2331 (2016).

<sup>26</sup> The EU Strategic Approach to Women, Peace and Security (WPS) is annexed to the FAC Conclusions on WPS adopted on 10 December 2018 (Council document 15086/18).

<sup>27</sup> EU Action Plan on Women, Peace and Security (WPS) 2019-2024, EEAS (2019) 747

### 3.3 EU MS policy and institutional framework

This section sheds light on some EU MS's national policy, strategy and institutional framework regarding GEWE, including the main evolutions since 2010. For now, this comparative review focuses on EU MS which decided to take part in the evaluation as part of the ISG. Scoping interviews show that several other EU MS (e.g. Austria, Ireland, the UK) played an active role in the EU support to GEWE in third countries. The analysis related to the EU MS's actions in the area of GEWE will be deepened during the desk phase.

#### 3.3.1 Review of EU MS policy and strategy frameworks

##### 3.3.1.1 Germany

Gender equality is a core principle of the German basic law (Grundgesetz): Article 3(2) not only notes that men and women are equal but also requires the German government to actively help establish gender equality. Accordingly, the Common Rules of Procedure of the Federal Ministries adopted in 2000 establishes equality between women and men as “consistent guiding principle” to “*be promoted in all political, normative and administrative measures of the Federal Ministries in their respective areas (gender mainstreaming)*”.<sup>28</sup> The establishment of gender equality is therefore an integral objective also of Germany's external action. The German government places its commitment to gender equality and women and girls' empowerment in the international framework of the UN Convention on the Elimination of All Forms of Discrimination against women, the outcomes and reviews of the 1995 Beijing Conference on Women, other relevant UN and EU Conventions and frameworks as well as more recent global commitments under the 2030 Agenda for Sustainable Development.<sup>29</sup> The Foreign Ministry (Auswärtiges Amt, AA), and the Federal Ministry for Economic Cooperation and Development (Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung, BMZ) play key roles in mainstreaming gender in German external action. To this end, both have developed gender-related strategies and Action Plans.

##### Ministerial Strategies and Action Plans

In 2014, the **BMZ** adopted a cross-sectoral strategy on **Gender Equality in Development Cooperation**, which constitutes the principal binding guideline for German official development cooperation<sup>30</sup>, including the activities carried out by implementing agencies of official German development cooperation (GIZ, KfW). The strategy follows a three-pronged approach: (i) gender mainstreaming (applying a gender perspective in all policy strategies and projects; (ii) empowerment (targeted measures against gender-based discrimination) and (iii) strengthening gender equality and women's rights in a high-level bilateral and multilateral development policy dialogues.<sup>31</sup> The latter was introduced as a new element to overcome the hitherto slow progress towards gender equality.<sup>32</sup> The strategy explicitly references the EU Gender Action Plan I, which had advocated for this three-pronged approach. It highlights nine thematic fields<sup>33</sup> of priority, in which the strengthening of women's rights will particularly be pursued through German development cooperation.

The **Development Policy Action Plan on Gender Equality for 2016-2020** (BMZ GAP II) further fleshes out the strategy through specifying priorities and concrete measures along the three-pronged approach

<sup>28</sup>§2 Gemeinsame Geschäftsordnung der Bundesregierung, 2000, see [https://www.bmi.bund.de/SharedDocs/downloads/DE/veroeffentlichungen/themen/ministerium/ggo.pdf?\\_\\_blob=publicationFile&v=2](https://www.bmi.bund.de/SharedDocs/downloads/DE/veroeffentlichungen/themen/ministerium/ggo.pdf?__blob=publicationFile&v=2)

<sup>29</sup> The BMZ together with other partners called for the SDGs to include a stand-alone goal on gender equality as well as viewing it as a horizontal issue to inform all goals and targets. <https://www.auswaertiges-amt.de/en/aussenpolitik/themen/menschenrechte/05-frauen>

<sup>30</sup> The binding nature applies to the following roles: appraising, conceptualizing, implementing and evaluating sectoral and thematically relevant programmes; developing sectoral and regional concepts as well as country and other strategies of bilateral development policy; contributing to international discourse and multilateral/regional as well as European development cooperation; and communicating with the public and the German Bundestag.

<sup>31</sup> See [https://www.bmz.de/en/publications/type\\_of\\_publication/strategies/Strategiepapier340\\_02\\_2014.pdf](https://www.bmz.de/en/publications/type_of_publication/strategies/Strategiepapier340_02_2014.pdf). The 2014 strategy replaced the 2001 Strategy Paper on the Promotion of Equal Participation by Women and Men in Development Processes, which focused only on the first two elements, mainstreaming and empowerment. The strategy explicitly references the requirement for German Development Policy to systematically align with human rights, including women's rights as laid out in the BMZ Human Rights Strategy (See BMZ, 2011: Human Rights in German Development Policy).

<sup>32</sup> See [https://www.bmz.de/en/publications/type\\_of\\_publication/strategies/Strategiepapier340\\_02\\_2014.pdf](https://www.bmz.de/en/publications/type_of_publication/strategies/Strategiepapier340_02_2014.pdf) (p.7)

<sup>33</sup> These are (1) Poverty reduction (2) Women's access to justice, political participation, voice, leadership, (3) Rural development, agriculture and food security, (4) Violence against women and girls, (5) Armed conflicts and peace building, (6) Education, (7) Employment and economic empowerment, (8) Health (including SRHR), (9) Climate Change, disaster risk management and sustainable development.

and for the nine priority areas, as well as for seven additional cross-sectoral activities<sup>34</sup>. This current Action Plan built on lessons learned from the previous BMZ Gender Action Plan I (2009-2012), which included only four<sup>35</sup> instead of nine priority areas.<sup>36</sup> The BMZ Action Plan is implemented through **annual Roadmaps**. In the context of the 2016 Roadmap, a system for annual monitoring was developed, which resulted in a published report on the Implementation of the Roadmap 2016.<sup>37</sup> Implementation reports kept on being published for each Roadmap, from 2016 to 2020. The Implementation Reports generally provide an overview over the amount of projects implemented in support of the Roadmaps' strategic objectives and provides highlights in the form of describing flagship projects for each thematic area. This system of developing concrete annual roadmaps has been described as exceptional in comparison to other EU Member States activities (Inception KII).

A particular thematic focus of Germany's efforts to gender equality concerns **Women, Peace and Security** and the implementation of UN Security Council Resolution 1325 as a cross-cutting theme to be mainstreamed in all realms of German foreign, security and development policy. To that end, the German government (under the lead of the German Foreign Ministry) has adopted two **Action Plans on the Implementation of UN SCR1325**. The first covers the period 2013-2016, and the current one the period from 2017-2020.<sup>38</sup> Since then, Germany has reported regularly on UNSCR 1325 and been highly committed to WPS. Prior to the specific Action Plan, UNSCR1325 was mainstreamed in Germany's Action Plan on Civilian Conflict Prevention, conflict Resolution and Post-Conflict Peace building.<sup>39</sup> The first Action Plan<sup>40</sup>, reviewed in 2017 through an Implementation Report<sup>41</sup>, included six thematic focal areas: prevention participation, protection, reconstruction, preparation of operations and criminal prosecution<sup>42</sup>, reflecting the goals of UNSCR1325. Geographic priority has been on Africa (incl. Morocco, Tunisia, Libya, Egypt), the OSCE countries as well as Yemen and Jordan. Bilateral engagement also took place in (post-) crisis countries such as Columbia, Afghanistan, Iraq, Syria, Nepal and the DRC. The second National Action Plan only slightly concentrated and altered these thematic focal areas and added "strengthening the Women, Peace and Security agenda at national, regional and international levels" as a separate focal area.<sup>43</sup> The principles of UNSCR1325 are also anchored in Germany's policy guidelines on "Preventing Crises, Resolving Conflicts, Building Peace", which defines the conceptual foundation of German crisis engagement. Furthermore, the three Interministerial Strategies to support Security Sector Reform, Transitional Justice and the Rule of Law adopted by the

<sup>34</sup> These include (1) Cooperation with female and male stakeholders, (2) Tackling multiple discrimination, (3) Gender equality in development financing, (4) Empowering women and girls through sport, (5) Gender Competence/Knowledge Management, (6) Measures to implement the Gender Approach, (7) Strengthening Women's organisations.

<sup>35</sup> These were (1) economic empowerment, (2) women in armed conflicts and their role in conflict management; (3) gender-specific challenges and responses to climate change; (4) sexual and reproductive health and rights, family planning.

<sup>36</sup> The first BMZ Gender Action Plan was reviewed in 2013 and its lessons incorporated into the BMZ 2014 Strategy as well as the current BMZ GAP II.

<sup>37</sup> [https://www.bmz.de/en/publications/topics/human\\_rights/Materilie340\\_gender\\_roadmap\\_2016.pdf](https://www.bmz.de/en/publications/topics/human_rights/Materilie340_gender_roadmap_2016.pdf)

<sup>38</sup> <https://www.auswaertiges-amt.de/blob/286988/2462039ccaa1326a195da2e962048596/170111-aktionsplan-1325-data.pdf>. The second Action Plan 2017 – 2020 was drafted jointly by the Interministerial Working Group for UNSCR 1325 consisting of the Federal Foreign Office (AA), the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ), the Federal Ministry of the Interior (BMI), the Federal Ministry of Justice and Consumer Protection (BMJV), the Federal Ministry of Defence (BMVg) and the Federal Ministry for Economic Cooperation and Development (BMZ). All these ministries are responsible for implementing specific objectives of the Action Plan.

<sup>39</sup> [http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/eplo-20-case-studies\\_en.pdf](http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/eplo-20-case-studies_en.pdf)

<sup>40</sup> The first Action Plan was criticized early on for a number of weaknesses, including the "lack of concrete and attainable targets, lack of specific tailor-made measures, lack of clear lines of responsibilities across the implementing ministries as well as of a dedicated budget". [http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/eplo-20-case-studies\\_en.pdf](http://eeas.europa.eu/archives/features/features-working-women/working-with-women/docs/eplo-20-case-studies_en.pdf)

<sup>41</sup> <https://www.auswaertiges-amt.de/blob/610628/84763851e5cddfe0ca61acf9e25f2480/aktionsplan1325-umsetzungsbericht-2013-2016-engl-data.pdf>

<sup>42</sup> In full these thematic focal areas are: (1) building up gender-sensitive crisis prevention and promoting the equal participation and involvement of women, (2) introducing a comprehensive gender perspective in the preparation and in-service training of deployed personnel of the Bundeswehr and the Federal Police, (3) the active inclusion of women in all phases of crisis prevention, conflict management and post-conflict peacebuilding, (4) measures to protect vulnerable groups and victims of sexual violence and other forms of gender-specific violence, (5) consideration of the special needs of women and girls in the reconstruction of post-conflict societies as well as the rehabilitation and care of traumatised victim groups, as well as (6) strengthening international criminal jurisdiction and ending impunity in connection with sexual violent crimes and systematic violations, particularly of the rights of women and girls.

<sup>43</sup> see page 6 <https://www.auswaertiges-amt.de/blob/286988/2462039ccaa1326a195da2e962048596/170111-aktionsplan-1325-data.pdf>



German government in 2019 have strong links to the WPS agenda. As part of Germany's membership of the UN Security Council in 2019/2020, the German government has chosen the promotion of the Women, Peace and Security agenda as key theme.<sup>44</sup>

### **Influence of European Frameworks**

The European Union frameworks and its Gender Action Plans serves as overarching reference for Germany's external engagement on gender equality. The European Institute for Gender Equality notes that "European Union (EU) policymaking has had a strong influence on the institutionalisation of gender-equality policies in Germany."<sup>45</sup> The BMZ Gender Action Plan 2016-2020, indeed lists the EU GAP II and the EU Council Conclusions on Gender in Development of 2015 as overarching frame of reference for German activities.<sup>46</sup> Yet, the EU GAP II seems to have had little operational influence on above described strategies and action plans (Inception KII). The German Gender Action Plan II was published at around the same time as the EU GAP II, and has been devised in parallel so that no close links or specific cross-references were made (Inception KII).<sup>47</sup> The German Implementation Roadmaps are also not using the same indicators as required by EU GAP II reporting (Inception KII). Concord Europe came to a similar conclusion when looking at the case study of Ghana: While Germany has played a constructive role in contributing to achieve the objectives of the EU GAP II, this has been mainly driven by German development policy and not necessarily by the EU frameworks.<sup>48</sup>

### **Gender strategies of German Implementing agencies: GIZ and KfW**

The government's provisions on gender equality are equally binding for the German international cooperation implementing agencies GIZ and KfW. Both organizations are in addition committed to gender equality through their own strategies and frameworks.

GIZ, Germany's implementing agency of technical cooperation, has promoted and mainstreamed women's rights in its activities since the 1990s. Today GIZ notes that gender equality is both a 'core value' as well as a 'quality feature'. In 2001 it adopted its first corporate strategy on gender mainstreaming followed by a second gender strategy in 2005. The foundation of GIZ's current gender strategy was introduced in 2009 when the existing framework was revised in order to increase flexibility and to gear focus towards five strategic elements. The strategy then further evolved in response to lessons learned as well as the merger of GTZ, DED and InWent to form GIZ in 2012. The 2012 Gender strategy document "Gender pays off"<sup>49</sup>, highlights five key strategic elements: (i) Political will and accountability, (ii) Corporate culture, (iii) Gender equality within the company, (iv) Gender competence, and (v) Process adjustment and gender-sensitive design. In 2017, GIZ carried out a Corporate Strategic Evaluation of its Gender Strategy<sup>50</sup> in order to feed into revisions, which was followed by the publishing of a new corporate gender strategy in January 2019: "Gender reloaded".<sup>51</sup> While the Corporate Evaluation described the systemic approach to gender in GIZ and the five strategic elements promising elements, it recommended to put a key focus on GIZ's corporate culture towards gender and the role of managers in implementing gender equality commitments and establish additional measures in this regard.<sup>52</sup>

The **Kreditanstalt für Wiederaufbau (KfW)** adopted its firsts Gender Strategy in 2005 and updated it in 2011.<sup>53</sup> Similarly to GIZ it demands the support of all colleagues and especially the managers. Its main objective is to increase the effectiveness of KfW's financial cooperation in terms of their impact on

<sup>44</sup> Opposition parties still demand a stronger commitment from the government in mainstreaming gender in Germany's foreign policy, modeled on Sweden's feminist foreign policy. Demands include declaring a feminist foreign policy as a fundamental principle of German foreign policy, and to develop and implement strong cross-ministerial gender equality plans currently not present in the German institutional landscape. <http://dipbt.bundestag.de/dip21/btd/19/079/1907920.pdf> There are at present however no plans by the government to develop comprehensive guidelines for a feminist foreign policy. <https://kleineanfragen.de/bundestag/19/7587-feministische-aussenpolitik-als-perspektive-fuer-deutschland.txt>

<sup>45</sup> <https://eige.europa.eu/gender-mainstreaming/countries/germany>

<sup>46</sup> see BMZ GAP I, p.33 Annex I.

<sup>47</sup> This aspect of parallel timelines in devising strategic plans at both EU and MS level was also noted as a further question for the evaluation: How can timelines be aligned in a way to allow for connections and links to be made?

<sup>48</sup> Concord Europe (2018): Transforming Lives? EU Gender Action II – From implementation to Impact. [https://issuu.com/concordngo/docs/concord\\_gap\\_report\\_online\\_2018](https://issuu.com/concordngo/docs/concord_gap_report_online_2018)

<sup>49</sup> <https://www.giz.de/en/downloads/giz-gender-strategy-en-2012.pdf>

<sup>50</sup> <https://www.giz.de/de/downloads/giz2018-en-gender-strategy.pdf>

<sup>51</sup> Gender reloaded: vision needs attitude – Attitude meets Action. <https://genderstrategy.giz.de/wp-content/uploads/2019/02/giz-2019-en-gender-strategy.pdf>

<sup>52</sup> The evaluation found that, despite progress, gender is still not fully rooted in corporate culture and actively practiced and that existing measures were not sufficient to effectively address a culture change; Strategy Review

<sup>53</sup> Beforehand, KfW had been integrating gender equality into its work systematically since the mid-1980s [https://www.kfw-entwicklungsbank.de/Download-Center/PDF-Dokumente-Selbstdarstellung/2011\\_Genderstrategie\\_E.pdf](https://www.kfw-entwicklungsbank.de/Download-Center/PDF-Dokumente-Selbstdarstellung/2011_Genderstrategie_E.pdf)

gender equality. The 2011 Strategy adopted 5 key strategic areas: (1) Strengthening relevance within business policy, (2) Building gender expertise and internal consulting structure, (3) Strengthening the Gender Network as a core instrument in knowledge management, (4) Developing deeper expertise on gender, through ex-ante and ex-post-analyses, (5) Academic cooperation and expert dialogue.

### 3.3.1.2 The Netherlands

A focus on women has been adopted in Dutch development cooperation since the mid-1980s/late 1990s following a dual-track approach of on the one hand focusing on women's empowerment as a priority area and on the other hand mainstreaming 'women' into development cooperation.<sup>54</sup> While having disappeared from the policy agenda in the years prior to 2007, gender was reintroduced with a Fund focusing on Millennium Development Goal 3 and an ambitious Plan to Implement UNSCR 1325.<sup>55</sup> The 2010 and 2011 policy notes for development cooperation, described gender as 'cross cutting theme' building on previous policies. This was followed by an overall gender policy presented by the Secretary of Foreign Affairs to Parliament in November 2011,<sup>56</sup> which focused on four priorities: (i) Leadership and empowerment for women (increasing the participation of women in political and social processes of change), (ii) Following up on UN SCR 1325 (thereby increasing stability in the Dutch priority countries), (iii) Economic self-reliance for women to increase their socio-economic power, (iv) Combating trafficking in and violence against women. It further committed to mainstreaming gender into the Dutch aid focus areas, also called spearheads: Security and the rule of law, Food security and water and climate, SRHR. This policy note set a high bar for achievements in the area of gender equality. The policy however stayed aspirational without formulating well-defined operational plans, achievable results or indicators to measure progress.<sup>57</sup> In 2013, the new agenda for aid, trade and investment kept SRHR as one of the Dutch spearheads but linked it more strongly to a women's rights agenda thereby intensifying efforts also on gender equality (however with the budget for activities under this priority remaining at the same level as the previous period). The government also noted that a gender focus would be applied in all priority areas of Dutch cooperation, through gender analyses and gender-sensitive indicators<sup>58</sup>. Throughout these years the dual-track approach has been kept as part of the Dutch approach to gender equality. The gender policy agenda of the Netherlands from 2007 to 2014 has been subject to an evaluation, which found that gender activities were rooted in a human rights agenda, yet with the focus being more on "*women and less on the issues of gender equality*" or power relations between men and women.<sup>59</sup>

Following the overall government commitment to Equal Opportunities reaffirmed in 2018 through the Dutch Gender & LGBTI Equality Policy Plan 2018-2021<sup>60</sup>, the Dutch government introduced changes in its 2018 Development Policy ("Investing in Global Prospects"<sup>61</sup>) noting that there will be a stronger focus on equal opportunities for women and girls through mainstreaming it in all areas viewing gender equality and women empowerment as a cross-cutting goal.<sup>62</sup> A 2018 Theory of Change on the rights of women gender equality published by the Ministry of Trade and Development Cooperation, notes four key objectives for the gender equality agenda of the Netherlands: i) increasing the participation of women in (political) decision-making and female leadership; ii) economic empowerment and improvement of the

<sup>54</sup> see EU GAP I Evaluation - [https://ec.europa.eu/europeaid/sites/devco/files/evaluation-cooperation-ec-gender-1338-main-report-201504\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/evaluation-cooperation-ec-gender-1338-main-report-201504_en.pdf) (p. 24); for an overview of Dutch gender equality policies during the 80s/90s see the IOB evaluation 'Women and Development – Policy and implementation in Netherlands development cooperation 1985-1996', [https://eige.europa.eu/library/resource/AMZ\\_NET6827](https://eige.europa.eu/library/resource/AMZ_NET6827)

<sup>55</sup> IOB (2015): Gender sense and sensitivity – Policy Evaluation on women's rights and gender equality [http://archieff.iob-evaluatie.nl/sites/iob-evaluatie.nl/files/Gender%20sense%20%26%20sensitivity%20-%20Policy%20evaluation%20on%20women%27s%20rights%20and%20gender%20equality%20\(2007-2014\).pdf](http://archieff.iob-evaluatie.nl/sites/iob-evaluatie.nl/files/Gender%20sense%20%26%20sensitivity%20-%20Policy%20evaluation%20on%20women%27s%20rights%20and%20gender%20equality%20(2007-2014).pdf) (p.14)

<sup>56</sup> In 2011, the Dutch emancipation policy valid from 2011-2015 also included an international paragraph, which focused more strongly on LGBT than on women but pointed out that the NL would be involved in improving the situation of women and girls in the world. See IOB (2015): Gender sense and sensitivity, p. 45.

<sup>57</sup> *ibid.* (p. 15)

<sup>58</sup> See (p. 11),

[https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=2ahUKEwjmrLPYp9\\_jAhXNxqQKHacwDEUQFjAAegQIARAB&url=https%3A%2F%2Fzoek.officielebekendmakingen.nl%2Fkst-30420-177.pdf&usq=AOvVaw1uz8EdobaPq2xxf7tT3ZEi](https://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=2ahUKEwjmrLPYp9_jAhXNxqQKHacwDEUQFjAAegQIARAB&url=https%3A%2F%2Fzoek.officielebekendmakingen.nl%2Fkst-30420-177.pdf&usq=AOvVaw1uz8EdobaPq2xxf7tT3ZEi)

<sup>59</sup> [http://archieff.iob-evaluatie.nl/sites/iob-evaluatie.nl/files/Gender%20sense%20%26%20sensitivity%20-%20Policy%20evaluation%20on%20women%27s%20rights%20and%20gender%20equality%20\(2007-2014\).pdf](http://archieff.iob-evaluatie.nl/sites/iob-evaluatie.nl/files/Gender%20sense%20%26%20sensitivity%20-%20Policy%20evaluation%20on%20women%27s%20rights%20and%20gender%20equality%20(2007-2014).pdf) (p.15)

<sup>60</sup> <https://www.government.nl/binaries/government/documents/reports/2018/06/01/gender--lgbti-equality-policy-plan-2018-2021/Gender+%26+LGBTI+Equality+Policy+Plan+2018-2021.pdf>

<sup>61</sup> <https://www.government.nl/binaries/government/documents/policy-notes/2018/05/18/investing-in-global-prospects/Investing+in+Global+Prospects.pdf>

<sup>62</sup> <https://www.government.nl/topics/development-cooperation/the-development-policy-of-the-netherlands>

economic climate for women; iii) prevention and elimination of violence against women and girls; iv) strengthening the role of women in conflict prevention and peace processes, and protection in conflict situations.<sup>63</sup> Here again, the dual-track approach of focusing on gender-specific programmes<sup>64</sup>, such as supporting civil society organisations promoting women's rights, on the one hand, and gender mainstreaming on the other, is kept.

In the area of **peace and security**, the Netherlands has drawn up a National Action Plan for the implementation of UNSCR 1325. The first Action Plan was adopted in 2007 with broad support. The Netherlands introduced a unique feature in that the Action Plan was signed jointly by the government (in particular the Ministry of Foreign Affairs, Defense, Ministry of Education, Culture and Science, Justice as well as the National Policy) and civil society making it one of its kind<sup>65</sup>. The follow-up plan 2012-2015 Action Plan, titled "Women: Powerful Agents for Peace and Security"<sup>66</sup> was the only National Action Plan for UNSCR1325 at the time which included a detailed table of financial and human resource commitments.<sup>67</sup> The government made available a budget of Euro 4 million a year between 2012 and 2015, earmarked for joint projects supporting UNSCR1325. The Action Plan reduced the number of goals and activities from the previous Action Plan based on lessons learned<sup>68</sup> and had a strong focus on women's political participation and female leadership in six countries (Afghanistan, Burundi, Colombia, the DRC, South Sudan and Sudan) as well as the North Africa and Middle East region.<sup>69</sup> The first two plans have been subject to an evaluation by IOB in 2015.<sup>70</sup> The current Action Plan (2016-2019)<sup>71</sup>, has again been signed together with civil society and knowledge institutions enabling the implementation of the plan to draw on a wide network of resources. The plan, following its predecessor, continues to highlight the importance to focus and strengthen local level actors as they can influence gender norms where they are being shaped. It formulates three specific goals that can help create an enabling environment for women<sup>72</sup> as well as three pathways for change, which structure Dutch interventions.<sup>73</sup> The Action Plan then further lists concrete projects and initiatives and assigns responsibilities for their implementation. During the Dutch membership of the UNSC in 2018, the Netherlands put a focus on implementing UNSC resolution 1325 in all aspects of the work of the UN Security Council.

The Dutch Defense Ministry also adopted its specific Action Plan complementary and in line with the third version of the National Action Plan 2016-2019, which specifically focuses on the activities that the Defense Ministry needs to develop to help implement UNSCR 1325. This Defensie Actieplan 1325 (2016-2019) (DAP)<sup>74</sup> is meant to help integrate the gender perspective within the Ministry in policy, planning, implementation and evaluation of missions and operations as well as to reach broader awareness about applying a gender equality perspective.

<sup>63</sup> <https://www.rijksoverheid.nl/binaries/rijksoverheid/documenten/publicaties/2018/11/08/theory-of-change-ontwikkelingssamenwerking/Theory+of+Change++Vrouwenrechten+en+Gendergelijkheid++najaar+2018.pdf>

<sup>64</sup> For an overview of more examples, see *ibid.* p.4

<sup>65</sup> [https://www.peacewomen.org/sites/default/files/dutch\\_nationalactionplan\\_december2007.pdf](https://www.peacewomen.org/sites/default/files/dutch_nationalactionplan_december2007.pdf) The first Action Plan aimed to achieve systematic attention and support for women's role in conflict. It was also used to re-establish cooperation across agencies and organisations focusing on women during and after conflict. Thematically, focus was put on physical and legal security of both men and women. 72 actions were included in the Action Plan, to be performed by civil society and the government.

<sup>66</sup> <https://www.nap1325.nl/assets/NAP-1325-2012-2015.pdf>

<sup>67</sup> [https://www.peacewomen.org/sites/default/files/netherlands\\_specificity\\_pournik\\_2014.pdf](https://www.peacewomen.org/sites/default/files/netherlands_specificity_pournik_2014.pdf)

<sup>68</sup> The four priority areas are i) Increase in women's representation at all decision-making levels in the prevention, management and resolution of conflict in fragile states, ii) Integrate gender and 1325 into all policies and actions, iii) Increase national and international awareness of gender issues and increase public support for 1325 implementation and iv) Promote cooperation for worldwide implementation of UNSCR 1325.

<sup>69</sup> See National Action Plan on Women, Peace and Security, 2016-2019

<sup>70</sup> IOB, 2015. Gender Peace and Security – Evaluation of the Netherlands and UN Security Council Resolution 1325.

<sup>71</sup> [https://www.peacewomen.org/sites/default/files/Dutch\\_NAP\\_2016-2019.pdf](https://www.peacewomen.org/sites/default/files/Dutch_NAP_2016-2019.pdf)

<sup>72</sup> These are i) better protect women and girls in conflict and post-conflict situations from violence and violations of their rights, ii) subvert harmful underlying gender norms, which are obstacles to sustainable peace, iii) ensure that women have equal leverage in conflict prevention and resolution, peacebuilding, relief and recovery at all levels and that their efforts are acknowledged and supported.

<sup>73</sup> These three pathways are i) Facilitate capacity building and provide resources to support the empowerment and participation of women and men who strive for gender-sensitive approaches to peace processes, ii) Understand and positively influence attitudes and beliefs that maintain and perpetuate the exclusion of women and iii) influence the development and implementation of laws and policies that weaken obstacles to women's participation and protection.

<sup>74</sup> <https://www.kvmo.nl/images/pdf/2018/defensie-actieplan-1325.pdf>

### 3.3.1.3 Spain

Spain has become a recognized actor in the field of gender equality in development policy, not least through being the main donor on gender equality and women's rights in Latin America and beyond.<sup>75</sup> A gender commitment in development has been integrated into the Master Plan for Spanish Cooperation since 2005. In 2007, the Spanish government published a detailed Gender Strategy for Spanish Development Cooperation. The strategy has been described as a fundamental instrument to put in practice in development cooperation the Act (3/2007) on Effective Equality between Women and Men and the Strategic Plan for Equal Opportunities 2008-2012. It is based on six specific objectives: i) women's full exercise of economic rights, ii) social rights of women and girls, iii) sexual and reproductive rights, iv) women's civil and political rights, v) cultural rights of women and girls and vi) promote aid quality and effectiveness in Gender in Development issues.

Since then, in the Foreign Ministries' development cooperation strategies (Plan Direction/PD), gender is highlighted as a cross-cutting approach as well as a specific sectoral priority. Going a step further, the Plan Direction 2013-2016 (PD IV) lists the promotion of women's rights and gender equality as one of its 8 guidelines for Spanish Cooperation in this period.<sup>76</sup> It builds on strategic lines already present in the 2007 Gender in Development Strategy, notably that it is necessary to combine activities to strengthen **formal equality** (adjusting partner countries' regulatory frameworks to international regulations on gender), **real equality** (public policies on gender equality and social cohesion) as well as **specific actions** for women's empowerment in order to achieve women's economic, labor, political, social and cultural rights. This is taken up in the follow-up Plan Direction V (PD V) valid from 2018 to 2020<sup>77</sup>, which includes gender as one of the four cross-cutting principles<sup>78</sup> as well as one of the seven sectoral priority areas in line with the SDGs guiding Spanish cooperation. The Spanish approach aims to make substantive progress towards gender equality by changing institutional culture and through developing specific actions aimed at eliminating gender inequalities, while mainstreaming it into all development interventions of Spanish cooperation. Specific focus in the current period is on 1) eliminating all forms of violence against women and girls, through supporting legislative frameworks, awareness strategies, prevention and care; and 2) ensuring full and effective participation of women and the equality of opportunities, through i) supporting legal and institutional frameworks conducive to the incorporation of gender equality in public policies and societies, ii) encouraging actions aimed at women reinforcing their leadership and participation on decision-making in public life and iii) supporting interventions that promote productive and entrepreneurial initiative for women.<sup>79</sup> In this strategy, the rights of women and gender equality are specifically highlighted in the sections defining priorities for regional cooperation with Latin America and with Sub-Saharan Africa, as well as with Maghreb countries (supporting reforms of the legal status of women and youth). Spanish Cooperation is thus formally committed to base all its actions and at all levels on gender-sensitive analysis (from programming over management, to monitoring and evaluation).<sup>80</sup>

In addition to the Plan Directions, fourteen sector strategies have been developed between 2007 and 2015<sup>81</sup>, which refer to specific gender aspects in their fields.<sup>82</sup> In addition seven Sector Action Plans were developed by AECID, one of which also focused on Gender in Development in 2010.<sup>83</sup> In 2016

<sup>75</sup> Gender Guidelines 2015, <http://www.aecid.es/Centro-Documentacion/Documentos/Publicaciones%20AECID/GUÍA%20DE%20GÉNERO.pdf>

<sup>76</sup> Plan Director de la cooperación española IV, 2013-2016, (p. 33)

<sup>77</sup> Plan Director V, 2018-2021

[https://www.cooperacionespanola.es/sites/default/files/v\\_plan\\_director\\_de\\_la\\_cooperacion\\_espanola\\_2018-2021.pdf](https://www.cooperacionespanola.es/sites/default/files/v_plan_director_de_la_cooperacion_espanola_2018-2021.pdf)

<sup>78</sup> *ibid.*

[https://www.cooperacionespanola.es/sites/default/files/v\\_plan\\_director\\_de\\_la\\_cooperacion\\_espanola\\_2018-2021.pdf](https://www.cooperacionespanola.es/sites/default/files/v_plan_director_de_la_cooperacion_espanola_2018-2021.pdf)

<sup>79</sup> Plan Director de la cooperación española V, p.30

<sup>80</sup> AECID Plan Director de la cooperación española. 2009-2013; This document also includes an overview over Spanish approaches to gender prior to 2010.

<sup>81</sup> Humanitarian Action; Construction of Peace; Culture and Development; Education; Development Education; Gender in Development; Fight against hunger; Environment and Sustainable Development; Indigenous Peoples; Health; Governance; Democratic, Citizen Participation and Institutional Development; Multilateral; Economic Growth and Promotion of the Business Fabric; and childhood.

<sup>82</sup> The different sectoral strategies of Spanish cooperation contain guidelines for mainstreaming in each sector. A number of sector strategies refer to the commitment on gender equality as noted in the Plan Directiones, such as the 2007 Strategy for Humanitarian Action and Cooperation, the Strategy for democratic governance, participation and institutional development, the Peacebuilding Strategy Paper, as well as the 2016-2017 regional strategy for Latin America. Especially the support programme for regional integration in Central America includes the political processes for gender equality as key support area.

<sup>83</sup> The others were Water; Education; Environment and Climate change; Health; Economic Growth for Poverty Reduction; Rural Development and Struggle Against Hunger.



three additional sector documents complemented the existing strategic guidelines, these focused on education, gender<sup>84</sup> and health. The 2010 Sector Action Plan for Gender and Development indicated five strategic lines of work: (i) Social and political participation, (ii) Fight against gender violence (iii) Sexual and reproductive rights (iv) Women and peace building and (v) Economic and labor rights. It also aimed to strengthen the mainstreaming approach as well as the institutionalisation and culture towards gender in Spanish development cooperation. There are two components to AECID's work on gender: (1) Planning and programming with a gender approach and (2) Inclusion of the gender approach in different units of AECID.<sup>85</sup> The 2016 sectorial document on gender and development<sup>86</sup> aligned with the SDGs and aimed at showing ways to strengthen gender mainstreaming in all actions and instruments. It aims to counter the risk of the geographic and thematic focus of PD IV, which despite the guidelines on gender in the Manual for devising Country Association Framework, may decrease in its focus on gender if not accompanied by a real mainstreaming strategy. For this reason, it commits to four areas: (1) Consolidate Gender Equality in Development as a hallmark of Spanish Cooperation (EC); (2) Contribute to guarantee the full exercise of human rights by women and girls and eradicate gender violence through targeted gender-specific projects and support to institutionalising gender equality in political agendas of partner countries; (3) Consolidate the real mainstreaming of the gender approach in all strategic planning, management, monitoring and evaluation processes, and interventions promoted by the Agency for the sake of greater policy coherence; 4) Knowledge management, strengthening the Gender Knowledge Network and its collaborative work environment as an essential work tool for the generation of joint knowledge, information exchange and lessons learned.

As part of the process of further institutionalizing a culture of gender mainstreaming, AECID published **A Guide for mainstreaming gender in Spanish Development Cooperation in 2015**<sup>87</sup>. It aimed at systematizing lessons learned and bringing together tools that help staff at all levels operationalizing the gender approach. The guide offers support to strategic planning processes or for designing bilateral interventions and formulating evaluation proposals.

Spain places its commitments on gender in the international framework of the MDGs, the SDGs, the Beijing Declaration, the Convention for the Elimination of All Forms of Discrimination against Women (CEDAW) as well as UN SCR 1325 and other documents and relevant UN resolutions. As EU member state it explicitly refers to the EU regulatory framework on gender in development and external action. The current Masterplan also makes a link to the gender commitments in new European Consensus as well as the EU Gender Action Plan II.

During the Spanish Presidency of the EU in 2010 Spain promoted the approval of the GAP I and has actively worked both the GAP I and the Working Group for the preparation of the GAP II.

#### 3.3.1.4 Sweden

During the past decades Sweden has implemented a progressive agenda on gender equality. In 1979, the Government of Sweden (GoS) introduced the Swedish Gender Equality Act and a movement for including gender issues in the Swedish policy agenda emerged. In the 1990s, gender mainstreaming was then introduced as a working method. In 2016, the Government issued the Communication "Power, goals and agency – a feminist policy for a gender-equal future". It presents Sweden's focus areas on gender equality, mechanisms for implementation and a ten-year national strategy including a monitoring system.<sup>88</sup> Its main goal is that "women and men shall have the same power to shape society and their own lives".

Concerning external action specifically, Sweden was the first country in the world to put a **feminist foreign policy** in place. This policy was launched in 2014. It systematically applies gender equality

<sup>84</sup> [http://intercoonecta.aecid.es/Documentos%20de%20la%20comunidad/Documento%20Sectorial\\_Género.pdf](http://intercoonecta.aecid.es/Documentos%20de%20la%20comunidad/Documento%20Sectorial_Género.pdf)  
AECID (2016) Documento Sectorial – Perspectivas y Recomendaciones del sector género en desarrollo

<sup>85</sup> [http://www.aecid.es/Centro-](http://www.aecid.es/Centro-Documentacion/Documentos/Publicaciones%20AECID/GUÍA%20DE%20GÉNERO.pdf)

[Documentacion/Documentos/Publicaciones%20AECID/GUÍA%20DE%20GÉNERO.pdf](http://www.aecid.es/Centro-Documentacion/Documentos/Publicaciones%20AECID/GUÍA%20DE%20GÉNERO.pdf)

<sup>86</sup> [http://intercoonecta.aecid.es/Documentos%20de%20la%20comunidad/Documento%20Sectorial\\_Género.pdf](http://intercoonecta.aecid.es/Documentos%20de%20la%20comunidad/Documento%20Sectorial_Género.pdf)

<sup>87</sup> [http://www.aecid.es/Centro-](http://www.aecid.es/Centro-Documentacion/Documentos/Publicaciones%20AECID/GUÍA%20DE%20GÉNERO.pdf)

[Documentacion/Documentos/Publicaciones%20AECID/GUÍA%20DE%20GÉNERO.pdf](http://www.aecid.es/Centro-Documentacion/Documentos/Publicaciones%20AECID/GUÍA%20DE%20GÉNERO.pdf)

<sup>88</sup> While focusing also on activities and impact within Sweden, the feminist national policy strategy's objectives are valid for the whole government, including foreign relations. Its four objectives are (i) Increased and effective efforts to prevent violence; (ii) improved detection of violence and stronger protection of and support to women and children subjected to violence; (iii) more effective law enforcement, and (iv) improved knowledge and methodological development.

<https://www.regeringen.se/49c517/globalassets/government/dokument/socialdepartementet/summary-of-the-government-communication-power-goals-and-agency--a-feminist-policy.pdf>

throughout Sweden's foreign policy agenda by taking three "Rs" (rights<sup>89</sup>, representation<sup>90</sup> and resources<sup>91</sup>) as a starting point.<sup>92</sup> In recent years, Sweden's gender mainstreaming approach in its external actions has intensified and led to the adoption of a focus on gender equality in the national government budget. The GoS published a handbook summarizing the lessons learned from the first four years of Sweden's experience with the feminist foreign policy as well as selected methods and examples for inspiration in 2018.<sup>93</sup>

To implement its feminist foreign policy, the GoS drafts an **Action Plan**, which is updated annually. The 2015- 2018 Action Plan has six long-term external objectives for all women and girls:

- Full enjoyment of human rights,
- Freedom from physical, psychological and sexual violence, (iii) Participation in preventing and resolving conflicts, and post-conflict peacebuilding,
- Political participation and influence in all areas of society,
- Economic rights and empowerment and (
- Sexual and reproductive health and rights (SRHR).

The current plan (2019-2022)<sup>94</sup> maintains these objectives. Action Plan activities are also included in the operational plans of the Swedish Foreign Service. This ensures that its objectives are monitored within ordinary processes on an annual basis. In addition, The Swedish Ministry of Foreign Affairs' rules of procedure delineates the responsibility of all managers to integrate gender equality in their decision-making and resource allocation.<sup>95</sup> The Action Plan aims to support norm change, for which communication strategies and cultural cooperation are main mechanisms.

The three main policy areas of Swedish foreign policy, namely foreign and security policy, development cooperation and trade and promotion policy include sub-goals in each of their respective area of responsibility to support implementation of the feminist foreign policy. The key gender equality issues and/or processes in which each of the three policy areas is focusing are summarized in Table 8 below.

**Table 8** *Key Gender Equality Related Actions and Approaches*

<i>Foreign Policy Area</i>	<i>Key Gender Equality Related Actions and Approaches</i>
Foreign and Security Policy	The GoS sees UNSCR 1325 as a tool to achieve peace and security that is sustainable, representative and inclusive. It is one of the cornerstones of Sweden's feminist foreign policy. In keeping with UNSCR 1325 commitments Sweden has had a National Action Plan (MAP) in place since 2006. The current NAP is the third of its kind and was published in 2016. It covers the work of three ministries and eleven agencies for the period 2016-2020 <sup>96</sup>
Development cooperation	International development cooperation is the area of Swedish foreign policy that first integrated a clear gender equality perspective. The Policy Framework for Swedish Development Cooperation and Humanitarian Assistance of 2016 <sup>97</sup> includes gender equality as thematic focus area.

<sup>89</sup> "The Swedish Foreign Service shall promote all women's and girls' full enjoyment of human rights, including by combating all forms of violence and discrimination that restrict their freedom of action." (p.13, Handbook)

<sup>90</sup> The Swedish Foreign Service shall promote women's participation and influence in decision-making processes at all levels and in all areas, and shall seek dialogue with women representatives at all levels, including civil society." (p.13, *ibid.*)

<sup>91</sup> The Swedish Foreign Service shall promote women's participation and influence in decision-making processes at all levels and in all areas, and shall seek dialogue with women representatives at all levels, including civil society." (p.13, *ibid.*)

<sup>92</sup> A fourth R, "reality", is being added to underline the importance of data and facts.

<sup>93</sup> Government of Sweden (2018): Handbook – Sweden's feminist foreign policy, [https://www.government.se/49deb7/contentassets/fc115607a4ad4bca913cd8d11c2339dc/handbook-swedens-feminist-foreign-policy\\_eng.pdf](https://www.government.se/49deb7/contentassets/fc115607a4ad4bca913cd8d11c2339dc/handbook-swedens-feminist-foreign-policy_eng.pdf)

<sup>94</sup> <https://www.government.se/information-material/2018/03/swedish-foreign-service-action-plan-for-feminist-foreign-policy-20192022-including-indicative-measures-for-2019/>

<sup>95</sup> See The Government Offices' regulations and rules of procedure for the Ministry for Foreign Affairs (2017)

<sup>96</sup> <https://www.government.se/contentassets/8ae23198463f49269e25a14d4d14b9bc/women-peace-and-security-eng.pdf>

<sup>97</sup> [https://www.government.se/49a184/contentassets/43972c7f81c34d51a82e6a7502860895/skr-60-engelsk-version\\_web.pdf](https://www.government.se/49a184/contentassets/43972c7f81c34d51a82e6a7502860895/skr-60-engelsk-version_web.pdf)

	<p>The government ordinance to the Swedish International Development Cooperation Agency (Sida) includes new wording on gender equality. Since 2018, a thematic strategy for Sweden's development cooperation for global gender equality and women's and girls' rights (2018-2022) exists encompassing SEK 1000 million.<sup>98</sup> At request of the government, Sida drew up an Action plan for mainstreaming gender equality during the period 2016-2018.<sup>99</sup> The plan has been evaluated in 2018.<sup>100</sup></p> <p>Sida has also produced gender related Guidelines and Action Plans to support Sida's work against gender-based violence (2008-2010)<sup>101</sup> ; and a Manual for Gender Equality in Practice (2009).<sup>102</sup></p> <p>Sweden also initiated the first ever evaluation of the effectiveness of policy dialogue as an instrument of development cooperation – using gender equality as a case study.</p>
Trade and promotion policy	<p>Sweden advocates for gender equality to be integrated into free trade agreements both at the level of the WTO as well as in European trade policies. It wants to see a stronger gender equality perspective in the EU's trade agreements with third countries and parties. Sweden also pursues a feminist trade policy and aims to influence global actors in trade and finance to include gender equality objectives. It is doing this in a global environment which has only recently started to consider gender equality within a trade context and as such is one of the global leaders in pursuing this gender-inclusive approach to trade.</p>

As with the other countries in this review, in official policy documents and guidelines, Sweden bases its commitment on gender on international UN Conventions (e.g. the Convention on the Elimination of All Forms of Discrimination against Women), the UN World Conference on Women in Beijing, UNSCR 1325, the SDGs as well as the EU Gender Action Plan II (2016-2020), amongst others. Sweden was also instrumental in drawing up the EU Gender Action Plan II. Its handbook on the feminist foreign policy notes that the EU GAP II focus on institutional cultural change, that emphasizes leadership, accountability and resources is fully in line with Sweden's approach.<sup>103</sup>

### 3.3.2 Institutional support to gender mainstreaming – focus on two EU MS

Given the limited time available during the inception phase, the evaluation team analysed the GEWE-related institutional environment of only two EU MS. This analysis will be expanded in the next phase.

#### 3.3.2.1 Germany

Overall, there is no common systematic approach among German ministries to gender mainstreaming and gender-sensitive budgeting is not a federal requirement. Within the BMZ thematic desk responsible for dealing with gender issues is placed in the division of Human rights, gender equality and inclusion of persons. As part of the gender equality strategy and the Action Plan of the BMZ, "major efforts have been made to build up inter-institutional gender expertise by means of [...] training", which take place continuously both in the BMZ, in its implementing agencies and in partner countries.<sup>104</sup> The German Foreign Ministry (AA) also has a specific unit which focuses on mainstreaming efforts for relevant topics, including gender equality.<sup>105</sup> In Germany's diplomatic missions abroad gender focal points exist (KII Inception).

The **BMZ** Strategy paper of 2014 demands for meaningful gender analysis to be taken into account when drawing up German country strategy papers, which form the basis of strategic cooperation with a country. Concrete guidance on how to set gender-differentiated targets, indicators and schedules is provided by the 2013 BMZ Guidelines on Incorporating Human Rights Standards and Principles<sup>106</sup>,

<sup>98</sup> The strategy includes 7 goals: (1) Enhanced global and regional conditions to implement and strengthen the global normative framework for gender equality, (2) Enhanced global and regional conditions to counteract discrimination and gender-stereotypical norms and attitudes, (3) Enhanced global and regional capacity to combat all forms of gender-based violence and harmful practices, (4) Enhanced conditions for women's rights organisations, feminist movements and woman human rights defenders, (5) Increased safety and security for actors and organisations that promote gender equality, (6) increased access to and use of sex-disaggregated data and gender equality research, (7) enhanced methods and capacity development for gender equality efforts.

<https://www.government.se/4acfa2/contentassets/3e6be18734b94807b98a7b4d4c970d81/strategygenderequalityandwomensrights-002.pdf>

<sup>99</sup> Sida's Gender Mainstreaming Plan has three goals: (1) Increased support to interventions where gender equality is a principal objective, (2) Enhanced quality of gender mainstreaming, through strengthened follow-up and monitoring and gender analysis in strategy processes and interventions; (3) strengthened gender equality work as an organization and employer.

<sup>100</sup> [https://openaid.se/app/uploads/2019/05/EBA\\_2018\\_07\\_Jamstalldhetsintegrering.pdf](https://openaid.se/app/uploads/2019/05/EBA_2018_07_Jamstalldhetsintegrering.pdf)

<sup>101</sup> [https://www.sida.se/contentassets/b7c778a855dc4e92a5a9da1bebc48b0a/action-plan-for-sidas-work-against-gender-based-violence-2008-2010\\_680.pdf](https://www.sida.se/contentassets/b7c778a855dc4e92a5a9da1bebc48b0a/action-plan-for-sidas-work-against-gender-based-violence-2008-2010_680.pdf)

<sup>102</sup> [https://www.sida.se/contentassets/0c376ea02bfa471aa57caefbc5d2d12f/gender-equality-in-practice\\_298.pdf](https://www.sida.se/contentassets/0c376ea02bfa471aa57caefbc5d2d12f/gender-equality-in-practice_298.pdf)

<sup>103</sup> Handbook Feminist Foreign Policy, p.62

<sup>104</sup> BMZ Strategy, 2014, p.16.

<sup>105</sup> <https://kleineanfragen.de/bundestag/19/7587-feministische-aussenpolitik-als-perspektive-fuer-deutschland.txt>

<sup>106</sup> [https://www.bmz.de/en/zentrales\\_downloadarchiv/themen\\_und\\_schwerpunkte/menschenrechte/Leitfaden\\_PV\\_2013\\_en.pdf](https://www.bmz.de/en/zentrales_downloadarchiv/themen_und_schwerpunkte/menschenrechte/Leitfaden_PV_2013_en.pdf)

which includes directions on how to include gender in programme proposals for bilateral German cooperation. Beyond gender analysis, explicit gender-sensitive impact indicators and gender-sensitive budgeting, as well as gender-sensitive monitoring and evaluation, are other instruments used by German cooperation. For BMZ funded projects, BMZ's award criteria state that a gender analysis must be conducted at the start of a new German development cooperation project. During the approval of an offer design it is documented whether a gender analysis has been conducted.<sup>107</sup>

The BMZ receives capacity support on gender equality issues through the multi-year sector programme Promoting Gender Equality and Women's Rights. This sector programme is funded by BMZ and implemented by GIZ and provides capacity development and institutional learning to GIZ, KfW and BMZ staff through training and technical inputs<sup>108</sup>. It further supports the BMZ to define and carry out its strategic positioning as well as expanding the number of projects with gender equality as their main objective. The current phase of the sector programme runs from 2018-2021<sup>109</sup>, building on prior phases. Currently the sector programme at GIZ at the service of BMZ consists of about 18 staff members (Inception KII).<sup>110</sup> BMZ has further established a thematic advisory team on gender, consisting of representatives of implementing organizations and civil society supporting the BMZ in rolling out the development policy on gender equality.<sup>111</sup>

For the facilitation of the specific commitments **under UNSCR 1325** and their implementation, a number of mechanisms are in place. First, an Inter-Ministerial Working Group 1325 has been established under the lead of the Foreign Ministry since 2009.<sup>112</sup> This Group has been instrumental in drafting Germany's UNSCR 1325 Action Plan and is also responsible for checking and monitoring progress through Implementation Reports<sup>113</sup>. Second, a consultation group has been established, which includes representatives of civil society and the Ministries that are part of the Inter-Ministerial Working Groups and meets two times per year. These strategic and thematic formats are supplemented by an exchange at technical and operational level on specific themes and countries, encompassing practical seminars or round tables and taking place twice per year. On top, the early crisis warning system of the AA is based on indicators, which amongst others also take into account the situation of girls and women in assessing the instability of a country.

All **GIZ** staff is required to implement GIZ's strategy. Within GIZ, individual organizational units, including the HR department appoint a gender focal point and define, adopt and document their own specific action documents and measures, which provide the basis for annual reporting. Department managers are responsible for implementation, monitoring and reporting in their area of responsibility. Specific additional positions exist to promote gender equality. At headquarter level these are the Gender Ambassador, who actively promotes GIZ's gender strategy and acts as interface between specialist and executive management levels, and the GIZ Gender Commissioner (Spokesperson for Gender). Moreover a sectoral division on gender (the above mentioned Sector programme, which ensures sectoral expertise), a Safeguards+Gender Desk (providing guidance on gender-related procedural questions and checking plausibility of in-depth gender analyses), a gender coordination group (consisting of the Gender Ambassador, the GIZ Gender Commissioners and the gender focal points of the departments) as well as a company wide gender network (consisting of all gender focal points) is in place to support gender mainstreaming. However, the recent strategy evaluation found that gender focal points are often not given required official time budget or resources. A Thematic Forum on gender draws up analytical documents on specific themes and contributes to knowledge management through organizing discussions, events and a gender week.<sup>114</sup> Similar structures already existed under the 2012 strategy<sup>115</sup>, yet over time the human resources system on gender in GIZ has become more elaborate.

The recent GIZ corporate strategic review on gender found that management commitment is still often dependent on the individual and that "commitment of middle management [...] is seen as mixed" with some managers lacking understanding of gender and giving other cross-cutting issues priorities.<sup>116</sup> Following the review a new safeguards and gender management system has been introduced – a process that aims to "identify at an early stage and address risks and unintended negative effects on

<sup>107</sup> [http://eugender.itcilo.org/toolkit/online/story\\_content/external\\_files/BB13.pdf](http://eugender.itcilo.org/toolkit/online/story_content/external_files/BB13.pdf)

<sup>108</sup> According to the project website this has successfully contributed to mainstreaming gender equality more firmly in the processes of GIZ, KfW and BMZ, such as integrating gender into results monitoring. See <https://www.giz.de/en/worldwide/65544.html>

<sup>109</sup> <https://www.giz.de/en/worldwide/65544.html>

<sup>110</sup> Source: Key informant interviews carried out by the evaluation team.

<sup>111</sup> BMZ GAP II, p. 20.

<sup>112</sup> [https://www.boell.de/sites/default/files/assets/boell.de/images/download\\_de/Frauen-BerichtRes1325\\_2007%281%29.pdf](https://www.boell.de/sites/default/files/assets/boell.de/images/download_de/Frauen-BerichtRes1325_2007%281%29.pdf)

<sup>113</sup> See Implementation report for 2013 to 2016

<sup>114</sup> For more information see GIZ (2019): Gender Reloaded, 2019.

<sup>115</sup> The Gender focal points system has already been established since 2005.

<sup>116</sup> GIZ Corporate Review on Gender



gender equality arising from projects as well as a specific potential for promoting equality.”<sup>117</sup> It is overseen by the Safeguards+Gender team while clear and binding responsibilities are assigned. Training courses have been offered on these gender safeguards since 2017.<sup>118</sup>

Financial resources in form of an annual budget for company-wide measures in support of implementing the gender strategy is noted both in the 2012 as well as the 2019 strategy. This center-wide budget finances the implementation of company-wide network meetings, awareness raising and exchange (e.g. in form of the above-noted gender week, the digital gender platform and other activities). At all levels throughout the organization it is the responsibility of the manager to secure the human resources required for a successful implementation. Guidance for operationalization of the policy is provided through the document “Part 2 GIZ Gender Strategy” (internal only). Other specific guidance material as well as a training course on gender analysis are available on the GIZ intranet (DMS). However, the strategic evaluation of gender in GIZ noted that there is no clear organizational structure, no clear binding guidelines, procedures or defined resources for implementing the gender strategy and that the flexibility for the units to develop their own guidelines and action plans leads to a spectrum of implementation models in country offices.

Monitoring and reporting was also found to be a weakness in this evaluation. Progress and final reports often fall short of referring to gender indicators or including SMART quality criteria on gender. “The corporate strategy evaluation therefore found project reporting to be a significant weakness in gender-oriented commission design.” In response, additional efforts have been made to ensure that gender-related effects are incorporated into progress and final reports, e.g. through developing information sheets with tips.

KfW has also established a network of Gender focal points, which have sector-specific and country-specific gender expertise and are key for internal knowledge management and information exchange.

### 3.3.2.2 The Netherlands

The Netherlands experimented over time with the institutional set-up for mainstreaming gender. Since 2011, a gender unit has been incorporated in the Human Rights department of MinBuza (the Dutch Ministry of Foreign Affairs),<sup>119</sup> yet moved back to its original department, the Department for Social Development in 2012. Since March 2014, gender expertise in the Foreign Ministry has been bundled in the Task Force Women’s Rights and Gender Equality (TFVG), which has been set up to provide advice on women’s rights and gender equality, stimulate cross-fertilisation among departments of the Foreign Ministry, initiate and support on the theme of gender equality, including support to embassies<sup>120</sup>, and contribute to visibility of gender in all interventions. The TFVG includes staff from the departments for social development, human rights, SRHR and stability and humanitarian aid as well as from the thematic areas environment, water, climate energy and economic development.<sup>121</sup> The work of the task force until 2014 was evaluated as largely positive.<sup>122</sup> A Gender Resource Facility has been set up at the end of 2014<sup>123</sup>, pooling expertise in order to advise and support embassies and departments in the Hague in their efforts to translate gender policies into programmes and interventions as well as to play a function on gender knowledge management. In the early stages demand on the facility has been higher than expected.<sup>124</sup> The Gender Resource Facility made gender expertise available until 2018 and was then followed up by a MinBuza DSO/IGG<sup>125</sup> expertise pool from 2019, which includes gender expertise.<sup>126</sup> However, in 2014, beyond local staff focusing on gender part-time in 15 embassies, no other Dutch gender experts or focal points were present in embassies, as noted by the evaluation of Dutch support

<sup>117</sup> GIZ Corporate Review on Gender

<sup>118</sup> GIZ Corporate Review on Gender

<sup>119</sup> Previously it was hosted by the department for Social and Institutional Development under the Coordinator for International Women Affairs, for more details see IOB (2015), Gender sense and sensitivity, p. 55.

<sup>120</sup> Support to embassies, departments and implementing agencies has been offered through an external expertise centre as part of the Task Force. See Letter of 13 November 2015 from the Minister of Foreign Affairs and the Minister for Foreign Trade and Development Cooperation to the House of Representatives on the ‘Gender Sense and Sensitivity’ (2007-2014 policy review conducted by IOB. <https://www.iob-evaluatie.nl/binaries/iob-evaluatie/documenten/brieven/2015/11/01/405---policy-reaction-policy-evaluation-on-womens-rights-and-gender-equality-2007-2014/405-policy-reaction-policy-evaluation-on-womens-rights-and-gender-equality-2007-2014.pdf>

<sup>121</sup> Ibid. p. 56

<sup>122</sup> Ibid.

<sup>123</sup> The Ministry of Foreign Affairs commissioned FemConsult and KIT through a framework contract to provide services for the Facility. <https://www.kit.nl/kit-femconsult-contract-with-dutch-government/>

<sup>124</sup> Ibid. p.57

<sup>125</sup> DSO is the Social Development Department of the Ministry of Foreign Affairs and IGG is the Inclusive Green Growth Department.

<sup>126</sup> Theory of Change – Vrouwenrechten en Gendergelijkheid, 2018.

to gender equality 2007-2014. This seems to have changed. The 2018 Theory of Change notes that the Task Force Gender Equality facilitates a network of gender focal points at the departments and missions. The institutional culture and commitment of mid- and senior management in the Netherlands has evolved from a 'bureaucratic wall of indifference' (observed in 2001)<sup>127</sup> to a stronger commitment and 'more consistent political leadership'.<sup>128</sup> Nevertheless, the last evaluation of the Dutch approach to gender (2007-2014) noted a mixed picture based on inconsistency of how gender issues are integrated in sector policy documents and the inconsistent use of the OECD gender marker.

In the 2000s, the Ministry of Foreign affairs used to have a dedicated 'gender training' for staff, which was however abolished in 2011 as staff did not show interest.<sup>129</sup> In 2014/15 efforts were undertaken to incorporate gender equality in other ministry-wide training with a focus of the thematic areas of Dutch spearheads. Moreover, tools and instruments, such as guidelines, monitoring fiches, quick reference guides existed to support the process of integrating gender into programs and activities, specifically for the Dutch spearheads.

Since 2012, instructions for country programs pay more attention to gender and ask that each programme is based on a 'careful analysis and diagnostic' of gender equality. Moreover, there is a requirement to conduct an impact assessment for vulnerable groups when devising multi-annual plans in embassies and departments. This includes the issue of gender. However, the evaluation of the Dutch approach to gender found that between 2007 and 2014 contextualized gender analyses seem to have been rarely used when designing policies, programmes and projects leading to limitations in intervention design phases.<sup>130</sup> Shortcomings were also noted for monitoring and evaluation in terms of gender disaggregated information and data and documenting findings that go beyond insights on the activities carried out. The EU evaluation of GAP I was more positive and noted that the "*Netherlands [...] [has] managed to resource [its] GEWE<sup>131</sup> commitments more appropriately, the dividends of which can be seen in more grounded Country strategy papers, with clearer strategic objectives and link to programming*"<sup>132</sup>. However, it also pointed out that there is a lack of implementation guidelines with country missions devising their own approaches in their specific context, leading to a level of 'reinventing the wheel.'

The 2015 response to the results of the IOB gender policy evaluation (2007-2014) noted that the government will, in the future, pay more attention to making "*more consistent use of gender analyses to identify strategic opportunities for integrating gender into priority policy areas*" and to "*impose stricter conditions for monitoring and evaluation*" when approving new grants.<sup>133</sup> This is picked up by the 2018 Theory of Change, which notes that in order to support gender mainstreaming, The Ministry ensures that "*gender analyses are translated into a concrete gender strategy with clear gender results and indicators*"<sup>134</sup>, for Dutch thematic priority (spearhead) programs.<sup>135</sup> Dutch grant regulations specify that projects funded by the Netherlands must be designed in a gender-sensitive way by means of contextual analysis.<sup>136</sup>

Concerning monitoring and evaluation of Dutch cooperation, since 2012, a monitoring framework exists which maps the results of the aid spearheads and includes cross-cutting issues such as gender. Guidelines explain how gender or women-related indicators can be incorporated into the M&E system. The IOB evaluation on gender, peace and security<sup>137</sup> however noted, that M&E often still stopped at the level of outputs and only to a lesser extent on results for women and men.

For the implementation of the Dutch National Action Plan for UNSC1325, dedicated financial resources exist (as highlighted above) for activities falling under the priority areas of the plan. Moreover, in the

<sup>127</sup> IOB (2015), Gender sense and sensitivity, p. 68

<sup>128</sup> EU Commission (2015): EU Evaluation of GAP I

<sup>129</sup> See IOB (2015), Gender sense and sensitivity.

<sup>130</sup> [http://archieff.iob-evaluatie.nl/sites/iob-evaluatie.nl/files/Gender%20sense%20%26%20sensitivity%20-%20Policy%20evaluation%20on%20women%27s%20rights%20and%20gender%20equality%20\(2007-2014\).pdf](http://archieff.iob-evaluatie.nl/sites/iob-evaluatie.nl/files/Gender%20sense%20%26%20sensitivity%20-%20Policy%20evaluation%20on%20women%27s%20rights%20and%20gender%20equality%20(2007-2014).pdf) (p.19)

<sup>131</sup> GEWE stands for Gender Equality and Women Empowerment

<sup>132</sup> [https://ec.europa.eu/europeaid/sites/devco/files/evaluation-cooperation-ec-gender-1338-main-report-201504\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/evaluation-cooperation-ec-gender-1338-main-report-201504_en.pdf) (p. 39)

<sup>133</sup> Letter of 13 November 2015 from the Minister of Foreign Affairs and the Minister for Foreign Trade and Development cooperation to the House of Representatives on the 'Gender Sense and Sensitivity' policy review.

<sup>134</sup> Theory of Change – Vrouwenrechten en Gendergelijkheid, Narratief, 2018.

<sup>135</sup> The EU evaluation of GAP I, noted that the Netherlands, by focusing on a few thematic spearhead areas to mainstream gender, makes the approach more manageable.

<sup>136</sup> <https://www.government.nl/binaries/government/documents/publications/2018/11/19/documents-grant-application-dfcd/181114+DFCD+grant+policy+framework.pdf>

<sup>137</sup> IOB (2015): Gender, peace and security – Evaluation of the Netherlands and UN Security Council Resolution 1325, <https://www.government.nl/binaries/government/documents/reports/2015/04/01/iob-gender-peace-and-security-evaluation-of-the-netherlands-and-un-security-council-resolution-1325/iob-gender-peace-and-security.pdf>

focus countries involved signatories and other partners meet every two months in country groups, which constitute context-specific forums to share perspectives and to develop a strategic country plan and conduct a gender-specific conflict analysis guiding the design and implementation of activities. An M&E system is based on context specific M&E and SMART indicators. To roll out the M&E further training courses and exchange of information per country is envisaged by the plan.

In the area of **peace and security and in support of UNSCR1325**, the Dutch Ministry of Defense has made efforts to increase the number of female military experts that are deployed in UN missions, for instance through training offers (UN Female Officers Course). The Ministry of Defense has also integrated gender aspects in its Assessment Framework for decision-making on the deployment of Dutch Soldiers since 2009. The framework states that, where applicable and in accordance with international agreements and resolutions, specific attention is paid to women's participation, impact on women and other aspects of gender equality.<sup>138</sup> Dutch gender experts are also seconded to help at strategic, operational and tactical level advising mission commanders on the integration of gender. In the field of education and training, attention is paid to gender within mission-oriented training courses. Beyond, gender training for soldiers, police and diplomats of European and African countries has been organized at the initiative of the Netherlands also benefiting the UN, the AU, OSCE and NATO. Nevertheless, the 2016-2019 Defense Action Plan 1325 aims to tackle gender equality in missions and operations in a more structural way. The first area, *Institutionalisation*, focuses on establishing a defense-wide integrated approach and organizational embedding as well as clear leadership role for the Commander of Armed Forces.<sup>139</sup> Second, further focus on *education & training* as well as knowledge management aims to respond to the call of UNSCR 1325 to implement national training programs and integrate existing gender training offered by NATO into Dutch training packages during 2017/2018 and in cooperation with expert centers such as the Nordic Centre for Gender in Military and the Roméo Dallaire Institute. Third, in terms of *staffing*, the Defense Action Plan 1325 foresees to focus on inclusive leadership and an inclusive work culture as well as recruiting more female soldiers. A timeline foreseen by the Dutch Defense Ministry for carrying out these activities can be found online.<sup>140</sup>

### 3.4 Regional specificities

In this section, the main regional policies and strategies are summarised, along with the relevant (geographic) financing instruments.

#### 3.4.1 Enlargement Region: Western Balkans and Turkey

The **Stabilisation and Association Process (SAP)**<sup>141</sup> is the European Union's policy towards the Western Balkans, established with the aim of eventual EU membership. Western Balkan countries are involved in a progressive partnership with a view of stabilising the region and establishing a free-trade area. The SAP sets out common political and economic goals, although progress evaluation is based on countries' own merits. Key practices and principles are the establishment of: i) contractual relationships (bilateral Stabilisation and Association Agreements (SAA)); trade relations (autonomous trade measures); ii) financial assistance (IPA); and iii) regional cooperation and good neighbourly relations.

The **EU accession process**<sup>142</sup> aims to prepare aspiring countries to take on rights and obligations associated with EU membership and to align their legislation with the EU *acquis* (EU-wide laws and policies), which are outlined in the 35 Chapters of the *acquis* (also sometimes referred to as "Enlargement negotiation chapters").<sup>143</sup> The accession, or **Copenhagen criteria** (after the European

<sup>138</sup> <https://www.kvmo.nl/images/pdf/2018/defensie-actieplan-1325.pdf> (p.3).

<sup>139</sup> This is to be achieved by working on three areas: 1) Placing a gender adviser at strategic level with direct access to the Commander with responsibility to coordinate the implementation of the Defense Action Plan 1325; 2) establishing a steering committee under the chairmanship of the Deputy Commander and with representatives of the Operational Commands, which is to meet every six months to discuss progress on the Defense Action Plan; 3) appointing gender focal points at each Operational Command. These officers should spend ten percent of their time integrating a gender perspective into their organizational unit and look at the operational decision-making process through a 'gender lens'. The appointment and embedding of these focal points is the responsibility of the Operational Commander. They will be able to attend education and training as well as e-learning modules (existing modules by NATO Allied command Transformation). For these activities an evaluation is planned for 2019.

<sup>140</sup> <https://www.kvmo.nl/images/pdf/2018/defensie-actieplan-1325.pdf>

<sup>141</sup> The SAP was launched in June 1999 and strengthened at the Thessaloniki Summit in June 2003 taking over elements of the previous Accession process.

<sup>142</sup> Accession negotiations have been opened with "candidate" countries Montenegro (2012), Serbia (2014), and Turkey (2005). North Macedonia has been a "candidate" country since 2005 and Albania since 2014. Bosnia and Herzegovina (application to join the EU submitted in February 2016) and Kosovo (SAA entered into force in April 2016) are "potential candidates".

<sup>143</sup> [https://ec.europa.eu/neighbourhood-enlargement/policy/conditions-membership/chapters-of-the-acquis\\_en](https://ec.europa.eu/neighbourhood-enlargement/policy/conditions-membership/chapters-of-the-acquis_en)

Council in Copenhagen in 1993 which defined them), are the essential conditions all candidate countries must satisfy to become a member state. These criteria are:

- Political: stability of institutions guaranteeing democracy, the rule of law, human rights and respect for and protection of minorities. Gender equality is a fundamental rights issue under the political criteria. This includes issues such as women's representation and participation in politics. It is prominent in Chapter 23 on fundamental rights, which includes issues such as progress in the implementation of international commitments on human rights, including CEDAW.
- Economic: a functioning market economy and the capacity to cope with competition and market forces. Women's economic empowerment, including aspects such as women's participation in the labour market and economic life more broadly, is implicated here.
- Administrative and institutional: capacity to effectively implement the EU *acquis* and ability to take on membership obligations.

GEWE issues are also covered under other Chapters, such as Chapter 19 on social policy and employment and Chapter 28 on health and consumer protection. The EU regards significant actions towards the achievement of gender equality as a prerequisite for accession. Candidate countries are expected to comply with the related EU *acquis* and to have established the institutional frameworks needed to enforce legislation.

EU financial assistance provided to the Enlargement region is chiefly provided under the **IPA**. There is no mention to GEWE in the Regulation establishing IPA I (2007-2013), nor in its 2010 amended version. The currently running version of that instrument, IPA II (2014-2020), refers to gender issues under Specific Objectives 1(a) and 2(a); however, in implementation, measures to address corruption, instability and weak rule of law have been given greater priority than addressing problems of gender inequality, though all of the above have a gender dimension<sup>144</sup>.

**Stability and Association Agreements** make no explicit reference to GEWE or Lesbian, Gay, Bisexual, Transgender, Intersex (LGBTI) rights. However, GAP II reporting has identified progress on gender mainstreaming in the Western Balkans and Turkey, and the process of EU approximation is perceived to have had a positive impact in this regard. Constitutions in the region guarantee a broad range of human rights and freedoms, and main legislative frameworks have been set with reference to their ratification of CEDAW (1979) and the Istanbul Convention on Combating Violence Against Women (2011). Most countries have set up special gender equality bodies, national strategies and action plans. A series of relevant laws have been adopted during the last decade (e.g., Laws on Gender Equality), although there still remain some legislative and institutional steps governments need to take to bring them in line with the highest EU and international standards. Implementation often lags, however; e.g., in the VAWG and anti-discrimination areas. The **2018 EU Western Balkans Strategy** is designed to provide new momentum to EU-Western Balkans relations and states that equality between women and men must also be ensured and domestic violence tackled.

The **Council of Europe's** (CoE) work in the fields of human rights and gender equality has also supported the development of legal standards and policy guidance aimed at achieving the advancement and empowerment of women and the effective realisation of gender equality in the region. The Organisation adopted its first gender equality strategy in 2014. The strategy was updated in 2018.<sup>145</sup>

### 3.4.2 European Neighbourhood

The **European Neighbourhood Policy (ENP)** was launched in 2004 and reviewed in 2011, following the "Arab spring". It was again reviewed in 2015 on the one hand, significantly deepening the relations with some of the partner countries and, on the other hand, supporting the stabilisation of the region. The "New response to a changing neighbourhood," as the 2011 review is called, recognises that commitment to human rights and fundamental freedoms is essential and specifies that this includes gender equality. The policy makes a link with sustainable economic development, as it is noted that active engagements between the EU and its neighbours to advance women's rights, among other things, will contribute to shared objectives of inclusive growth and job creation. It indicates that women's participation in political and economic life is low in several countries in the region. The latest ENP review released in November 2015 features GEWE more prominently. It mentions that particular attention will be paid to GAP II implementation, which should inform ENI programming, and support ENP partners in delivering on their commitments to gender equality and girls' and women's empowerment. It specifies that emphasis will be given to the four pivotal areas identified in GAP II.

<sup>144</sup> EU (2018): Women in the Western Balkans: Gender Equality in the EU accession process. EPRS.

<sup>145</sup> CoE (2018): Council of Europe Gender Equality Strategy 2018-2023.



The **European Neighbourhood Instrument (ENI)** is the current (2014-2020) financial instrument that supports the ENP. The ENI regulation specifies that gender equality is one of the cross-cutting objectives in all actions undertaken under the regulation. It is also stated that indicators used to measure the achievement of the objectives of the ENI shall include gender equality. The external evaluation of the ENI covering the period 2014 till mid-2017 indicated that gender equality is targeted as a main objective for only 2% of ENI commitments, but as a significant objective of 39% of commitments. It noted that this points to a relatively strong mainstreaming of gender equality in ENI commitments, regardless of a lack of clear guidance and emphasis on mainstreaming in the first version of the ENI programming instructions.

**Association Agreements including Deep and Comprehensive Free Trade Areas (AAs/DCFTAs)** between the EU and individual Eastern and Mediterranean neighbouring countries serve to strengthen political association and economic integration between the parties. They specify that eastern neighbouring countries will gradually approximate their legislation to specific EU legislation, including legislation related to GEWE. The association agreements also identify areas of cooperation such as equal opportunities and anti-discrimination, aiming at “*enhancing gender equality and ensuring equal opportunities between men and women.*” Furthermore, there is a commitment to strengthen dialogue on gender equality.

### 3.4.2.1 Neighbourhood East

The **Eastern Partnership (EaP)** represents the Eastern dimension of EU’s relations with neighbouring countries under the overarching ENP. It covers Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine.<sup>146</sup> The initial Commission Communication on the EaP of 2008 is silent on GEWE. This, however, does not imply that the EaP-related initiative does not promote GEWE. Gender has been identified as a priority area in the work programme 2014 – 2017 of the EaP Platform on Democracy, Good Governance and Stability. Furthermore, in the 20 key deliverables of the EaP for 2020<sup>147</sup>, gender equality is both a cross cutting issue and includes a specific stand-alone target on gender equality.

Programming of regional support to the Eastern neighbourhood, primarily funded by the ENI, is further guided by and defined in the **Regional East Strategy (2014-2020)** and associated **Multi-annual Indicative Programmes (MIPs)**. It is indicated in the strategy and MIP 2014-2017 that “*gender [...] has been mainstreamed whenever possible into the design of the Regional East Strategy and the MIP.*” The Regional East MIP 2017-2020, which makes reference to the GAP II and contains four specific objectives, five expected results and specific indicators related to GEWE. It notes that support will be provided with particular emphasis on ensuring girls’ and women’s integrity, promoting their social and economic rights as well as empowerment of women and girls, their access to justice, education, health care, and strengthening their political participation.

### 3.4.2.2 Neighbourhood South

Programming of regional support to the Neighbourhood South, primarily funded by the ENI, is further guided by and defined in the **Regional South Strategy (2014-2020)** and associated **MIP 2014-2017 and 2017-2020**. It covers Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestine\*<sup>148</sup>, Syria and Tunisia. Contrary to their regional east counterparts, the Regional South Strategy and MIP 2014 identify certain gender inequalities and EU support to help address those. It is indicated that women will be specifically targeted when it comes to building civil society capacities and supporting structured public – private dialogue mechanisms. It is also noted that the EU will contribute to enhancing employment opportunities for women. Furthermore, the EU commits to supporting regional exchange of best practice, actions and networking to address discrimination against women and promote women’s empowerment.

An important regional dialogue and cooperation platform that covers all EU MS and Southern Neighbourhood countries is the **Union of the Mediterranean (UfM)**, prior to 2008 known as the Barcelona Process. The UfM has identified gender equality and women’s empowerment as one of its major priorities.

### 3.4.3 Africa, Caribbean and Pacific

Collaboration with the African, Caribbean and Pacific Group of States (ACP) is guided by the **Cotonou Partnership Agreement (CPA)**, concluded in 2000, revised in 2005 and 2010, and scheduled to expire in December 2020. Since 2000, in Article 1 of the CPA on overall objectives, it is indicated that systematic account shall be taken of the situation of women and gender issues in all areas - political, economic and social. In 2000, it is not only indicated that gender equality is a cross-cutting theme, and

<sup>146</sup> Russia takes part in Cross-Border Cooperation activities under the ENP and is not a part of the ENP as such.

<sup>147</sup> The 20 key deliverables of the EaP for 2020 were endorsed at the EaP Summit in November 2017 (Brussels).

<sup>148</sup> \* This designation does not entail any recognition of Palestine as a state and is without prejudice to positions on the recognition of Palestine as a state.

will thus be mainstreamed at every level of development cooperation, including macro-economic policies, strategies and operations, but it is also specified that positive measures in favour of women will be encouraged. In 2010, it was specified that activities in the field of peace building, conflict prevention and resolution shall include support for “active involvement of women.” Support for addressing violence against women and children was also added. The initial article on (political) dialogue was extended in 2010 to “discrimination of any kind,” with various examples, including discrimination on the basis of sex.<sup>149</sup>

The **European Development Fund (EDF)** is the EU's main instrument for development aid with the ACP. While the **financial regulations of the 10<sup>th</sup> (2008-2013) and 11<sup>th</sup> EDF (2014-2020)** have no reference to gender, there are ample references in the financial regulation to the CPA, which constitutes the legal basis of the EDF and recognises gender as a cross-cutting theme, as was noted above. The External Evaluation of the EDF stated that gender equality is implicitly included among human rights and fundamental freedoms.

### 3.4.3.1 Sub-Saharan Africa

The **Joint Africa - EU Strategy (JAES)** adopted by EU and African Heads of State and Government in 2007 applies to Africa as a whole, including North African countries and South Africa, which are not member of the ACP. Since then, the related **action plans 2008-2010 and 2011-2013** and the **roadmap 2014-2017** have been adopted and implemented. In the roadmap, GEWE considerations, included in four out of the five priority areas for cooperation, feature prominently.

The **Regional Indicative Programmes (RIP) 2014-2020** covering West Africa, Central Africa and Eastern Africa, Southern Africa and the Indian Ocean (EA-SA-IO) define the priorities of regional EU development cooperation in those regions, thus guiding EDF regional spending. GEWE considerations feature in the descriptions of almost all priority areas in the three regions. Another “instrument” important for engagement with African partners in the field of migration and displacement is the 11<sup>th</sup> EDF-funded **EU Emergency Trust Fund for Africa (EUTF)**. It was established in 2015, in response to the increase in irregular migration flows in Africa, and into the EU. A recent review of gender in the EUTF<sup>150</sup> notes that gender equality features prominently and is referenced several times in the strategic orientation document which sets out the Trust Fund's overarching strategy.

### 3.4.3.2 Caribbean and Pacific

#### 3.4.3.2.1 Caribbean

The **Joint Caribbean - EU Partnership Strategy** has been the overarching regional cooperation framework since its adoption in 2012. The promotion of non-discrimination and gender equality is identified in the strategy as an area of cooperation. The **11<sup>th</sup> EDF Caribbean RIP** supports the implementation of the strategy at regional level in the period 2014 – 2020. It specifies that the gender dimension will be a transversal element by its integration in all sector and activities of the RIP, as well by indicators and/or statistics broken down by gender. However, GEWE considerations do not feature in the RIP's specific objectives nor the main expected results. The listed operations do include actions to address gender-based violence in the region. The **joint communication** of the European Commission and the High Representative of the Union for Foreign Affairs and Security Policy that came out in April 2019 with a **vision for a renewed partnership between the EU, Latin America and the Caribbean** confirms the attention for gender-based violence.

#### 3.4.3.2.2 Pacific

A **joint communication** issued by the European Commission and the High Representative of the Union for Foreign Affairs and Security Policy in 2012 presents a “**renewed EU-Pacific development partnership**” updating the 2006 EU strategy for the Pacific. It points out that Pacific countries have a poor record of ratifying human rights conventions and have high rates of gender-based violence and low proportions of women at decision-making levels. It is specified that the EU will pay particular attention to addressing issues such as gender-based violence and very low proportions of women at decision-making levels in the Pacific. The emphasis on violence against women already featured in the **2006 EU strategy for the Pacific**. This notes that while the situation differs from country to country, violence against women and polygamy constitute important problems and women still have far to go in terms of

<sup>149</sup> It is specified that “The dialogue shall focus, inter alia, on specific political issues of mutual concern or of general significance for the attainment of the objectives of the agreement, such as [...], discrimination of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”

<sup>150</sup> Cascone and Knoll (2018): Promoting gender in the EU external response to migration: The case of the Trust Fund for Africa (ECDPM Discussion Paper 233). [www.ecdpm.org/dp](http://www.ecdpm.org/dp) 233

empowerment. Gender equality is a cross-cutting regional value in the **Pacific RIP for the period 2014-2020**

#### 3.4.4 Asia and Latin America

Development cooperation with Asia (non-Pacific countries) and Latin America (excluding the Caribbean region) is mostly financed through the **Development Cooperation Instrument (DCI)**. Middle/high income countries not eligible to DCI are covered by the **Partnership Instrument** (see section 3.5.1) and other forms of cooperation such as regional development cooperation.

As the overarching framework for development cooperation, the DCI Regulation includes “specific areas of cooperation per region”. For instance, for South Asia, the specific gender-related focus is the fight against discrimination and sexual, gender-based and child violence. Equity and gender equality are envisioned to be achieved through education, health and other social policies. Priorities for North and Southeast Asia comprise fighting gender-based and child violence as a contribution to the promotion of democratic governance. Gender objectives for Central Asia are less pronounced but are subsumed under the provision of universal access to quality basic social services, particularly in the health and education sectors, and the aim to improve access to employment.

##### 3.4.4.1 Asia

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The EU conducts its current development cooperation with Asia under two regional strategies mainly financed through the DCI: the **Asia MIP 2014-2020** and the **Central Asia MIP 2014-2020**. Overall, these strategies neither further elaborate the gender provision of the DCI Regulation nor do they include comprehensive gender-related objectives. In addition to gender working groups (often subsumed under or in conjunction with human rights) or bilateral policy dialogues in, and with, partner countries, the EU has promoted gender-related issues in group-to-groups dialogues with the Association of South-East Asian Nations (ASEAN) and within the multilateral dialogue setting of the Asia Europe Meeting (ASEM). In 2019, the EU adopted a new strategy for Central Asia<sup>151</sup> which makes explicit references to GEWE and its “positive spill-over” effects in all cooperation areas.

##### 3.4.4.2 Asia – Middle East

EU cooperation with the Middle East – as part of the Middle East and North Africa (MENA) region – mainly rests on three pillars: the ENI Regional South Strategy Paper (2014-2020); various programmes and initiatives in relations with the Gulf Region centred on the Cooperation Agreement between the EU and the Gulf Cooperation Council (GCC) of 1988; and bilateral strategies with Iran, Iraq and Syria. ENI-funded cooperation with the Neighbourhood South has been described above. The DCI Regulation addresses specific areas of cooperation with the Middle East including gender equality and “*supporting the development of civic culture especially via training, education and participation of children, young people and women.*” Under **bilateral strategies and agreements**, the EU has financed development initiatives in Yemen, Iraq and Iran according to the different individual political contexts and economic and social circumstances of each country.

##### 3.4.4.3 Latin America

Like for Asia, the **DCI** defines the scope and content of EU development cooperation policy with Latin America. This policy framework encourages social cohesion in the region, with special emphasis on social inclusion, decent work and equity, gender equality and women’s empowerment. It also addresses issues which are highlight relevant to gender equality, such as protection of human rights, including those of minorities, indigenous peoples and afro-descendants, respect for the core labour standards of the International Labour Organisation (ILO), environment, the fight against discrimination, the fight against sexual, gender-based and child violence.

The **EU-LAC Action Plan 2013-2015** emphasises the strategic importance of the Santiago Gender Action Plan in the context of bi-regional relations and underscores the role of political will in both regions to guarantee gender equality and the protection, exercise and promotion of women’s rights, including the three strategic priorities of the Santiago Gender Action Plan. Despite gender-related achievements

<sup>151</sup> EU (2019): The EU and Central Asia - New Opportunities for a Stronger Partnership. JOIN(2019) 9 final.

of the past decades, persistent levels of social inequality and gender-based violence pose significant challenges to shared EU-LAC policy objectives in the region. Recently, EU-LAC policy attention has been geared towards reducing disparities, promoting sustainable development, addressing climate change and advancing higher education and research in EU's cooperation with 18 Latin American countries.<sup>152</sup>

### 3.5 External financing instruments

#### 3.5.1 Partnership Instrument

With time the need has emerged for instruments that are more flexible than traditional development cooperation instruments whose legal bases link them more strictly to the advancement of both the EU and partner country interests. In addition, in recent years, a growing number of countries where there is a mutual desire for continued cooperation have, with economic growth, “graduated” from the group of countries eligible for Official Development Aid (ODA). The EU's response has taken the form of the establishment of the Service for Foreign Policy Instruments (FPI). Among the various instruments managed by FPI is the **Partnership Instrument (PI)**, established in 2014. The PI<sup>153</sup> fills the need for a financial instrument of global scope which can guarantee cooperation partnerships and policy dialogues with relevant third countries that no longer qualify for ODA, but that nevertheless play an important role in global affairs and in addressing challenges of global concerns and mutual interests. One main goal of the PI is to expand policy dialogues and partnerships (regional, global, national) in thematic areas and issues which are considered of strategic relevance to the EU and third countries, and which go beyond development cooperation. The PI also promotes EU values and policies outside of the EU.

Integration of gender-related themes/issues in PI's overall work, including gender mainstreaming in key thematic areas, is not a requirement of the PI Regulation. The Regulation does not refer to GEWE as key policy objectives for the Instrument or as cross-cutting issues to be mainstreamed throughout PI's overall work and actions. However, the PI is expected to report on its record of gender mainstreaming and women's empowerment through its GAP II reporting. There are also more recent gender-related commitments of EU Foreign Policy which are related to the EU Global Strategy 2016 and the 2030 SDG Agenda. These commitments have prompted the PI to gradually increase integration of gender equality issues in its programming, project design and implementation. The need for the PI to move forward with gender mainstreaming was corroborated by a 2017 external evaluation which found that the PI has not sufficiently integrated gender equality issues affecting the regions where it intervenes.

More recently, the PI has followed recommendations from the external evaluation and taken concrete steps to increase its levels of mainstreaming gender equality issues in its programming, and project cycle management (including project design and implementation).<sup>154</sup> The PI MIP 2018-2020<sup>155</sup> integrates gender equality as priority area of work and as cross-cutting issue to be integrated or mainstreamed throughout PI's actions. In particular, it foresees support for multilateral and bilateral initiatives to develop cross-cutting policy approaches and exchange of best practice in the area of gender equality, with a particular focus on promoting female labour market participation, tackling the gender pay gap, enhancing gender balance in company boards, and combatting violence against women. The intervention logic of the PI stems from the recognition that investing in women's economic empowerment sets a direct path towards gender equality, poverty eradication and economic growth.

#### 3.5.2 Instrument contributing to Stability and Peace

In 2014, the **Instrument contributing to Stability and Peace (IcSP)** replaced the Instrument for Stability (IfS) established in 2006, which itself replaced the Rapid Reaction Mechanism (RRM) used until then by the EU to provide rapid short-term support.

The IcSP funds activities in the areas of: i) crisis response, ii) conflict prevention, peace-building and crisis preparedness, as well as iii) response to global, trans-regional and emerging threats. It is applied in support of the EU's Common Foreign and Security Policy. While global in scope, it is effectively applied only in conflict zones, post-conflict environments and emerging crisis settings. The IcSP is a subsidiary instrument. The Regulation that forms the legal basis for IcSP<sup>156</sup> makes only very few references to gender. Nevertheless, the MIP 2014-2017 includes gender as a cross-cutting theme and, since its creation, the IcSP has been committed to integrating a gender perspective and feeding into the

<sup>152</sup> [https://ec.europa.eu/europeaid/regions/latin-america\\_en](https://ec.europa.eu/europeaid/regions/latin-america_en)

<sup>153</sup> [https://ec.europa.eu/fpi/sites/fpi/files/documents/pi\\_official\\_journal\\_lex.europa\\_20150422\\_en.pdf](https://ec.europa.eu/fpi/sites/fpi/files/documents/pi_official_journal_lex.europa_20150422_en.pdf)

<sup>154</sup> An example of this is the creation of a PI Gender Facility which ran between January 2018 and June 2019 and provided ad hoc technical support to PI personnel for diverse actions as well as training and coaching on gender mainstreaming, amongst other technical services.

<sup>155</sup> Commission Implementing Decision C(2018) 4001 adopted on 29.06.2018

<sup>156</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32017R2306&from=EN>



EU's reporting on the WPS agenda. Trafficking in Human Beings (THB) is one area within security targeted.

More recently, IcSP has intensified efforts to integrate GEWE in its overall work. This has been done through two consecutive Gender Facilities (GF). The first one ran from 2014 to 2016 and the second one was implemented from 2017 till 2018 (GFII).<sup>157</sup> In September 2019, a first joint Facility (IcSP and PI) began to be implemented. This Gender, Age and Diversity Facility (GADF) will capitalize on GEWE achievements of previous Gender Facilities, while taking GEWE efforts a step further. Concretely, it will tackle gender equality from a gender, age and diversity perspective (the intersectional or multiple discrimination approach). In doing so, the new GADF will be in line with the Council's recommendation to pay specific attention to women and girls who face multiple and intersecting forms of discrimination, including migrants, refugees as well as women and girls with disabilities.

### 3.5.3 Thematic instruments (DCI and EIDHR)

All countries covered above are eligible for cooperation under the European Instrument for Democracy and Human Rights (EIDHR) and most of them under the main other thematic instruments – the DCI-funded Global Public Goods and Challenges, and Civil Society Organisations-Local Authorities (DCI-CSO&LA) programmes under the current MFF (2014-2018) and their predecessors. Countries covered by JAES are also eligible for cooperation under the Pan-African instrument (PanAf), financed by DCI.

The current **EIDHR** (2014-2020), which was established in 2014<sup>158</sup>, has continued the work of the previous EIDHR (2007-2013) and the European Initiative for Democracy and Human Rights (2000-2006) as a funding instrument for EU external action in the area of democracy and human rights worldwide. This instrument is also designed to support civil society (including human rights defenders) to become an effective force for political reform and defence of human rights, and **electoral assistance** projects<sup>159</sup>. Even though gender equality is not explicitly mentioned in the 2014 Regulation, the EIDHR annual action programmes highlight commitments to GEWE in the form of specific support actions in areas such as dialogue on human rights, human rights defenders, the death penalty, torture, children and armed conflicts and violence against women.

In the Regulation providing the legal basis for the three **DCI-financed programmes**, under its Human Development component,<sup>160</sup> **Global Public Goods and Challenges** (DCI-GPGC) specified support for sexual and reproductive health rights, access of women and girls to education, non-discrimination, and overall gender equality, women's empowerment and protection of women's and girls' rights as areas eligible for support. DCI-funded **CSO&LA** programme, as an instrument aimed at governance structures rather than specific outcomes, did not specify gender-specific activities, apart from stating that women's and youth organisations were eligible applicants for support. **PanAf** similarly did not explicitly specify GEWE as one of its core areas, although gender aspects clearly cut across these and, as highlighted above, in JAES and related roadmap, GEWE considerations feature prominently.

### 3.5.4 Common Foreign and Security Policy

The Common Foreign and Security Policy (CFSP) of the EU, established in 1993, aims to preserve peace and strengthen international security at global level. It sets a framework for security and defence diplomacy and actions. As part of its **Common Security and Defence Policy (CSDP)**, the EU has undertaken several civilian and military missions in third countries<sup>161</sup>. The EU also deploys **Special Representatives (EUSR)** with a diplomatic mandate focussing on specific issues such as human rights and peace processes. FPI supervises the use of funds allocated to CFSP operations and provides specific guidance and advice with regards to CSDP missions and the deployment of EUSRs. In 2016, FPI adopted a Strategic Plan for 2016-2020 which covers its role in the implementation of various EU external actions, including the ones related to CFSP, IcSP, PI and EOM. The Strategic Plan contains a few references to GEWE, including to a "gender-balanced management". Moreover, EU's actions under

<sup>157</sup> The IcSP GF II is worth mentioning in detail, as it has provided gender equality and gender mainstreaming support to newly established FPI regional teams (Americas and Asia-Pacific) and staff at HQ. In line with objectives pursued by the PI GF, the IcSP GFII aimed at raising staff's awareness of the added value of including the gender dimensions of conflict and security challenges as they relate to IcSP projects, programmes and dialogue with implementing partners.

<sup>158</sup> Regulation (EU) No 235/2014 of 11 March 2014

<sup>159</sup> Under the EIDHR, FPI, working closely with the EEAS's Democracy Support and Elections Division, finances and prepares EU Election Observation Missions (EOM) that observe and assess various aspects of electoral processes in partner countries in the framework of a longterm methodology based on international standards, and produce recommendations to improve the democratic processes surrounding elections.

<sup>160</sup>

[https://eeas.europa.eu/sites/eeas/files/regulation\\_eu\\_no\\_2332014\\_of\\_the\\_ep\\_and\\_the\\_council\\_establishing\\_a\\_financing\\_instrument\\_for\\_development\\_cooperation\\_2014-2020\\_0.pdf](https://eeas.europa.eu/sites/eeas/files/regulation_eu_no_2332014_of_the_ep_and_the_council_establishing_a_financing_instrument_for_development_cooperation_2014-2020_0.pdf)

<sup>161</sup> [https://eeas.europa.eu/topics/common-security-and-defence-policy-csdp\\_en](https://eeas.europa.eu/topics/common-security-and-defence-policy-csdp_en)

the CFSP are closely related to the broader EU support to the WPS Agenda as reflected in the EU Global Strategy, the new EU Strategic Approach to WPS and its Action Plan as well as the 2012 EU Action Plan on Human Rights and Democracy (see also section 3.2.4).

### 3.5.5 Other instruments

Other forms of funding of EU external action include:

- **External Investment Plan (EIP)**, which provides innovative financing for development through the European Fund for Sustainable Development (EFSD)<sup>162</sup> to countries in the Neighbourhood South and Sub-Saharan Africa; the EFSD provides blended finance operations and focuses on catalysing investment from public and private sources to tackle the root causes of migration.
- **Macro-financial assistance (MFA)**, which is a form of financial aid provided through medium/long-term loans or grants, or a combination of these, and targeting partner countries (mostly countries geographically, economically and politically close to the EU) experiencing a balance of payments crisis.

## 3.6 Complementary information

This section provides further information on policy, strategies and programming guiding EU external actions in the area of GEWE at global and regional level.

### 3.6.1 International context

EU Legal and policy commitments to GEWE take place within a larger international context. A notable milestone was the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) adopted by the UN General Assembly in 1979 which is the most comprehensive and detailed international agreement on women's human rights, establishing rights for women in areas not previously subjected to international standards, most notably in personal and family life. Currently 189 out of 193 UN Member States have ratified the CEDAW.

The Women's World Conferences of Mexico City (1995), Copenhagen (1980) Nairobi (1985) and Beijing (1995) attracted global participation including, including from EU institutions and EU Member States (EU MS). The Beijing Conference also known as the Fourth World Conference on Women (FWCW) was notable for placing the stamp of international approval on gender mainstreaming in development, an approach then known as Gender and Development (GAD), in which the complementarities of women and men would be addressed, as opposed to the earlier specific focus on women. The outcome document was the Beijing Declaration and Platform for Action (BPfA) which expressed the commitments of governments, NGOs, donors and a wide variety of concerned institutions. Subsequent to the Beijing Conference many participating countries established National Programmes of Action (NPAs) in line with BPfA, and National Women's Machineries (NWMs) usually responsible for coordinating follow-up to CEDAW, and Beijing.

The Millennium Declaration and related Millennium Development Goals (MDGs) were the outcome of the Millennium Summit of September 2000 where world leaders met to debate the central concerns of the global community, namely peace, security, development, environmental sustainability, human rights and democracy – and to set out mutually reinforcing goals for development actions going forward. The eight MDGs are based upon the major goals and targets agreed upon in the UN conferences of the 1990s, including the FWCW but also the World Summit for Children (1990), the World Conference on Education for All(1990); the UN Conference on Environment and Development(1992)the International Conference on Population and Development (1994), and the World Social Summit for Social Development (1995). MDG 3 – Promote gender equality and empower women - sets targets for eliminating gender disparities in education, but depends for the achievement of these targets on progress being made in each of the other goals.

In 2015 UN Member States adopted the 2030 Agenda for Sustainable Development, which provides a shared blueprint for peace and prosperity for people and the planet, now and into the future. At its heart are the 17 Sustainable Development Goals (SDGs), which are an urgent call for action by all countries - developed and developing - in a global partnership. They recognize that ending poverty and other deprivations must go hand-in-hand with strategies that improve health and education, reduce inequality, and spur economic growth – all while tackling climate change and working to preserve our oceans and forests. The SDGs build on decades of work by individual countries, and by the UN and other concerned institutions, including on progress made under the previous MDGs. SDG 5 - Achieve Gender Equality

<sup>162</sup> The EFSD combines two regional investment platforms: the Africa Investment Platform (AIP, formerly the AfIF) and the Neighborhood Investment Platform (NIP, formerly the NIF).

and Empower All Women and Girls – is intended to be implemented interdependently with the other 16 goals.

The United Nations Development Assistance Framework (UNDAF) is a strategic, medium term results framework established in 2017 which guides UN Country Teams (UNCTs) towards the achievement of development results encapsulated in the SDGs, and is based on a common country analysis. The EU Gender Action Plan II is intended to interface with the UNDAF at A.6 and elsewhere.

In 2010, the United Nations General Assembly created UN Women, the United Nations Entity for Gender Equality and the Empowerment of Women, as part of the UN reform agenda, bringing together diverse resources and mandates for greater impact. UN Women therefore merges and builds on the important work of four previously distinct parts of the UN system, which on different elements of gender equality and women's empowerment, namely; Division for the Advancement of Women (DAW); International Research and Training Institute for the Advancement of Women (INSTRAW); Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI); and United Nations Development Fund for Women (UNIFEM).

Working for the empowerment and rights of women and girls globally, UN Women's main roles are: to support inter-governmental bodies, such as the Commission on the Status of Women (CSW), in their formulation of policies, global standards and norms; to help Member States implement these standards, standing ready to provide suitable technical and financial support to those countries that request it, and to forge effective partnerships with civil society; to lead and coordinate the UN system's work on gender equality, as well as promote accountability, including through regular monitoring of system-wide progress.

Whilst UN Women has an overall coordinating role for the UN family's actions towards gender equality, individual organizations retain their specificity with regards to work on GEWE. Of note for the WPS agenda, different entities of the UN system are responsible for different parts: the Department of Political Affairs (DPA) covers elections, prevention and mediation; the Department for Peace Operations (DPO) covers protection and peacekeeping, DDR, Security Sector Reform (SSR), etc.; the Department of Field Support (DFS) covers Sexual Exploitation and Abuse (SEA); the Peacebuilding Support Office (PBSO) covers gender in post-conflict recovery and peacebuilding; and the Office of the UN High Commissioner for Human Rights (OHCHR) covers transitional justice in addition to other agencies. As well as their own policy and programming work, UN Women is tasked with coordinating and leading the UN system vis a vis WPS. UN Women is also responsible for holding all actors to account through reporting to the Security Council. Furthermore, the mandate on conflict-related sexual violence is held by the UN SG Special Representative on Sexual Violence in Conflict.

**UN Security Council Resolution (UNSCR) 1325 (2000)** was the first time the Security Council addressed the disproportionate and unique impact of armed conflict on women. It urges Member States to ensure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict. Furthermore, it stresses the importance of women's equal and full participation as active agents in peace and security

**UNSCR 1820 (2008)** recognises sexual violence as a weapon and tactic of war and notes that rape and other forms of sexual violence can constitute a war crime, crime against humanity, or a constitutive act with respect to genocide. Furthermore, it calls for training of peacekeeping and humanitarian personnel on preventing, recognising and responding to sexual violence as well as for more deployment of women peacekeeper or police.

**UNSCR 1888 and 1889 (2009)** reiterate that sexual violence exacerbates armed conflict and may impede international peace and security and call for leadership to address conflict-related sexual violence. Furthermore, they call upon the Secretary General for the rapid deployment of Team of Experts where cases of sexual violence occur and for more systematic reporting on incidents of trends, emerging patterns of attack and early warning indicators of the use of sexual violence in armed conflict. In addition, they focus on post-conflict peacebuilding and on women's participation in all stages of peace processes.

**UNSCR 1960 (2010)** reiterates the call for an end to sexual violence in armed conflict and sets up 'naming and shaming' listing mechanism, sending a direct political message that there are consequences for sexual violence including: listing in Secretary-General's annual reports, referrals to UN Sanctions Committees Recalling the inclusion of a range of sexual violence offences in the Rome Statute of the International Criminal Court and the statutes of the ad hoc international criminal tribunals.

**UNSCR 2106 (2013)** focuses on operationalising current obligations rather than on creating new structures/initiatives and women's participation in combating sexual violence. Furthermore it supports is the first resolution within the WPS agenda that contains language on men and boys.

**UNSCR 2122 (2013)** explicitly affirms an 'integrated approach' to sustainable peace and sets out concrete methods for combating women's participation deficit. Furthermore, it recognises the need to

address root causes of armed conflict and security risks faced by women and girls in the seeking for international peace and security and it calls for the provision of multisector services to women affected by conflict. In addition, it links disarmament and gender equality by mentioning ATT on the possibility of using the arms traded Gender-Based Violence as a criterion for arms sale.

**UNSCR 2242 (2015)** encourages the assessment of strategies and resources in regard to the implementation of the WPS Agenda and underlines the importance of collaboration with civil society.

Furthermore, it encourages Member States to increase their funding on women, peace and security including through more aid in conflict and post-conflict situations for programmes that further gender equality and women's empowerment, as well as through support to civil society, and to support countries in armed conflict and post-conflict situations, including through capacity. In addition, it urges gender as a cross-cutting issue within the Countering Violent Extremism (CVE)/Counter Terrorism (CT) Agendas. In addition, it underlines the importance of the engagement by men and boys as partners in promoting women's participation in the prevention and resolution of armed conflict, peacebuilding and post-conflict situations.

UNSCR Resolution 2467 (2019) reiterates the demand for the complete cessation with immediate effect by all parties to armed conflict of all acts of sexual violence and calls for these parties to make and implement specific time-bound commitments to combat sexual violence, which should include, inter alia, issuance of clear orders through chains of command; development of codes of conduct prohibiting sexual violence; establishment of related enforcement procedures to ensure accountability for breaching these orders; commitments by individual commanders; investigation of all credible allegations including on the basis of information reported by relevant UN entities; accountability for those responsible; and unimpeded access for monitoring and provision of services and humanitarian assistance in areas under their control

A number of other UN agencies have a mandate to address different aspects of GEWE. UNICEF within its overall mandate for protection of children's rights has established a Gender Action plan 2018-21 focusing on five interlinked areas to tackle some of the most pressing challenges namely: ending child marriage and protecting girls from multiple risks that limit life opportunities; advancing girls' secondary education with a focus on STEM skills; promoting gender-responsive adolescent health, including nutrition, pregnancy prevention and care, and HIV and HPV prevention; supporting menstrual health and hygiene; preventing and responding to gender-based violence, particularly in humanitarian settings.

Other agencies which can be mentioned for their contribution to GEWE are: the UN Fund for Population Activities (UNFPA) is an important source of data and programmes relative to on teenage pregnancy, HIV/AIDS, domestic violence; the World Health Organization (WHO) for work on issues such as maternal and reproductive health and harmful traditional practices; the International Labour Organization (ILO) which established regulations for maternity protection, parental leave, equal pay; UNESCO for gender parity in education and girls and women in STEM.

### 3.6.2 EU strategy and programming at regional level

#### 3.6.2.1 Enlargement countries (Western Balkans & Turkey)

While human rights and equal opportunities issues are clearly mentioned in these documents, Stability and Association Agreements make very few explicit references to GEWE or LGBTI rights. Documentation related to dialogue between EU and candidate countries seems to show that measures to address corruption, instability and weak Rule of Law have been given greater priority than addressing problems of gender inequality, though all of the above have a gender dimension which needs to be recognized and addressed. As evidence of this, a policy brief from the European Parliament states that in the EU accession process *"gender equality is generally pushed down the agenda with attention going mainly to the economic and political situation. Women have also largely been excluded from post-war building processes, and from redress as victims of sexual violence. Besides, the low level of implementation of existing laws prevents women from experiencing change and immediate results in their everyday life"*<sup>163</sup>.

Gender is not completely absent from major policy documents, however. For example, paragraphs from Regulation 231 (2014) Establishing an Instrument for Pre-Accession Assistance IPA II read as follows:

- Specific Objectives 1 (General Provisions Article 2. Specific Objectives 1a) ii): *"promotion and protection of human rights and fundamental freedoms, enhanced respect for the rights of persons belonging to minorities, including LGBTI persons, promotion of gender equality, non-discrimination and tolerance, as well as freedom of the media and respect for cultural diversity."*

<sup>163</sup> EU (2018): Women in the Western Balkans: Gender Equality in the EU accession process. EPRS.



- Specific Objectives 2 (a): *“progress in the areas of strengthening democracy, the rule of law and an independent and efficient justice system, respect for human rights, including the rights of persons belonging to minorities and vulnerable groups, fundamental freedoms, gender equality and women's rights, the fight against corruption and organised crime, reconciliation, good neighbourly relations and refugee return, and in particular, the establishment of track records in those areas.”*

The process of working towards achieving EU membership can be seen to have had a positive impact, giving the EU the opportunity to re-emphasize and strengthen processes already ongoing in the countries. The Western Balkan Constitutions guarantee a broad range of human rights and freedoms and main legislative frameworks have been set with reference to their ratification of the UN CEDAW (1979), and the Istanbul Convention on Combating Violence Against Women (2011). Special gender equality bodies, national strategies and action plans have been set up in most countries. A series of relevant laws have been adopted during the last decade (e.g. Law/s on Gender Equality), although there still remain some legislative and institutional steps which need to be taken to bring them in line with the highest EU and international standards. Among these are, according to the European Commission's Enlargement reports:

- The 2018 report on Albania notes that a number of laws still contain gender-discriminatory provisions and that further efforts are required to ensure that all strategies and policies are gender mainstreamed.
- The 2018 report on Bosnia and Herzegovina states that relevant legislation is still not aligned with the Istanbul Convention on violence against women and domestic violence. On the other hand, the 2018 report on North Macedonia commends the country's ratification of the Istanbul Convention in December 2017, and in general states that reforms have enhanced compliance with European human rights standards.
- The Kosovo 2018 report acknowledges adoption of two remaining secondary laws stemming from the law on gender equality, and the appointment of the National Coordinator for the Protection from Domestic Violence in January 2018. The lack of a clear legal definition of domestic violence and sexual harassment in the Criminal Code was highlighted.<sup>164</sup> The report also underlines the need to amend the law on labour and reform the maternity and parental leave system<sup>165</sup>, which presents an obstacle to hiring female staff, particularly in the private sector.
- The 2018 Montenegro report welcomes the adopted 2017-2021 Action Plan on Gender Equality, and the accompanying programme for 2017-2018, as well as the adoption of the Criminal Code in July 2017, which aligns legislation with the Istanbul Convention (2011). Another important development was the Constitutional Court's ruling on the amendments to the law on social and child protection, granting social benefits to mothers of three and more children as unconstitutional. A new piece of legislation was put in place instead, laying down different conditions for each affected category of women. Montenegro should further counter stereotypes and discriminatory practices, and introduce active labour market measures for women negatively affected by the repeal of these social benefits.
- The 2018 report on Serbia states that the new gender equality law has not yet been adopted. However, the laws amending the Criminal Code and on preventing domestic violence (in line with the Istanbul Convention), entered in force in June 2017. In the subsequent three months, 9 403 cases of violence against women were reported to the Public Prosecutor's Office. The increase in reporting of such cases is seen as a sign of progress in the region.

A recurrent message in the 2018 Enlargement reports is that violence and discrimination against women is one of the most prevalent human rights violations across the Western Balkans. In particular, domestic violence is perceived as a common problem and services to counteract it are perceived as weak. As highlighted in the 2018 European Parliament Policy Brief on Gender equality in the EU accession process, research<sup>166</sup> has shown that violence against women is particularly visible in the post-conflict environment. In addition, homophobia, discrimination and hate crimes, including violence and intimidation on the basis of sexual orientation and gender identity are still widespread in the Western Balkans and Turkey. There is an urgent need for anti-discrimination legislation to be extended to include sexual orientation and gender identity within its scope<sup>167</sup>. Hate crime legislation still needs to be

<sup>164</sup> This was addressed in April 2019 with the adoption of the new Criminal Code (entered into force in April 2019) which introduced two distinct new criminal offences of “Domestic Violence” and “Sexual harassment”.

<sup>165</sup> This legislative process was ongoing prior to the recent dissolution of the Assembly.

<sup>166</sup> 2017 Browne - Gender norms in the Western Balkans.

<sup>167</sup> Such a law was only recently adopted in North Macedonia.

introduced in several countries<sup>168</sup>. Training of law enforcement, ombudsman institutions, judges and media professionals is needed to raise awareness of new legislation, to ensure proper implementation and contribute to increasing understanding.

According to a 2017 report for the United Kingdom's Department for International Development (DfID), the biggest challenge for improving gender equality is changing the mentality of both women and men towards traditional gender roles. A 2018 publication by the Friedrich Ebert Stiftung states that the main challenges to gender inequality in the region persist: feminised poverty, insecurity in the labour market, a growing share of unpaid care work, wide gender pay and pension gaps, uneven progress on tackling harassment and violence, ensuring access to health, sexual and reproductive rights; and paid maternal and family leave. It also depicts women as "chronically underrepresented" in virtually all facets of public life.

A 2018 policy brief by the Civil Society Forum of the Western Balkan Summit Series further mentions lack of gender mainstreaming as among the most pressing challenges that women face in those countries. Although recognised as a necessary tool to improve gender equality, gender mainstreaming has not been widely applied in the region, nor prioritised by the relevant national authorities. The paper also recognises that gender stereotypes are an underlying cause for almost all other forms of discrimination and a reason for the persistently subordinated position of women. A lack of proper monitoring and statistical data, as well as inadequate funds for capacity-building further complicate the picture. Lack of capacity, knowledge, resources or social barriers are considered as major limitations in this respect.

The European network of legal experts on gender equality and non-discrimination issues outlines some specific gaps in its country reports on Serbia, North Macedonia, and Montenegro. For example, its 2017 report on Serbia exposes gaps in legislation, such as pregnancy and maternity discrimination not being explicitly prohibited as a form of direct sex discrimination. The 2017 report on Montenegro states that provisions on important areas such as self-employment, and occupational social security, are missing. The FYROM 2017 report on North Macedonia reiterates the main problem: the enormous gap between legislation and its implementation.

According to the 2018 European Parliament Policy Brief on Gender equality, when it comes to education, there is good gender parity in the region. However, as the World Bank states<sup>169</sup>, this does not translate to a similar situation on the labour market or in terms of entrepreneurship. Women are less often formally employed, and in general earn less. The wage gap and gender discrimination is seen as more pronounced in the private sector. The barriers and disincentives to work that women face are multiple: less access to land and property (overwhelmingly owned by men), to productive resources including financial services, and more time spent on unpaid labour. Other factors, such as access to child and elderly care, skills, labour regulations, attitudes and social norms, keep women out of jobs. Addressing these and allowing for a better work-life balance for women is crucial to unlocking their economic potential. The labour market trends show that women in the region have lower levels of activity compared to men, and that there has been little progress in closing the gender employment gap.

The **EU Western Balkans Strategy (2018)** is designed to provide new momentum to EU-Western Balkans relations. The Strategy focuses on areas where further reforms and efforts are needed from the Western Balkans partners, and on the EU's enhanced support to the region, through a number of specific commitments grouped in six flagship initiatives. There appears to be no explicit commitment to addressing gender inequalities under the flagship initiatives. Since the adoption of the Strategy, the EU has focussed on fulfilling its commitments through enhanced political engagement, strengthening security cooperation, tightening operational links between the Western Balkans and the EU and its agencies, providing wider access to finance and technical assistance, as well as refocusing EU financial assistance under the IPA II, which in 2018 alone amounted to an annual allocation for the Western Balkans of over €1.1 billion. The EC will continue to **monitor** gender equality through its enlargement reports and the GAP II reporting exercise. It is supporting both UN Women and the European Institute for Gender Equality (EIGE) with a project on improving monitoring of gender equality progress (2017-2019) to help governments integrate the EU acquis.

**GAP II reporting** has identified progress on gender mainstreaming in the Western Balkans and Turkey. The GAP II report (2018) noted that in 2017 as compared with 2016, there were many more actions in the Western Balkans and Turkey that aligned to a greater extent to the GAP II thematic priorities and objectives. Compared to 2016, data in the latest report shows a consistent 2017 increase of all GAP Thematic Objectives' selection across the region, including Objectives 11 and 12. Objective 7 (girls and

<sup>168</sup> For Kosovo, the criminal code which entered into force in April 2019 has been significantly amended to address hate crime as a separate offence as well as aggravating factors. Similarly, hate crime legislation was recently introduced and harmonised across the four criminal codes in Bosnia and Herzegovina.

<sup>169</sup> 2018 Van Gelder - Statement made at the Western Balkans Meeting on Improving Gender Equality in Access to Economic Opportunities.

women free from violence) was the most selected by the 24 EUDs and EU MS, which was the same as in 2016. But greater attention was given to women's access to and control over clean water, energy, transport and infrastructure (Objective 16); women's access to decent work (Objective 14), and to financial services and productive resources (Objective 15); on women's to participation in policy and governance processes (Objective 17), and on challenging discriminatory social norms and gender stereotypes (Objective 19). However, sexual and reproductive health and rights (Objective 10 and 11) received scarce attention also in 2017, despite the prevalence of harmful practices and, women's lack control over their own sexual and reproductive health in a number of countries in the region. Regarding Objective 9 on women's and girls' protection in situation of crisis, in 2017 it was chosen by more EUDs (9) in comparison to 2016 (only 2), while Objective 20 on decision-making in climate change and environment remained insufficiently targeted.

In terms of **specific EU-funded interventions**, the new UN Women regional programme, 'Ending violence against women in the Western Balkan Countries and Turkey "Implementing Norms, Changing Minds"' provides EUR 3 million in grants to civil society organisations, out of a total €5 million. The programme will strengthen women's organizations' capacity to hold governments to account, advocate for effective implementation, and monitor prevention of and response to violence against women. Beyond the full implementation of legislative frameworks, the programme also addresses structural causes of gender inequality – and one of its most pervasive expressions, violence against women – through a transformation of gender discriminatory stereotypes, perceptions and beliefs. Lastly, protection, prevention and response to violence against women is closely interlinked with the availability of and access to comprehensive, multi-sectoral services for survivors of violence.

The EU also supports a number of related projects such as "A roof for Roma women" (Albania); the "Respect to Rural Women" in Bosnia and Herzegovina; the "Gender Programme in Montenegro"; and Raise Voice for Silence in Serbia, among others.

### 3.6.2.2 Neighbourhood - overall

The **ENP** was launched in 2004 and reviewed in 2011, following the "Arab spring" uprisings. It was again reviewed in 2015, on the one hand, significantly deepening relations with some of the partner countries and, on the other hand, further focusing on stabilisation of the region.

The "new response to a changing neighbourhood", as the 2011 review is called, recognises that commitment to human rights and fundamental freedoms is essential and specifies that this includes gender equality. The policy makes a link with sustainable economic development, as it is noted that active engagements between the EU and its neighbours to advance women's rights, among other things, will contribute to the shared objectives of inclusive growth and job creation. It is indicated that the participation of women in political and economic life is low in several countries in the region. The European Commission released its latest review of the ENP in November 2015, featuring GEWE more prominently. It mentions that particular attention will be paid to implementation of GAP II, which should inform ENI programming, and to supporting ENP partners in delivering on their commitments to gender equality and girls' and women's empowerment. It specifies that emphasis will be given to the four pivotal areas identified in GAP II.

The **European Neighbourhood Instrument** (ENI) is the key financial instruments that supports the ENP. The ENI regulation specifies that gender equality is one of the cross-cutting objectives in all actions undertaken under the regulation. It is also stated that indicators used to measure the achievement of the objectives of the ENI shall include gender equality. The predecessor of the ENI, the European Neighbourhood and Partnership Instrument (ENPI), did not have gender equality as a cross-cutting theme. The ENPI regulation did define three areas of cooperation with specific mention of "gender equality" or "women."<sup>170</sup> Two of those areas were quite broadly defined and thus provided space to cover GEWE in a broad range of interventions, but the ENI put it more at the forefront by making it a cross-cutting objective.

The external evaluation of the ENI covering the period 2014 till mid 2017 indicated that gender equality is targeted as a main objective for only 2% of ENI commitments, but as a significant objective of 39% of commitments. It noted that this points to a relatively strong mainstreaming of gender equality in ENI

<sup>170</sup> The three areas as listed in Article 2 of the ENPI regulation are: a) supporting policies to promote social development, social inclusion, gender equality, non-discrimination, employment and social protection including protection of migrant workers, social dialogues, and respect for trade union rights and core labour standards, including on child labour; b) supporting policies to promote health, education and training, including not only measures to combat the major communicable diseases and non-communicable diseases and disorders, but also access to services and education for good health, including reproductive and infant health for girls and women; c) promoting and protecting human rights and fundamental freedoms, including women's rights and children's rights;

commitments, regardless of a lack of clear guidance and emphasis on mainstreaming in the first version of the ENI programming instructions.

**Association Agreements (AAs)** including **Deep and Comprehensive Free Trade Areas (DCFTAs)** between the EU and individual eastern neighbouring countries serve to strengthen political association and economic integration between the parties. They specify that eastern neighbouring countries will gradually approximate their legislation to specific EU legislation, including legislation related to GEWE, such as the Directive on the implementation of the principle of equal opportunities and equal treatment of men and women in matters of employment and occupation (Directive 2006/54/EC of the European Parliament and of the Council of 5 July 2006) and the directive on the progressive implementation of the principle of equal treatment of men and women in matters of social security for example (Council Directive 79/7/EEC of 19 December 1978). The association agreements also identify areas of cooperation such as “equal opportunities and anti-discrimination, aiming at enhancing gender equality and ensuring equal opportunities between men and women.” Furthermore, there is a commitment to strengthen dialogue on gender equality.<sup>171</sup>

### 3.6.2.3 Neighbourhood East

The **Eastern Partnership (EaP)** represents the Eastern dimension of the EU’s relations with its neighbouring countries under the overarching ENP. It covers Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine.

The overall framework guiding relations between the EU and its six Eastern Partners is provided by the relevant bilateral agreements, such as the Association Agreements, as well as the Association Agendas, the Partnership Priorities and the EaP 20 Deliverables for 2020 aligned along the four key priority areas. The initial EC Communication on the EaP of 2008 is silent on GEWE.<sup>172</sup> This, however, does not imply that the EaP-related initiative does not promote GEWE as the ENP presents clear ambitions on GEWE. Gender Equality has been identified as a priority area in the work programme 2014-2017 of the EaP Platform on Democracy, Good Governance and Stability. Furthermore, GEWE receives considerable attention in the **20 key deliverables of the EaP** for 2020, which have been endorsed at the EaP Summit in November 2017 (Brussels). Increasing gender equality and non-discrimination is a cross-cutting deliverable of this agenda. The deliverable has concrete targets such as: “gender mainstreamed in public policies with gender disaggregated data available per policy and gender statistics available,” “gender action plan implemented,” and “sexual and gender based violence/domestic violence legislation adopted in all partner countries and effective referral mechanisms are in place”.<sup>173</sup> A monitoring report published in September 2018, noted concrete overall progress on the most of the targets, while the stand-alone target on gender equality still is has only partially been fulfilled.<sup>174</sup> The report indicates that implementation of Gender Action Plans needs to be further improved, anti-discrimination laws better aligned with international standards and the Istanbul Convention signed and ratified by remaining partner countries. Reflecting the 2020 agenda, the EaP Civil Society Forum also pays attention to GEWE.<sup>175</sup>

Programming of regional support to the Eastern neighbourhood, primarily funded by the ENI, is further guided by and defined in the Regional East Strategy (2014-2020) and associated MIP 2014-2017 and 2017-2020. It is indicated in the strategy and MIP 2014-2017 that “*gender [...] has been mainstreamed whenever possible into the design of the Regional East Strategy and the MIP.*” However, the fact that this is the only time that the word gender appears, while “women” only features once, illustrates that the actual mainstreaming in these documents seems limited. This changes in the Regional East MIP 2017-

<sup>171</sup> This paragraph is based on an analysis of the Association Agreement between the EU and Moldova and the Association Agreement between the EU and Georgia, which both contain these elements. They were both signed in June 2014.

<sup>172</sup> It includes a single reference to gender in a footnote, and does not contain the words ‘women’, ‘men’, ‘girl’ nor ‘boy’.

<sup>173</sup> The other targets of this ‘gender equality and non-discrimination deliverable’ are: anti-discrimination legislation adopted in remaining Partner Countries; Progress in harmonising relevant legislation; Track record of equality established and effective monitoring of anti-discrimination law; Ratification of the Council of Europe Istanbul Convention by Partner Countries; track record of equality established and effective monitoring of anti-discrimination law; Young women targeted in EU4Youth calls (75% target); EU contribution to the Women in Business programme, leverages at least USD 55 million in sub-loans from local banks to Women-led enterprises.

<sup>174</sup> Progress on gender equality-related targets that features in the monitoring report are: (i) Armenia, Belarus, Georgia, Moldova and Ukraine have specific Gender Action Plans; (ii) Armenia, Azerbaijan, Georgia, Moldova and Ukraine have specific laws on gender equality; (iii) All six partner countries have adopted specific legislation against domestic violence.

<sup>175</sup> <https://eap-csf.eu/developing-a-single-strategy-on-gender-equality-issues-of-the-eastern-partnership-civil-society-forum/>



2020, which makes reference to the GAP II and contains four specific objectives, five expected results and specific indicators related to GEWE.<sup>176</sup> It notes that support will be provided with particular emphasis on ensuring girls' and women's integrity, promoting their social and economic rights as well as empowerment of women and girls, their access to justice, education, health care, and strengthening their political participation.

### 3.6.2.4 Neighbourhood South

The **ENP** described in the previous sub-section applies to the Neighbourhood South (and East) countries. The same is true of the **ENI**, also described above. ENI South partner countries are Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestine, Syria and Tunisia.

The **Regional South Strategy (2014-2020) and MIP 2014-2017**, contrary to their regional east counterparts, identify certain gender inequalities and EU support to help address those. It is indicated that women will be specifically targeted when it comes to building civil society capacities and supporting structured public – private dialogue mechanisms. It is also noted that the EU will contribute to enhancing employment opportunities for women. Furthermore, the EU commits to supporting regional exchange of best practice, actions and networking to address discrimination against women and promote women's empowerment. Some gender sensitive indicators are included, such as the number or percentage of women entrepreneurs registered as owners of Small and Medium Sized Enterprises (SMEs)/Micro, Small and Medium Enterprises (MSMEs). The Regional South MIP 2018-2020 confirms this approach, with a specific reference to the GAP II added.

The European Parliament Resolution of 27 March 2019 on the “Post-Arab Spring: Way Forward for the MENA region (2018/2160(INI))”<sup>177</sup> calls for the gender equality and women's rights dimension of the ENP to be strengthened, in line with the GAP II priorities. The European Parliament expressed its concerns that “*overall, the situation of women has not improved in most countries affected by the Arab Spring*” and “*underlines that women's commitment and empowerment in the public, political, economic and cultural spheres of the countries in the region are vital if long-term stability, peace and economic prosperity are to be achieved*”.

An important regional dialogue and cooperation platform that covers all EU MS and Southern Neighbourhood countries is the **UfM**, prior to 2008 known as the Barcelona Process. The Southern Neighbourhood countries are member, with the exception of Libya that acts as an observer and Syria that suspended its membership. The UfM also has six other Mediterranean countries<sup>178</sup> members. The UfM has identified gender equality and women's empowerment as one of its major priorities.

UfM Ministerial Conferences on Strengthening the Role of Women in Society were held in Istanbul (2006), Marrakech (2009), Paris (2013) and Cairo (2017). The Paris Declaration defined three priority areas, namely (1) equal rights of women and men to participate in the political, economic, civil and social life; (2) combat all forms of violence and discrimination against women and girls; and (3) change in attitude and behaviour to attain gender equality with a view to promote women's empowerment not only in rights but also in reality. The Ministers also agreed in Paris to establish a follow-up UfM dialogue mechanisms on women-related policies, legislation and implementation. This resulted in the launch of the **UfM Regional Dialogue Process on Women's Empowerment** in 2015. It brings together public and private actors, including civil society and international organisations, with the objective to monitor the ministerial commitments and to facilitate exchange of information, best practices and opportunities of cooperation between stakeholders.

In addition to providing a forum for dialogue, the UfM promotes GEWE-related regional projects. After the Ministerial conference in Paris, there was a call for projects related to the three main priority areas featuring in the declaration. By March 2019, the UfM Secretariat had labelled<sup>179</sup> nine GEWE projects, which target access of women to local labour markets and entrepreneurial field, improving access to leadership, addressing gender-based violence as well as access to social and health services.<sup>180</sup> While none of them seems to receive funding from the European Commission, some are funded or co-funded

<sup>176</sup> The five expected results are: (i) Disaggregated data available per policy and better gender specific statistics available; (ii) Gender Analysis conducted; (iii) Anti-discrimination and gender equality legislation as well as gender based violence/domestic violence legislation adopted in all countries; (iv) All countries ratify the Council of Europe Istanbul Convention; (v) At least 40% of Women SMEs achieve increases in employment and at least 50% of assisted Women SMEs achieve increases in turnover.

<sup>177</sup> [http://www.europarl.europa.eu/doceo/document/TA-8-2019-0318\\_EN.html?redirect](http://www.europarl.europa.eu/doceo/document/TA-8-2019-0318_EN.html?redirect)

<sup>178</sup> Other Mediterranean non-EU UfM members are: Albania, Bosnia and Herzegovina, Mauritania, Monaco, Montenegro and Turkey. Syria has suspended its membership to the UfM in 2011. See <https://ufmsecretariat.org/who-we-are/member-states/>

<sup>179</sup> The UfM label is attributed to a regional cooperation project by unanimous decision of the 43 member states. The label acts as leverage for funding and associating new partners.

<sup>180</sup> <https://ufmsecretariat.org/gender-equality-mediterranean-iwd2019/>

by EU Member States. An example is the project 'Promoting women's empowerment for inclusive and sustainable industrial development in the MENA region', which is funded by the Italian government.<sup>181</sup> Furthermore, the UfM Secretariat indicates in its Progress Report on Women's Empowerment that gender mainstreaming is applied in UfM projects in other UfM priority sectors, which are business development, education, environment, water and energy.

While welcoming the UfM focus on women's rights in the region, some civil society organisations have criticized the Paris Declaration for lacking commitments to concrete measures.<sup>182</sup> Progress was made in this regard in Cairo in 2017, where Ministers adopted an action plan that contains specific measures to be taken. They also agreed to develop a framework with indicators to monitor implementation of the action plan, which is work in progress.<sup>183</sup>

### 3.6.2.5 Sub-Saharan Africa

Collaboration with the ACP – which encompasses 48 countries from Sub-Saharan Africa - is guided by the **Cotonou Partnership Agreement (CPA)**. This was concluded in 2000, revised in 2005 and 2010 and is scheduled to expire in December 2020. Since 2000, in Article 1 of the CPA on overall objectives, it is indicated that systematic account shall be taken of the situation of women and gender issues in all areas - political, economic and social. Also in 2000, It is not only indicated that gender equality is a cross-cutting theme, and will thus be mainstreamed at every level of development cooperation, including macro-economic policies, strategies and operations, but it is also specified that certain positive measures in favour of women will be encouraged. These are: i) participation in national and local politics, (ii) support for women's organisations, (iii) access to basic social services, especially to education and training, health care and family planning; (iv) access to productive resources, especially to land and credit and to labour market and (v) taking specific account of women in emergency aid and rehabilitation operations. In 2005, the promotion of the fight against poverty-related diseases and protection of sexual and reproductive health and rights of women was added. In 2010, it was specified that activities in the field of peace building, conflict prevention and resolution shall include support for "active involvement of women." Support for addressing violence against women and children was also added. A new article on HIV/AIDS explains that a gender-sensitive approach to address root causes and effects of the HIV/AIDS pandemic will be taken. Finally, the initial article on political dialogue specified that it could cover ethnic, religious or racial discrimination, which was extended in 2010 to "discrimination of any kind," with various examples, including discrimination on the basis of sex.<sup>184</sup> The CPA is silent on boys and girls, with the exception of a reference to girls in the 2010 article on HIV/AIDS.

The **Joint Africa – EU Strategy (JAES)** adopted by EU and African Heads of State and Government in 2007 applies to Africa as a whole, so including North African countries and South Africa, which are not member of the ACP. Since then, the related **action plans 2008-2010 and 2011-2013** and the **roadmap 2014-2017** have been adopted and implemented. In the roadmap, GEWE considerations feature quite prominently, as they're included in four out of the five priority areas for cooperation:

- The area of Peace and Security indicates that cooperation will focus on ending sexual violence and on protecting civilians, in particular women and children who are the most affected by armed conflicts. Parties furthermore commit to ensuring the full and effective participation and representation of women in peace and security processes.
- In the area of Democracy, Good Governance and Human Rights, it is indicated that particular attention will be paid to gender equality. It is specified that a key framework for dialogue on human rights will be the EU-AU Human Rights Dialogue.
- The area Human Development does not give much attention to GEWE, but does note that the EU and Africa will consult and exchange to foster, among other things, entrepreneurship among women.
- The Area Sustainable and Inclusive Development and Growth and Continental Integration notes for example that cooperation on rural development will put particular emphasis on creating

<sup>181</sup> [Information on all projects can be found on https://ufmsecretariat.org/what-we-do/projects/.](https://ufmsecretariat.org/what-we-do/projects/)

<sup>182</sup> See for example: Eur-Med Non-Governmental Platform (ENG)) and Euro-Mediterranean Human Rights Network (EMHRN). Ministerial meeting of the UfM in Paris: no progress on women's rights. September 12, 2013. <https://euromedrights.org/publication/ministerial-meeting-of-the-union-for-the-mediterranean-in-paris-no-progress-on-womens-rights/>

<sup>183</sup> A meeting of the UfM Regional Dialogue on Women's Empowerment on 18 July 2019 discussed indicators proposals. At the time of writing, there was no information on the outcome of that meeting <https://www.euneighbours.eu/en/region/south/eu-in-action/theme/101>

<sup>184</sup> It is specified that "The dialogue shall focus, inter alia, on specific political issues of mutual concern or of general significance for the attainment of the objectives of the agreement, such as [...], discrimination of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status."

perspectives, jobs and income for rural women and youth. The section on the area of Global and Emerging Issues is silent on GEWE-related issues or collaboration.

The **European Development Fund (EDF)** is the EU's main instrument for development aid with the ACP. It is outside the EU budget. Contrary to the ENI, the **financial regulation of the 11<sup>th</sup> EDF 2014-2020** has no single reference to "gender" "women" and "girls". The same holds true for the 10<sup>th</sup> EDF covering the period 2008-2013. However, there are ample references in the financial regulation to the CPA, which constitutes the legal basis of the EDF and recognises gender as a cross-cutting theme, as was noted above. So the fact that GEWE receives no attention in the financial regulation<sup>185</sup> does not mean that GEWE is ignored in the EDF framework. Furthermore, the 11<sup>th</sup> EDF – and other EU external action instruments covering the same period – put more emphasis on human rights and fundamental freedoms than their predecessors. The External Evaluation of the EDF stated that gender equality is implicitly included among human rights and fundamental freedoms. The **programming instructions of the 11<sup>th</sup> EDF** indeed point in that direction, as they indicate that within the area of human rights, democracy and other key elements of good governance, the EU should increase its engagement in partner countries in promoting, inter alia, gender equality and the empowerment of women.

A key instrument for the engagement with African partners in the field of migration and displacement is the 11<sup>th</sup> EDF-funded **EUTF for Africa**. It was established in 2015, in response to the increase in irregular migration flows in Africa, and into the EU. It aims to address the root causes of irregular migration and displacement, as well as to promote stability and economic opportunities in regions experiencing high migration flows, that is the Horn of Africa, the Sahel and Lake Chad, and North Africa. An ECDPM analysis of gender in the EUTF<sup>186</sup> notes that gender equality features prominently and is referenced several times in the strategic orientation document which sets out the EU Trust Fund's overarching strategy. Gender dimensions are also incorporated in all of the four objectives of the EU Trust Fund for Africa, although with differences in emphasis. Gendered vulnerability of migrants plays an important role in defining the focus of EUTF projects. However, it is noted that only a handful of EUTF projects studied clearly addressed gender inequalities by involving both genders and challenging existing gender power relations. It is indicated that this may be partly attributed to the nature of the EUTF, which, as a short to mid-term emergency response instrument, is not rooted nor long term enough to delve into gender power dynamics.

The **external evaluation of the 11<sup>th</sup> EDF** found that gender mainstreaming has improved since the 10<sup>th</sup> EDF. This conclusion is primarily based on an increase in EDF commitments to projects that target gender equality as a significant or main objective in the period 2010 till 2015. Other cross-cutting issues, such as climate and environment, did not fare as well. Although evidence is not conclusive, the evaluators note that this suggests that progress has been mostly achieved in areas where clear policies, guidelines and measures have been issued and implemented. They state that this conclusion is supported by interviews during the country visits where the existence of clear guidelines and technical support was mentioned as having facilitated the mainstreaming of gender. They do warn that this assessment provides insights into the quantity of gender commitments, not the quality.

The **RIP 2014 – 2020** covering **West Africa, Central Africa and Eastern Africa, Southern Africa and the Indian Ocean (EA-SA-IO)** define the priorities of regional EU development cooperation in those regions, thus guiding EDF regional spending. GEWE considerations feature in the descriptions of almost all priority areas in the three regions.<sup>187</sup> In West Africa, cooperation focusses on (i) peace, security and regional stability; (ii) regional economic integration and support for trade; and (iii) resilience, food and nutrition security and natural resources. In Central Africa, the priority areas are (i) political integration and cooperation in the area of peace and security; (ii) economic and commercial integration; (iii) natural resource and biodiversity management. In EA-SA-IO, cooperation focusses on (i) peace and security and regional stability; (ii) economic integration; and (iii) regional natural resource management.

As such, attention to GEWE has increased in the JAES framework, as it features less prominently in the preceding action plans 2008-2010 and 2011-2013. In those action plans, various partnership areas don't make any reference to GEWE considerations.

In recent years, economic cooperation between Africa and the EU has been put higher on the agenda. This fits with the idea of moving away from an aid-centred relationship to a more equal partnership, to the benefit of both continents. This transpires from the **New Africa-Europe Alliance for Sustainable Investments and Jobs** proposed by EU President Juncker in his State of the Union in 2018. It aims to support the generation of ten million jobs in Africa in the next five years. A tool for the implementation

<sup>185</sup> The regulation on the implementation of the 11<sup>th</sup> EDF (Council Regulation (EU) 2015/322) does note that monitoring and evaluation will take gender equality into account when ascertaining whether objectives have been met. This was not yet the case in the regulation on the implementation of the 10<sup>th</sup> EDF.

<sup>186</sup> Cascone and Knoll 2018. Promoting gender in the EU external response to migration: The case of the Trust Fund for Africa (ECDPM Discussion Paper 233). Maastricht: ECDPM. [www.ecdpm.org/dp/233](http://www.ecdpm.org/dp/233)

of the alliance is the **EU External Investment Plan (EIP)**<sup>188</sup>, which preceded the Alliance, but will be enlarged in the next EU budget post 2020, if the European Parliament and the Member States agree with this proposal of the European Commission. The Alliance puts Africa's youth front and centre, in particular in light of Africa's population growth and migratory pressures. It is also specifically indicated in the European Commission's Communication on the Alliance that attention will go to sustainable job creation for women and access of women and girls to education, notably Technical and Vocational Education and Training (TVET), as well as digital skills and competences.

The EU launched the EU-UN Spotlight Initiative - Ending violence against women and girls<sup>189</sup> in Africa in early 2019. Countries involved in the initiative are Malawi, Mozambique, Nigeria, Uganda, Mali, Zimbabwe, Niger and Liberia.

### 3.6.2.6 Caribbean, Pacific

Sixteen countries from the Caribbean and 15 Pacific countries are member of the ACP. As such, the CPA described in the section above guides their cooperation with the EU. Similarly, the EDF also described in the section above is the main EU financial instrument for development cooperation with these Caribbean and Pacific countries.

### 3.6.2.7 Caribbean

The **Joint Caribbean – EU Partnership Strategy** has been the overarching regional cooperation framework since its adoption in 2012. The promotion of non-discrimination and gender equality is identified in the strategy as an area of cooperation.

The **11<sup>th</sup> EDF Caribbean RIP** supports the implementation of the strategy at regional level in the period 2014 – 2020. It is specified that the gender dimension will be a transversal element by its integration in all sector and activities of the RIP as well by indicators and/or statistics broken down by gender. However, GEWE considerations do not feature in the RIP's specific objectives nor the main expected results. The listed operations do include actions to address gender-based violence in the region.<sup>190</sup>

The **Joint Communication** of the European Commission and the High Representative of the Union for Foreign Affairs and Security Policy that came out in April 2019 with a **vision for a renewed partnership between the EU, Latin America and the Caribbean**<sup>191</sup> confirms the attention for gender-based violence. It states that EU-LAC relations should focus among other things on promoting gender equality and empowering all women and girls, including the protection, exercise and promotion of women's political, social and economic rights, and mainstream gender equality into all EU-LAC cooperation. It specifies that the partnership should address as a matter of priority the alarming levels of gender-based violence. It adds that collaboration in this area should build on the experience of, inter alia, the Spotlight Initiative launched by the EU and the United Nations in 2018.

### 3.6.2.8 Pacific

A **Joint Communication** issued by the European Commission and the High Representative of the Union for Foreign Affairs and Security Policy in 2012 presents a '**renewed EU-Pacific development partnership**', updating the 2006 EU strategy for the Pacific. It states that democratic principles and human rights are respected for the most part across the region, with Fiji remaining an exception after the 2006 coup. At the same time, it points out that Pacific countries have a poor record of ratifying human rights conventions and have high rates of gender-based violence and low proportions of women at decision-making levels. Similar to trends in other regions in this period, the Communication indicates that the EU will further integrate human rights, democracy support and good governance into its policy mix in the region. In line with the challenges identified earlier in the Communication, it is specified that the EU will pay particular attention to addressing issues such as gender-based violence and very low proportions of women at decision-making levels in the Pacific.

The emphasis on violence against women already featured in the **2006 EU strategy for the Pacific**. It notes that while the situation differs from country to country, violence against women and polygamy constitute important problems and women still have far to go in terms of empowerment.

<sup>188</sup> See for more information on the EIP [https://ec.europa.eu/commission/eu-external-investment-plan\\_en](https://ec.europa.eu/commission/eu-external-investment-plan_en)

<sup>189</sup> [http://europa.eu/rapid/press-release\\_MEMO-18-5904\\_en.pdf](http://europa.eu/rapid/press-release_MEMO-18-5904_en.pdf)

<sup>190</sup> Beyond the specification that the gender dimension will be transversal, the words 'gender' 'women' and 'girls' do not feature in the RIP, with the exception of the following operation: "actions to promote women and children security and safety, domestic and school security, shelters and crime-related social/health assistance and related indicators 'number/rate of crimes, in particular violent crimes (disaggregated by type of crime/sex)."

<sup>191</sup> [https://eeas.europa.eu/sites/eeas/files/joint\\_communication\\_to\\_the\\_european\\_parliament\\_and\\_the\\_council\\_-\\_european\\_union\\_latina\\_merica\\_and\\_the\\_caribbean\\_-\\_joining\\_forces\\_for\\_a\\_common\\_future.pdf](https://eeas.europa.eu/sites/eeas/files/joint_communication_to_the_european_parliament_and_the_council_-_european_union_latina_merica_and_the_caribbean_-_joining_forces_for_a_common_future.pdf)



Gender equality is a cross-cutting regional value in the **Pacific RIP for the period 2014 – 2020**, which is indicated to be consistent with the Pacific Leaders Gender Equality Declaration and the Pacific Platform for Action for the Advancement of Women. It is specified that gender equality will be adequately integrated into the first and second priority area of support, that is (i) regional economic integration and (ii) sustainable management of natural resources and environment and management of waste.

The attention for gender-based violence has led the EU to co-fund with €12.7 million the **Pacific Partnership to End Violence Against Women and Girls** launched in November 2018, together with the Australian government and cost-sharing from UN Women. It is being jointly coordinated by the Pacific Community (SPC), the Pacific Islands Forum Secretariat and UN Women Fiji Multi-Country Office.<sup>192</sup> In February 2019, the EU and the UN announced a €50 million investment to tackle domestic violence in the Pacific region, as part of the EU-UN Spotlight Initiative.<sup>193</sup>

### 3.6.2.9 Asia

As the overarching framework for development cooperation the **DCI Regulation** includes “specific areas of cooperation per region”. For South Asia, the specific gender-related focus is the fight against discrimination and sexual, gender-based and child violence. Equity and gender equality are envisioned to be achieved through education, health and other social policies. Priorities for North and Southeast Asia comprise fighting gender-based and child violence as a contribution to the promotion of democratic governance. Gender objectives for Central Asia are less pronounced but are subsumed under the provision of universal access to quality basic social services, particularly in the health and education sectors, and the aim to improve access to employment.

The EU conducts its current development cooperation with Asia under the roof of two regional strategies financed by DCI: the Asia MIP 2014-2020 and the Central Asia MIP 2014-2020. Both were preceded by regional strategy papers (RSP) for the period 2007-2007. Overall, these strategies neither further elaborate the gender provision of the DCI Regulation nor do they include comprehensive gender-related objectives. Yet, in their coverage of gender-related themes the 2007-2013 documents were more detailed than the current strategies.

The **Asia Regional Strategy Paper 2007-2013** stressed the need to foster development based on “Europe’s democratic values”, including gender equality. It was specifically linked to MDG3, Goal 3 (“Promote Gender Equality and Empower Women”). The MIP 2011-2013 of the RSP identified the promotion of gender equality as a major cross-cutting issue among a broad range of other themes, for example human rights and democracy, good governance and environmental sustainability. Gender equality was envisioned to be “streamlined in each component of the Regional Programme, when relevant.” In a similar vein, the Central Asia RSP 2007-2013 emphasised the importance of gender issues and describes gender (in addition to environmental concerns) as an important cross-cutting issue for the region which would be integrated “as far as possible into the design of programmes [...] notably in poverty reduction and educational /capacity building programmes.”

The **Central Asia MIP 2014-2020** is completely silent on gender. The **Asia MIP 2014-2020** equally lacks an explicit gender focus but includes a gender-related indicator (“number of sexual and Gender-Based Violence (SGBD)” for Aid for Uprooted People – the only mentioning of gender in the entire strategy.

Unlike the regional MIPs, most **national MIPs 2014-2020** with DCI-eligible Asian countries integrate gender equality as a cross-cutting priority and prescribe the mainstreaming of gender-related issues into the supported sectors of the respective bilateral strategies. Examples include but are not limited to the strengthening of “gender sensitivity and human rights (in particular the rights and empowerment of women, girls, and children)” (Afghanistan); the approach that “conflict and gender analysis will inform conflict and gender sensitive approaches across the actions to be implemented” (Myanmar), the “implementation of the EU GEWE Action Plan requirements” (Bangladesh) and the mainstreaming of gender into local development planning (Bhutan). The European Joint Programming for Lao People’s Democratic Republic 2016–2020 elaborates on gender throughout the strategy and features a particularly pronounced approach to the promotion of gender equality and women’s empowerment.

In addition to gender working groups (often subsumed under or in conjunction with human rights) or bilateral policy dialogues in, and with, partner countries, the EU has promoted gender-related issues in group-to-groups dialogues with the Association of ASEAN and within the multilateral dialogue setting of the Asia Europe Meeting (ASEM). The ASEAN-EU Plan of Action (2018-2022) is, inter alia, directed at the promotion of “gender equality, well-being, rights and welfare of women, children, the elderly, persons with disabilities and migrant workers.” The Plan of Action stipulates

- EU collaboration with the ASEAN Commission on the Promotion and Protection of the Rights of Women and Children (ACWC) and the ASEAN Committee on Women (ACW) “to promote

<sup>192</sup> <https://www.forumsec.org/new-pacific-partnership-addresses-gender-equality-and-violence-against-women/>

<sup>193</sup> [http://europa.eu/rapid/press-release\\_IP-19-1410\\_en.htm](http://europa.eu/rapid/press-release_IP-19-1410_en.htm)

gender equality as well as the promotion and protection of the rights of women and children, especially those in vulnerable situations including the elderly [...] and women at risk or victims of gender-based violence”;

- “exchanges of experience and best practices on policies and programmes on gender mainstreaming to promote gender analysis and women’s perspectives in regional initiatives across sectors, including initiatives on decent work, social protection, and building resilience”;

Similar goals were already listed in the preceding ASEAN-EU Enhanced Partnership Action Plan 2013-2017 but are now expressed in a substantiated and more detailed manner.

In October 2018, an **ASEAN-EU Dialogue** on Gender Equality and Empowerment of Women and Girls took place in Hanoi and focused on the theme “Implementing SDG 5: Gender Equality at Work”. The dialogue was supported by the EU-funded Enhanced Regional EU-ASEAN Dialogue Instrument (E-READI). E-READI facilitates dialogue forums between the EU and ASEAN in priority policy areas of joint interest across all three ASEAN Community pillars: Political and Security, Economic, and Socio-Cultural and is aligned with the ASEAN-EU Plan of Action.

ASEM - an intergovernmental process established in 1996 to foster dialogue and cooperation between Asia and Europe which presently comprises 30 European and 21 Asian countries as well as the European Commission and the ASEAN Secretariat - has frequently addressed gender-related issues as part of its dialogue programme and through the activities of the Asia Europe Foundation (ASEF), the only permanently established institution of ASEM. In May 2017 an ASEM conference on “Creating Equal Opportunities in the World of Work” took place in Vilnius. Throughout its history the European Commission and the EU member states have been among the driving forces on human rights and gender.

The EEAS has conducted planning and impact case studies to measure the extent to which gender equality (and human rights) have been integrated into **Common Security and Defence Policy** (CSDP) planning, implementation and review. One of the seven missions chosen was EUPOL Afghanistan (2007-2016) which was established to assist the Afghan government in reforming its police service.

In Asia (and also the Pacific), gender equality has been included as a priority in **Civil Society Organisations/Local Authorities and EIDHR** guidelines for applicants as well as engaging in closer work and consultations with CSOs. However, for unexplained reasons the use of gender analysis to inform project design and formulation has decreased on average by 15% year-on-year since 2016 in the Asia Pacific Region while it has increased by 25% in other regions.

In the context of the **EU-UN Spotlight Initiative**, the EU finances the “Safe and Fair Programme” launched in 2018. This programme is a EUR 25 million investment implemented through a partnership between ILO and UN WOMEN. It tackles vulnerability to violence and trafficking and support the provision of essential services to women migrants who suffer violence and abuse. Countries involved in the Initiative are Brunei, Cambodia, Indonesia, The Lao People's Democratic Republic, Malaysia, Myanmar, the Philippines, Singapore, Thailand and Vietnam.

### 3.6.2.10 Middle East (Asia)

The **DCI Regulation** addresses specific areas of cooperation with the Middle East including gender equality and “supporting the development of civic culture especially via training, education and participation of children, young people and women”.

EU cooperation with the Middle East – as part of the MENA region – mainly rests on three pillars: the ENI Regional South Strategy Paper (2014-2020); various programmes and initiatives in relations with the Gulf Region centred on the Cooperation Agreement between the EU and the Gulf Cooperation Council (GCC) of 1988; and bilateral strategies with Iran, Iraq and Syria.

Within the context of the EU’s cooperation with the Gulf Cooperation Council the 2019 Action Document for “Enhanced EU-GCC political dialogue, cooperation and outreach” announces to mainstream gender equality - in line with the EU Gender Equality Action Plan (GAP II 2016-2020) - throughout the implementation of the action by (inter alia) ensuring gender balanced speaker panels, round tables and working groups including at high-level representation, encouraging stakeholders who invite women as keynote speakers, etc. Gender equality is also planned to be addressed by inclusion of gender-relevant issues in the political and policy dialogues wherever possible. Furthermore, active engagement of civil society (including women and youth networks) will be sought throughout the implementation.

Under **bilateral strategies and agreements**, the EU has financed development initiatives in Yemen, Iraq and Iran according to the different individual political contexts and economic and social circumstances of each country. Areas of support are: humanitarian assistance, human rights, good governance, capacity building, food security, health, social protection, economic development and

livelihoods. The **EU-Iraq Joint Strategy Paper 2011-2013**<sup>194</sup> identified gender as a cross-cutting issue to be mainstreamed in the focal sectors i) good governance; ii) socio-economic recovery through education and strengthening institutional capacity; iii) water management and agriculture. The **Iraq MIP 2014-2017** went a step further by introducing a gender equality dimension in the design and implementation of the supported programmes. More specifically, the MIP stated that the EU and the Government of Iraq, together with the Iraqi High Commission for Human Rights (IHCHR) and CSOs “will put a joint effort in promoting the rights of women (including measures to prevent domestic violence and to promote gender equality), in moving against the use of death penalty and in protecting the rights of minorities.”

According to the MIP, through its role chairing the EU Working Group on Human Rights, the EU Delegation meets regularly with Member States representatives, members of Civil Society and NGOs, as well as international organisations such as United Nations Assistance Mission for Iraq (UNAMI) and the International Committee of the Red Cross (ICRC) to monitor a diverse range of issues, including gender issues and women's rights; family law; and LGBTI issues.

The **Yemen-European Community Strategy Paper for the period 2007-2013** gave particular attention to gender issues “in order to foster women's access to services and their participation in society at community level.” The **2014-2015 MIP** was, inter alia, directed at achieving progress with respect to gender equity at all levels within the context of promoting good governance and the rule of law.

In Iran, programme activities under “the financing of the special measure in favour of Iran for 'Support to Sustainable Development in Iran' for 2018” should prioritise gender equality and the participation of women. “Activities where women are involved will be encouraged, in particular with regards to SMEs and trade, but also with respect to community efforts in order to tackle environmental challenges where applicable.”

The **2015 Joint Communication of the European Parliament and the Council on Elements for an EU regional strategy for Syria and Iraq as well as the Da'esh threat** (JOIN/2015/2 final), listed the support of the governments of the region “to pursue policies conducive to enhanced economic resilience among refugee and host communities, promote prospects for young people and respect gender equality” as one of three means of EU engagement. It also envisioned a Continued process of “building the capacities of Syrian citizens and Syrian civil society, including organisations that promote gender equality and empowerment, to allow ordinary Syrians to play an active role in Syria's reconstruction.”

### 3.6.2.11 Latin America

**DCI Regulation** (EU) No 233/2014 defines the scope and broad content of EU development cooperation policy with Latin America. This policy framework encourages social cohesion in the region, with special emphasis on social inclusion, decent work and equity, gender equality and women's empowerment. It also addresses issues which are highlight relevant to gender equality, such as protection of human rights, including those of minorities, indigenous peoples and afro-descendants, respect for the core labour standards of the ILO, environment, the fight against discrimination, the fight against sexual, gender-based and child violence. One important gender-related development is EU's commitment with eradicating gender-based violence against women through “*assisting Latin American States to fulfil their obligation of due diligence in the prevention, investigation, prosecution, sanction and reparation of and attention to femicide*” (p. 19). This policy concern is consistent with the EU GAP II and is very much in line with regional (the Belem do Pará Convention) and international (CEDAW) protocols related to women's right to a life free from all forms of violence.

In recent years, EU-LAC **cooperation policy framework**<sup>195</sup> attention has been geared towards reducing disparities, promoting sustainable development, addressing climate change and advancing higher education and research in EU's cooperation with 18 Latin American countries.<sup>196</sup> Looking further back in the past, developments in EU-LA cooperation agreements and policy frameworks gradually emphasised the strengthening of social protection systems and fiscal reform so that they contribute to enhancing equality and wealth distribution. These commitments established a qualitative difference vis-à-vis previous frameworks, especially those that shaped cooperation during the early 1990s. In those decades, policy dialogue (incl. high level dialogue) on social cohesion was not too gender-sensitive and focus was more on women as recipients of aid rather than enhancing women's agency in policy, political and social change. Moreover, many countries in the region did not have national gender mechanisms (such as Gender equality Ministries and Women's Institutes). During the late 1990s, and thanks to the

<sup>194</sup> For more information on the EU-Iraq Joint Strategy Paper 2011-2013: [https://ec.europa.eu/europeaid/joint-strategy-paper-2011%E2%80%932013-iraq\\_en](https://ec.europa.eu/europeaid/joint-strategy-paper-2011%E2%80%932013-iraq_en)

<sup>195</sup> For more information on the EU-LAC cooperation policy framework: <https://eulacfoundation.org/en/content/policy-framework-cooperation-between-european-union-and-latin-american-and-caribbean>

<sup>196</sup> [https://ec.europa.eu/europeaid/regions/latin-america\\_en](https://ec.europa.eu/europeaid/regions/latin-america_en)

sustained advocacy efforts of women's movements who were advocating for implementation of the Beijing 1995 and CEDAW recommendations, several key GEWE issues began to appear in EU-LAC relations, including (high level) policy dialogues.

These gender issues are enshrined in the 2013 **Santiago Action Plan** (PAS in Spanish) and include three strategic axes: i) Political participation of women; ii) Elimination of all forms of violence against women and girls, including sexual violence; and iii) Economic empowerment of women and their participation in the world of work and in all decision-making processes. These three strategic axes mark paradigmatic developments in the main pre-2014 EU policy/strategies, namely the shift from women in development (WID) to the gender and development (GAD) nexus. This policy shift also points to a change in the strategy: namely, the transition from the basic needs approach (women as recipients of development aid) to the women's rights approach in development (women as key change agents). This transition also highlighted the importance of power relations in policy-making.<sup>197</sup> These gender-related policy developments were further formalised through inclusion of gender chapters in **EU-LAC Action Plan 2013-2015**. EU-LAC AP 2013-2015 emphasises the strategic importance of the Santiago Gender Action Plan (AP) in the context of bi-regional relations and underscores the role of political will in both regions to guarantee gender equality and the protection, exercise and promotion of women's rights, including the three strategic priorities of the Santiago Gender Action Plan (AP).

At the regional level, the gender perspective has been incorporated into **regional dialogues** within the framework of regional integration mechanisms such as the **Belem do Para Convention** (AEO/OEA, 1994)<sup>198</sup>, **the Quito Consensus** (10<sup>th</sup> Women's Regional Conference -LAC), culminating with 2010 as the Interamerican Women's year and several EU-LAC Summits where gender issues have been part of the agenda for the region.<sup>199</sup>

Despite gender-related achievements of the past decades,<sup>200</sup> persistent levels of social inequality and gender-based violence pose significant challenges to shared EU-LAC policy objectives in the region. Some of the policy areas where gender inequalities are most pervasive are wage gaps, balancing the unequal share of care work in gender-responsive ways, valorising women's unpaid work, lack of access to justice for women, violence against human rights defenders and homophobic violence against LGBTBI persons). Moreover, women are still under-represented in decision-making.<sup>201</sup> In several countries, women still constitute a high percentage of the low-skilled labour force and even when they access stable wage employment, it is often in the lower niches of a specific sector (for ex. agriculture, export processing zones. Women from indigenous and afro-descendant groups are amounts those enduring multiple forms of discrimination.

The **Montevideo Gender strategy (2016)** identifies the following structural challenges for the region: socio-economic inequality and poverty; patriarchal, discriminatory and violent cultural patterns, a culture of privilege, unjust sexual division of labour and social organisation of care, concentration of power and hierarchical relations in the public sphere. To overcome these challenges, the Strategy identifies 74 measures to be implemented along 10 axes<sup>202</sup>: 1. Regulatory framework, 2. Institutional, 3. Participation, 4. Building and strengthening capacities, 5. Financing, 6. Communication, 7. Technology, 8. Cooperation, 9. Information systems, and 10. Monitoring, evaluation and accountability.

In terms of **specific EU-funded interventions**, **EUROSociAL**<sup>203</sup> is a bi-regional programme of technical cooperation between the EU and Latin America that seeks to contribute to reducing inequality, improving levels of social cohesion and strengthening the institutions of 19 Latin American countries.<sup>204</sup> It provides support for the process of designing, reforming and implementing public policy, focusing its action on the areas of gender equality, democratic governance and social policy. This is a programme funded by the European Commission which since 2005 has been providing a space for peer-to-peer learning and experience exchange between counterpart institutions of the two regions, favouring the use of a broad catalogue of tools relevant to each process. The first phase of this Programme ran from 2004-2010 and the second from 2011-2016. Third phase runs from 2016-2021 and will monitor the

<sup>197</sup> The Issue of Gender in Relations between the EU and LAC: State of the Art and Opportunities for Biregional Cooperation: [https://ec.europa.eu/europeaid/sites/devco/files/dci-multindicativeprogramme-latinamerica-07082014\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/dci-multindicativeprogramme-latinamerica-07082014_en.pdf)

<sup>198</sup> For more information on the Belem do Para Convention: <https://www.oas.org/juridico/english/treaties/a-61.html>  
<sup>199</sup> <https://www.cepal.org/es/publicaciones/40333-40-anos-agenda-regional-genero>

<sup>200</sup> For ex. gender-related changes in Constitutional texts, development of a normative corpus on equal treatment, gender mainstreaming in policies, legal definition of gender-based violence as a crime, creation of national Gender mechanisms, and concrete measures to increase women's participation in political and economic life) Furthermore, all Latin American countries have ratified CEDAW and 14 have ratified its optional Protocol.

<sup>201</sup> EUROSOCIAL 2018

<sup>202</sup> [https://repositorio.cepal.org/bitstream/handle/11362/41011/1/S1700035\\_es.pdf](https://repositorio.cepal.org/bitstream/handle/11362/41011/1/S1700035_es.pdf)

<sup>203</sup> For more information on EUROSociAL: [https://ec.europa.eu/europeaid/regions/latin-america/eurosocias\\_en](https://ec.europa.eu/europeaid/regions/latin-america/eurosocias_en)

<sup>204</sup> <https://eurosocias.eu/en/>



results achieved in previous years, identifying and supporting new demands in beneficiary countries and promoting, in particular, the incorporation of the gender perspective in all its actions.

The EU launched the **EU-UN Spotlight Initiative** - Ending violence against women and girls<sup>205</sup> in Latin America in early 2018. The Regional Programme focuses on ending femicides and all other forms of violence against women. It covers five countries (Argentina, El Salvador, Guatemala, Honduras and Mexico).<sup>206</sup>

### 3.6.2.12 Countries/regions covered by the Partnership Instrument

The PI is one of the 4 Foreign Policy Instruments created by the European Union to support the Union's external policies – see also Box 1 below. The PI was set up in 2014 and replaced the Instrument for Cooperation with Industrialised countries (ICI). The PI came to fulfil the need for a financial instrument of global scope which could guarantee cooperation partnerships and policy dialogues with relevant third countries who no longer qualify for ODA but who nevertheless play an important role in global affairs and in addressing challenges of global concerns and mutual interests. The latest instruments managed by the Service for Foreign Policy Instruments (FPI), namely the IcSP and the PI, have been defined as “*incubators for new forms of international cooperation and been more flexible in responding to EU interests on the global scene.*”

One of the main goals of the PI is to expand policy dialogues and partnerships (regional, global, national) in thematic areas and issues of mutual interest which are considered of strategic relevance to the EU and third countries, and which go beyond development cooperation. The PI targets upper middle- and high-income countries (UMICs and HICs) through different partnership modalities with third countries (bilateral, regional or multilateral). The PI is not tied geographically to particular countries or regions, but is an instrument of global reach: while actions implemented in strategic partner countries represent over half of the budget so far, nearly the same amount represents multi-country/regional/global actions which include other partner countries.

#### Box 1 *Brief overview of the needs and challenges addressed under the Partnership Instrument (PI)*

The **PI** covers the following regions: 1) Asia Pacific, 2) the Americas, Russia, 3) Central Asia and the Arctic, 4) Gulf Countries. Its global reach renders the PI less restrictive than its predecessor, the Instrument for Cooperation with Industrialised Countries (ICI). PI actions also include G7 and G20 countries and the BRICS (Brazil, Russia, India, China and South Africa). The PI also contributes to the **implementation of strategies, strengthening dialogues and fostering of partnerships** with like-minded countries, regional groupings, international organizations and cooperative regional orders such as the Community of Latin American and Caribbean States (CELAC), the Asia-Europe Meeting (ASEM) and the Association of Southeast Asian Nations (ASEAN), and through the participation in relevant multilateral fora. The PI initiatives contribute to new policy dialogues across the full range of EU bilateral, regional and inter-regional relations.

Key foreign policy challenges/needs addressed by the PI are the promotion of **EU's strategic interests and values**, increasing **EU visibility** in partner countries and **EU's role as global agent** of economic, social and political stability. In this framework, the PI also contributes to the implementation of the external dimension of the EU strategy titled “‘Europe 2020 — A Strategy for smart, sustainable and inclusive growth’ (‘Europe 2020’).” This EU strategy brings together three pillars: economic, social and environmental. In particular, the PI addresses global challenges such as climate change, energy security and resource efficiency, the transition to a greener economy, science, innovation and competitiveness, mobility, trade and investment, economic partnerships, business, employment and regulatory cooperation with third countries, better market access for companies from the Union, including the internationalisation of SMEs. It also promotes public and cultural diplomacy, cooperation in educational and academic matters and outreach activities.

**Economic diplomacy** is a key area of the PI and used as a tool to address the challenge of strengthening EU's role as key actor in global trade. Given the interaction between policy dialogues and business cooperation with partner countries, economic diplomacy aims at improving access to third-country markets by boosting trade, investment and business opportunities for EU companies.

In addition, PI interventions on **climate change**, energy, resource efficiency and circular economy, environment, sustainable urbanisation and other policy areas often also offer parallel business cooperation components.

In its **MIP 2018-2020**, the PI has integrated challenges addressed by the 2016 EU Global Strategy for Foreign and Security Policy “Shared Vision, Common Action: Stronger Europe.” This policy framework highlights equality, non-discrimination, and respect for diversity as human rights principles and calls upon EU MS and external services to promote the role of women in peace efforts and having more systematic recourse to cultural, inter-faith, scientific and economic diplomacy in conflict settings (p.31).

**Integration of gender-related themes/issues** in PI's overall work, including gender mainstreaming in key thematic areas, is not a requirement of the PI Regulation. The Regulation does not refer to gender

<sup>205</sup> [http://europa.eu/rapid/press-release\\_MEMO-18-5904\\_en.pdf](http://europa.eu/rapid/press-release_MEMO-18-5904_en.pdf)

<sup>206</sup> <https://spotlightinitiative.org/where-we-work?region=latin-america>

equality and women's empowerment as key policy objectives for the Instrument or as cross-cutting issues to be mainstreamed throughout PI's overall work and actions. There is only one reference to gender in the Common Implementing Regulation (CIR), namely that gender equality will be taken into account where applicable in external evaluations of EC policies and actions. In contrast, the PI is expected to report on its record of gender mainstreaming and women's empowerment through its GAP II reporting. In fact, GAP II requires that all services in HQ and EUDs report annually on EU support to women's participation in decision making and to initiatives tackling all forms of violence and discrimination against women and girls. GAP II also requires evidence of changes in institutional practices.

There are also more recent gender-related commitments of EU Foreign Policy which are related to the EU Global Strategy 2016 and the 2030 SDG Agenda. These commitments with gender equality have prompted the PI to gradually increase integration of gender equality issues in its programming, project design and implementation. The need for the PI to move forward with gender mainstreaming was further corroborated by a 2017 external evaluation which found that even though the PI has demonstrated its added value being the only global instrument which explicitly pursues EU and mutual interests with partner countries, acting as an enabler and opening up areas for political and policy dialogue and cooperation partnerships, it has nevertheless not sufficiently integrated gender equality issues affecting the regions where it intervenes. The external evaluation found that there is limited or missing structural attention to gender mainstreaming within PI funded actions and that there is room for improvement of the PI's contribution to gender issues, for instance through systematic screening in the programming process.

More recently, the PI has followed recommendations from the external evaluation and taken concrete steps to increase its levels of mainstreaming gender equality issues in its programming, and project cycle management (including project design and implementation).

The PI **MIP 2018-2020** integrates gender equality as priority area of work and as cross-cutting issue to be integrated or mainstreamed throughout PI's actions. In particular, it foresees support for multilateral and bilateral initiatives to develop cross-cutting policy approaches and exchange of best practice in the area of gender equality, with a particular focus on promoting female labour market participation, tackling the gender pay gap, enhancing gender balance in company boards, and combatting violence against women. The intervention logic of the PI stems from the recognition that investing in women's economic empowerment sets a direct path towards gender equality, poverty eradication and economic growth.

Another concrete steps to increase gender mainstreaming in the PI is the creation of a Gender Facility which ran between January 2018 and June 2019. The **PI Gender Facility** was set up with the goal of mainstreaming gender equality and women's empowerment issues into PI's overall work (including programming, project design, implementation and reporting).

The PI has also been funding a programme of global reach which aims to empower women through gender-related projects across regions (Asia, Latin America and the Caribbean) and also within the G7 countries (see below a list of PI projects jointly managed with ILO and UN Women). The PI has also been promoting gender-relevant actions in the framework of a global programme which includes three regional programmes:

- **EU/UN Women Project: "WeEmpower Asia"** (launched in March 2019). This is a 3-year programme which aims to encourage the private sector to expand economic participation and business opportunities for women in seven Asian countries: China, India, Indonesia, Malaysia, Philippines, Thailand and Viet Nam. Funded by the EU, UN Women will implement the €8 million programme aiming to integrate gender concerns into business practices in the region. WeEmpower Asia will promote dialogue among women's groups and the public and private sector. In so doing, it will enable a business environment that is empowering to women, provides skills training for female entrepreneurs to engage with businesses, policy-makers and decision-makers, and support companies to adopt the Women's Empowerment Principles.
- **EU/ILO/UN Women: "Win-Win, Gender equality means business" and "WeEmpower – Promoting economic empowerment of women at work through Responsible Business Conduct – Latin America and Caribbean (LAC)"**.

Above PI Actions underpin the Global Strategy on Foreign and Security Policy for the EU in that they seek to fight inequality, promote responsible business conduct and champion decent work globally, notably for women. In addition, interventions under these programmes will promote EU values as enshrined in international agreed standards, will contribute to advancing the gender dimensions of the SDGs (especially SDG5, 8 and 17 (reinforce the global partnership for sustainable development and support the key principles of multilateralism through strategic partnership with the United Nations)). These programmes also aim to strengthen the voice and participation of women in economic activities (including trade and business) and their access to labour markets under decent work standards.

### 3.6.3 EU policy framework on trafficking against human being

Trafficking in human beings is a serious and organised crime and a human rights violation, explicitly prohibited in article 5 of the EU Charter of fundamental rights. The majority of the victims are women and girls, mainly trafficked for sexual exploitation, and the EU recognises trafficking as Violence Against Women.<sup>207</sup> Trafficking of women and girls is explicitly addressed under Article 6 CEDAW.

The EU legal and policy framework to address trafficking in human beings is anchored in the EU Anti-trafficking Directive 2011/36/EU and complemented by the 2017 Communication stepping up EU action to address THB. The external dimension is an integral part of the EU legal and policy framework to address trafficking in human beings, and trafficking is embedded in multiple relevant policy instruments, agreements and dialogues.<sup>208</sup> Globally, the EU upholds the standards and principles of the United Nations Convention against Transnational Organized Crime (UNTOC) and the Palermo Protocol on preventing Trafficking in Persons, especially Women and Children.

Taking into account the complexity of the phenomenon and its links, trafficking is addressed in numerous EU policy and strategic documents, including GAP I & II. Many actions in this framework concerned the gender specificity of the crime (see the 2016 EU Study on the gender dimension of THB), including developed in cooperation with relevant EU Agencies, such as EIGE report on gender specific measures in anti-trafficking action, FRA guide on preventing and protecting EU child victims.

The 2017 Communication stepping up EU action to address trafficking in human beings<sup>209</sup> sets forth as one of the priorities to intensify a coordinated response within and outside the EU, and further sets forth as actions to work towards: i) achieving the targets related to trafficking in Agenda 2030, with SDG 5.2 being specifically on women and girl; and ii) ensuring that the relevant components of the EU-UN Spotlight Initiative to eliminate violence against women and girls are implemented.

<sup>207</sup> EU (2016) Study on gender dimension of trafficking in human beings, and EU (2018) Data collection on trafficking in human beings in the EU, available at: [https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-security/20181204\\_data-collection-study.pdf](https://ec.europa.eu/home-affairs/sites/homeaffairs/files/what-we-do/policies/european-agenda-security/20181204_data-collection-study.pdf)

<sup>208</sup> Extensive information is available in Commission's reports required by the EU Anti-trafficking Directive and other EU studies and guidance documents, including: [Transposition](#) report, [Users'](#) report, [First](#) and [Second progress report](#) and accompanying Staff Working Documents, [2016](#) and [2018](#)) and relevant deliverables (including: [the Study on High Risk Groups for Trafficking in Human Beings](#), the [Study on the Gender Dimension of THB](#), the [Study on Comprehensive Policy Review of EU funded anti-trafficking projects](#), [FRA Handbook on Guardianships Systems](#), [EIGE Report on Gender Specific measures in anti-trafficking action](#), the [EU Agencies 2018 Joint Statement of Commitment](#), the forthcoming [FRA Guide to enhance child protection focusing on victims of trafficking](#)).

<sup>209</sup> [https://ec.europa.eu/anti-trafficking/eu-policy/commission-sets-out-priorities-step-eu-action\\_en](https://ec.europa.eu/anti-trafficking/eu-policy/commission-sets-out-priorities-step-eu-action_en)



## 4 Annex 4: Mapping of EU support

### 4.1 Mapping of EU gender-targeted support - Main results

#### 4.1.1 Overview

The mapping of EU gender-targeted support carried out by the team shows that:

- Global findings (covering both enlargement region and partner countries):
  - During the period of 2014-2018, a **total of EUR 1.106 billion** were contracted for GEWE targeted interventions. Of these, EUR 509 million (46%) have been allocated to regional/multi-country interventions and EUR 596 million (54%) to country-level support.
  - **Most of the committed amounts went to Africa:** The region receiving the highest financial amounts was Sub-Saharan Africa (EUR 575 million from 2014 to 2018; 52%); the one with the lowest regional support was the Enlargement region, i.e. candidates and potential candidates to EU accession (EUR 38 million from 2014 to 2018<sup>210</sup>; 3%). In both cases, the support was mostly financed through **geographic instruments** (EDF, IPA).
  - Targeted GEWE support reached a **peak in 2018**, with EUR 424 million of contracted amount in this area that year. This was driven by the Spotlight Initiative, which accounted for over half the yearly amount. Setting aside this programme shows only a minor increase in financial amounts over the years, with a notable decline in 2015 to EUR 86 million.
  - **UN agencies**, mainly UNDP, UNICEF and UN Women were the most prominent channels (EUR 507 million). However, **CSOs are close behind** (EUR 434 million). Women's organisations, a sub-category of CSOs, represented approximately 15% of the CSOs involved in GEWE targeted support, or 6% of all channels more generally.
  - **Two thirds (66%) of the targeted interventions** treated Physical and Psychological Integrity (including Violence Against Women and Girls - VAWG), representing EUR 727 million. This was followed by Voice and Participation (EUR 179 million), and Economic and Social Empowerment (EUR 124 million).<sup>211</sup>
- Specific for the enlargement region:
  - The extended temporal analysis for **candidates and potential candidates** to EU accession (financed by IPA and EIDHR), covering 2010-2018, shows a considerable increase in contracted amounts over the years, more than doubling from EUR 1.6 million in 2010 to EUR 8.4 million in 2018 with a notable peak in 2017 (12.7 million). Overall, this amounts to 53.7 million between 2010 and 2018. This yearly increase was driven largely by the rising amount dedicated towards interventions focusing on the 'Voice and Participation' thematic area.

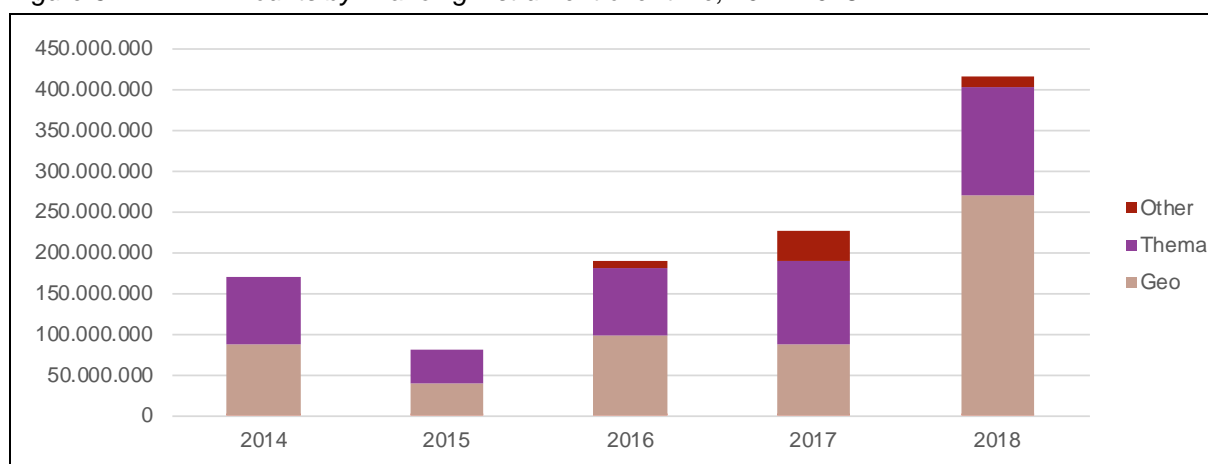
#### 4.1.2 Spending by instrument and over time

Between 2014 and 2018, a total of EUR 1.106 billion was allocated to GEWE targeted interventions in **partner countries**. Nearly half of the support (42%) was provided through EDF funding (EUR 463 million). Overall, amounts showed an increase during the observed period, with a peak in 2018 of EUR 424 million and a notable decline in 2015 to EUR 86 million.

<sup>210</sup> Within the temporal scope of this evaluation, the Enlargement region received EUR 54 million worth of committed amounts between 2010 and 2018.

<sup>211</sup> The team also identified relevant interventions amounting to EUR 76 million which could not be allocated in any of these three thematic areas.

**Figure 6** Amounts by financing instrument over time, 2014-2018

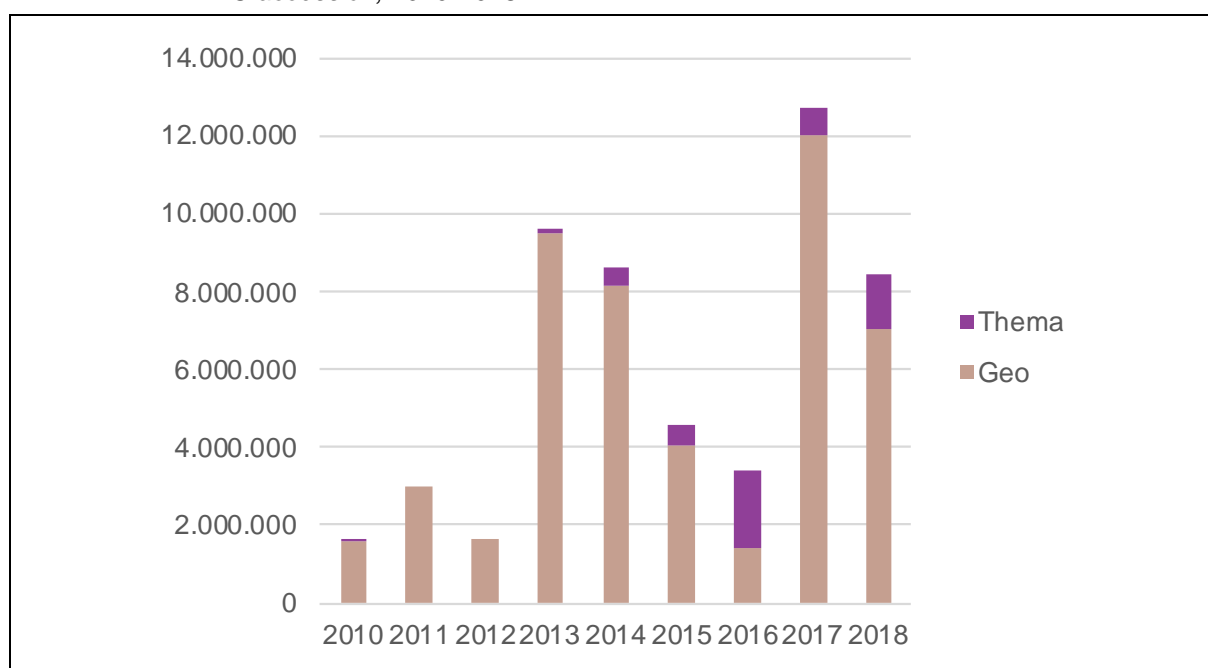


Source: Author's analysis based on CRIS data

As shown in Figure 6, geographic instruments were the predominant source of financing between 2014 and 2018. In total, they amounted to EUR 600 million (54%). By comparison, thematic instruments financed EUR 448 million and other instruments (e.g. Trust Funds – TF – and the Partnership Instrument)<sup>212</sup> financed EUR 58 million (5%). The overall rise in amounts over the years was primarily driven by the increased financing from geographic instruments, particularly in 2018 where financing quadrupled from 2017, as well as from the establishment of the EU TFs in November 2015.

Between 2010 and 2018, a total of EUR 54 million was allocated to GEWE targeted interventions in the **Enlargement region**. Figure 7 paints a different picture compared to partner countries, showing no clear pattern in financing. Overall, the geographic instrument, IPA, was the predominant source of financing between 2010 and 2018. It accounted for EUR 48 million out of the grand total EUR 54 million, or the equivalent of 90% of total financial amounts. The thematic instrument, EIDHR, accounted for the remaining 5 million, or 10% of total financial amounts. Financing for the Enlargement region peaked in 2017, reaching EUR 12.7 million, and reached its lowest point in 2012 at EUR 1.6 million.

**Figure 7** Amounts by financing instrument over time for candidates and potential candidates to EU accession, 2010-2018



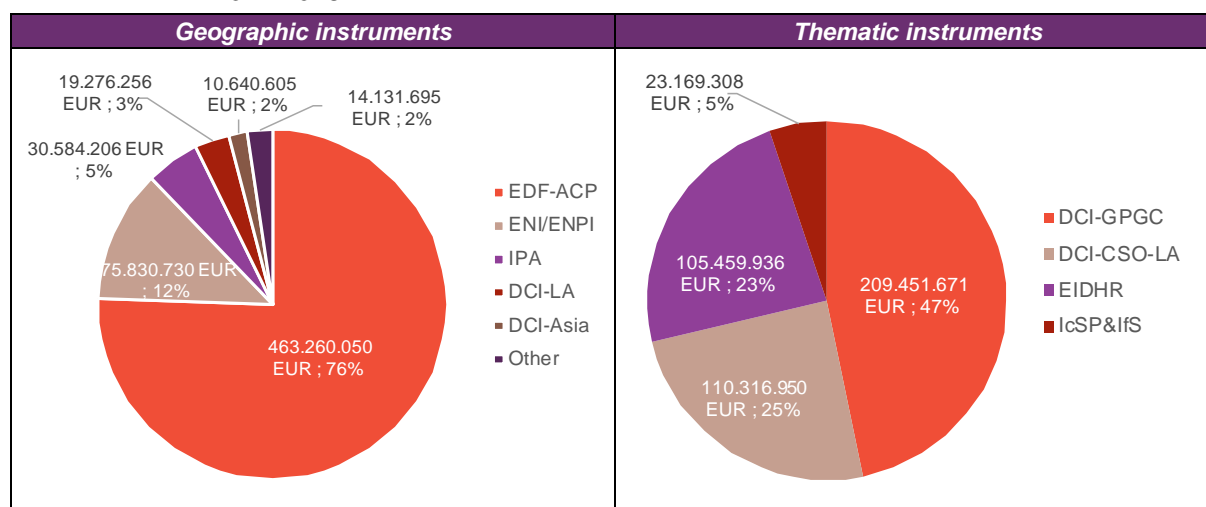
Source: Author's analysis based on CRIS data

A more in-depth analysis of the geographic instruments reveals that approximately 75% of the related amounts derived from the EDF instrument. The ENI/ENPI instrument ranked second, accounting for

<sup>212</sup> While the EU Trust Funds (e.g. Africa/root causes of migration, MADAD/Syria crisis) corresponds to a "financing modality", they may also be seen as a "financing instrument" given their hybrid source of finance and the large budgetary envelopes made available through them. They have been treated as such in the inventory analysis.

12% and the remaining five instruments account for just 13%. Financial amounts from thematic instruments showed more diversity. Slightly more than a third (35%) comes from DCI-GPGC, 25% from DCI-CSO-LA, 24% from EIDHR, and 5% from IcSP/IfS. Overall, the top two instruments alone, EDF and DCI-GPGC, accounted for well over half the total financing (55%).

**Figure 8** Breakdown by geographic and thematic financing instruments (percent and EUR), 2014-2018



Source: Author's analysis based on CRIS data

#### 4.1.3 Spending by recipient region/country

Regional interventions amounted to a total of EUR 509 million between 2014 and 2018, as compared to country-level support which received EUR 596 million during the same period. The region receiving the highest amounts in terms of regional support was sub-Saharan Africa and the one with the lowest was the Enlargement region.

Table 9 below also shows that the top interventions in these seven regional categories overwhelmingly targeted violence against women and "Physical and Psychological Integrity" related themes as a thematic area. However, work and energy also featured as important categories.

**Table 9** Regional support, 2014-2018

Region	Contracted amount (mEUR)	Top 2 instruments	Top 2 largest interventions
Sub-Saharan Africa	246	EDF-ACP, DCI	<ul style="list-style-type: none"> <li>Spotlight Initiative – ACP</li> <li>Développement Economique et Social des Femmes à travers les Energies Renouvelables au Sahel (Sénégal, Mali et Niger) – DESFERS</li> </ul>
Multi-region	103	DCI-GPGC, DCI-CSO-LA	<ul style="list-style-type: none"> <li>EUTF Madad – Strengthening the Resilience and Empowerment of Women and Girls and Host Communities in Iraq, Jordan and Turkey</li> <li>Joint Programme of the Abandonment of Female Genital Mutilation/Cutting (FGM/C): Accelerating Change</li> </ul>
Latin America	62	DCI-GPGC, PI	<ul style="list-style-type: none"> <li>Spotlight Initiative – Latin America</li> <li>Win-Win: Gender Equality Means Good Business</li> </ul>
Asia	38	DCI-GPGC, EUTF	<ul style="list-style-type: none"> <li>Spotlight Initiative – Safe and Fair: Realizing women migrant workers' rights and opportunities in the ASEAN region</li> <li>EUTF Madad – Strengthening Access to Protection, Participation and Services for Women Refugees, IDPs and Host Communities</li> </ul>
Neighbourhood	33	ENI/ENPI, DCI-GPGC	<ul style="list-style-type: none"> <li>Neighbourhood South Civil Society Facility 2016 – Empowerment and participation of young women and men in the Neighbourhood South</li> <li>CfP Gender – Naseej: connecting voices and action to end violence against women and girls in the MENA region</li> </ul>

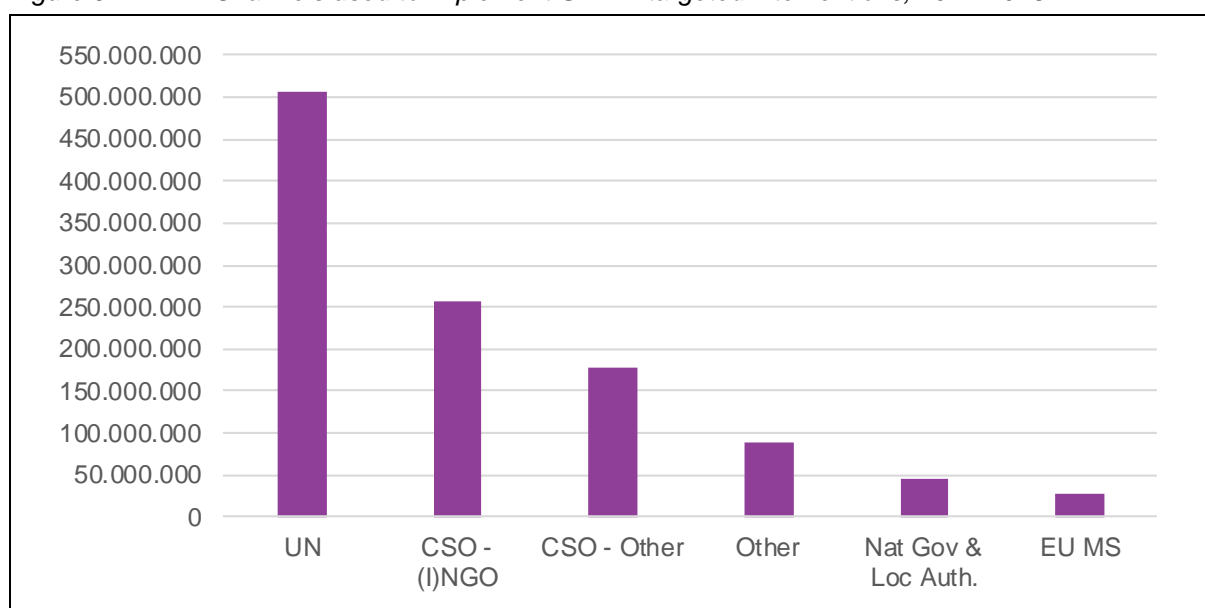
Caribbean & Pacific	131	EDF-ACP, EIDHR	<ul style="list-style-type: none"> <li>Tackling root causes of gender inequality and violence against women in the Pacific</li> <li>Cultural Rights to foster behavioural changes and women's empowerment against domestic violence in Barbados and the Eastern Caribbean – DECIDES Caribbean</li> </ul>
Enlargement	14 <sup>213</sup>	IPA	<ul style="list-style-type: none"> <li>(CSF) Ending violence against women in the Western Balkan Countries and Turkey Implementing Norms, Changing Minds</li> <li>(CSF) The Time is Now: Consolidating Regional Efforts for Advancing LGBTI Rights and Equality in the Western Balkans and Turkey</li> </ul>

The top recipients of country-level support were predominantly from Sub-Saharan Africa. Within this category, Nigeria ranks highest, receiving EUR 63.7 million. The top receiving Neighbourhood country was Morocco (EUR 11.8 million<sup>214</sup>) and the top receiving country from Asia was Bangladesh (EUR 14.4 million). Regarding the Caribbean & Pacific, Jamaica ranks first (EUR 21.1 million) and within Latin America Guatemala received the most support (EUR 17.5 million). Finally, within the Enlargement region, Turkey (EUR 10.9 million) and Kosovo\* (EUR 3.4 million) were the top recipients.

#### 4.1.4 Spending by channels

When it comes to the channels used to implement GEWE targeted interventions, UN agencies, mainly UN Women, UNDP and UNICEF, were most prominent (EUR 507 million). CSOs, including (international) NGOs and others (e.g. foundations, associations, cooperatives, universities and networks), rank as the second most important channel (EUR 434 million).

Figure 9 Channels used to implement GEWE targeted interventions, 2014-2018



Source: Author's analysis based on CRIS data

The share of the EU gender targeted support channelled through CSOs can be considered as higher since a part of the support channelled through UN agencies eventually goes to CSO support initiatives. Funding through EU MS and direct work with national governments and local authorities did not occur often. Finally, various "other" organisations (e.g. consultancy firms, media companies, European Institute for Gender Equality, Council of Europe) were also used to channel a substantial part of the EU gender-targeted support (EUR 90 million).

<sup>213</sup> Between 2010 and 2018, the Enlargement region received EUR 18 million worth of regional level support.

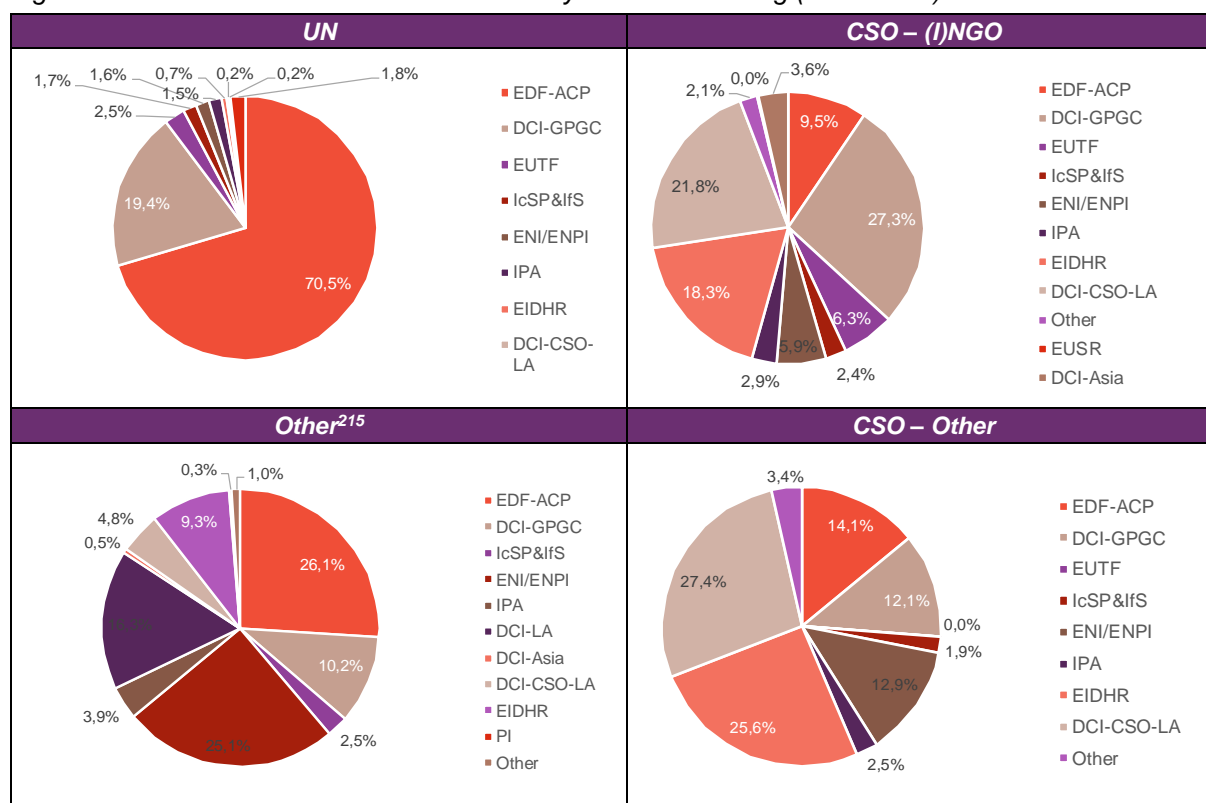
<sup>214</sup> The EU launched in 2019 a Budget Support programme focusing on gender equality in Morocco (MOUSSAWAT - EGALITE). The intervention falls in the scope of the evaluation. But the related amounts (EUR 26 million) are not reflected here as the intervention falls outside of the scope of the inventory's financial analysis. Similarly, the EU contributed to the implementation of the Plan Gouvernemental pour L'Egalite I in the context of a support programme (2012-2018). The intervention falls in the scope of the evaluation. However, given the budget support component (EUR 25 million) occurred in 2012, the intervention is not taken into account within the financial analysis.

\* This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

Regarding the Enlargement region, the pattern slightly differs. Between 2010 and 2018, the most prominent channel was National Government and Local Authorities (EUR 16.3 million), followed by “CSO-(I)NGO” organisations (EUR 13.4 million), CSO-Other (9.1 million), UN agencies (EUR 8.4 million) and “Other” organisations (EUR 6.4 million).

As Figure 10 below demonstrates, the UN channel was overwhelmingly funded by the EDF (70.5%) and DCI-GPGC (19.4%). Regarding the two CSO categories, DCI-CSO&LA naturally appears among the top instruments, ranking first (27%) for CSO-Other and second (22%) for CSO-(I)NGO. Within the former category, EIDHR (26%) and EDF (14%) were also significant financing instruments. In the latter category, DCI-GPGC (27%) and EIDHR (18%) are equally worth mentioning. Finally, the Other category was predominantly financed by EDF (26%), ENI/ENPI (25%) and DCI-GPGC (10%). Overall, with the exception of the UN that was mainly financed by one instrument, the channels demonstrated high diversity in sources of funding.

Figure 10 Most relevant four channels by source of funding (2014-2018)



Source: Author's analysis based on CRIS data

#### 4.1.5 Spending by thematic area

##### 4.1.5.1 Overall

For simplicity, we grouped the interventions by thematic areas along the GAP II thematic categories. Approximately 65% of the interventions deemed in scope of the inventory focus on the category “Physical and Psychological Integrity”; 12% of the interventions targeted the category “Economic and Social Empowerment”; and 16% of the interventions focused on the category “Voice and Participation”. A fourth category, “Other”, was identified in 7% of the cases and comprised of interventions that i) covered several of these categories (i.e. multi-thematic), or ii) could not be classified under one of the three categories (e.g. broad support to national gender policies or institutions, country gender analyses).

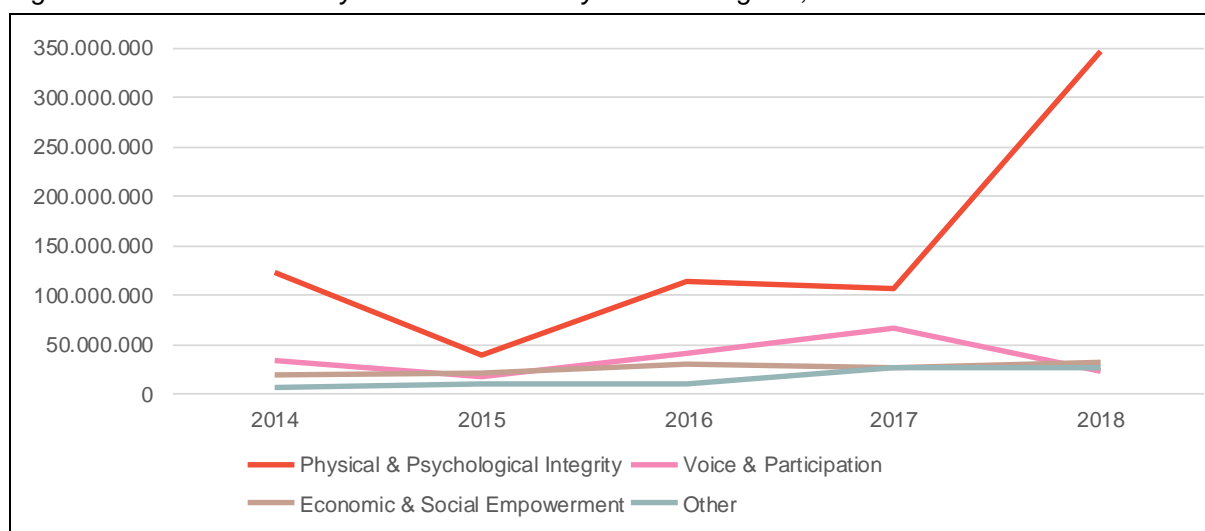
<sup>215</sup> “Other” organisations (e.g. consultancy firms, media companies, European Institute for Gender Equality, Council of Europe, etc.).

Table 10 Portfolio's coverage of thematic areas, 2014-2018<sup>216</sup>

<b>Physical and Psychological Integrity</b> % of total portfolio (contracted amounts)	<b>Economic and Social Empowerment</b> % of total portfolio (contracted amounts)	<b>Voice and Participation</b> % of total portfolio (contracted amounts)	<b>Other</b> % of total portfolio (contracted amounts)
EUR 726.506.253 (66%)	EUR 124.392.667 (11%)	EUR 178.724.643 (16%)	EUR 76.176.697 (7%)

Source: Author's analysis based on CRIS data

Figure 11 Amounts by thematic area and year for all regions, 2014-2018



Source: Author's analysis based on CRIS data

On the whole, there were only minor changes over the 2014-2018 period. The categories “Economic and Social Empowerment” and “Voice and Participation” remained relatively stable over the five-year period, with the former experiencing a slight increase from 2017 to 2018, and the latter a slight decrease. Regarding the category “Physical and Psychological Integrity”, the sudden increase experienced in 2018 was mainly due to the two large programmes under the Spotlight Initiative.

#### 4.1.5.2 Regional analysis

Related to the three thematic categories, the following split of contracted amounts across regions can be observed.

Table 11 Portfolio's coverage of thematic areas by region, 2014-2018

<b>Region</b>	<b>Physical and Psychological Integrity</b> (Contracted amounts, mEUR)	<b>Economic and Social Empowerment</b> (Contracted amounts, mEUR)	<b>Voice and Participation</b> (Contracted amounts, mEUR)
Sub-Saharan Africa	458	45	61
Asia	60	13	21
Caribbean & Pacific	39	5	1
Latin America	94	25	20
Neighbourhood East	5	10	3
Neighbourhood South	22	12	25
Enlargement <sup>217</sup>	16	4	12

Source: Author's analysis based on CRIS data

In all regions, with the exception of the Neighbourhood and Enlargement regions, the thematic area “Physical and Psychological Integrity” received the largest amounts.

<sup>216</sup> Between 2010 and 2018, the contracted amounts for the Enlargement region were the following: EUR 27.1 million for Physical and Psychological Integrity, EUR 5 million for Economic and Social Empowerment and EUR 14.7 million for Voice and Participation.

<sup>217</sup> For an analysis of the 2010-2018 scope, see the previous footnote.



## 4.2 Analysis of gender-sensitive (G1) support

A total of EUR 55 billion of EU non-targeted support was contracted during the period 2014-2018. Of these, 40% (EUR 22 billion) has been marked as G1 (GEWE is a significant objective) and 55% as G0 (gender blind). The team could not retrieve data on gender markers for 4% of the contacted amounts during the period 2014-2018.

The EU support marked as G1 considerably increased in contracted amounts over the years, more than doubling in absolute values, from EUR 2.3 billion in 2014 to EUR 4.9 billion in 2018 with a peak of EUR 5.5 billion in 2017. Table 12 below presents the top 10 sectors of cooperation in terms of EU contracted amounts marked as G1, excluding the funding going through the EU Trust Fund for Africa and the Madad Trust Fund<sup>218</sup>. They represent 80% of EU support marked as G1, excluding the funding going through the EU Trust Fund Africa and the Madad Trust Fund. In general, 'Governance, Justice and Civil society' has been the dominant focus of G1-support over the period. We can also observe a peak in the education sector in 2018. Overall, the ranking below is in line with the findings of the qualitative analysis of sectors with GEWE objectives in country strategy / programming documents.

Table 12 Top 10 sectors where EU support has been marked as G1

Rank. Sector	Contracted amount (mEUR)					Percentage of total amounts marked as G1
	2014	2015	2016	2017	2018	
1. Governance, Justice, Civil society	436	606	866	979	539	16%
2. Education	235	300	842	680	1102	15%
3. Agriculture, Forestry, Fishing	239	190	799	732	456	12%
4. Multisector	219	356	384	501	341	9%
5. Health	179	365	565	344	282	8%
6. Other Social Infrastructure & Services	164	213	146	567	152	6%
7. Peace & Security	160	52	307	121	232	4%
8. Rural development	88	125	162	232	163	4%
9. Energy	72	28	231	228	162	3%
10. WASH	99	170	52	233	74	3%

Source: Author's analysis based on CRIS data

The top 5 sectors in terms of gender-blind support (contracted amounts) were: i) Governance, Justice, Civil society; ii) General budget support; iii) Multi-sector support; iv) Transport & storage; v) Energy. Consistent with the observations above on the increase in G1 and G2 interventions, the proportion of gender-blind followed a clear downward trend between 2014 and 2018.

The table below summarises the amounts marked as G1 or G2 funded through the EUTF Africa and Madad Trust Fund. No increase in G1 amounts funded through these trust funds occurred during the period under review.

Table 13 G1 and G2 funding under the EUTF Africa and Madad Trust Fund

Rank. Sector	Contracted amount (mEUR)				
	2014	2015	2016	2017	2018
<b>Trust Fund Africa</b>					
Main Objective (G2)	0	0	9	0	7
Significant Objective (G1)	0	20	302	397	304
Not Targeted (G0)	0	0	276	511	745
<b>Madad Trust Fund</b>					
Main Objective (G2)	0	0	0	13	13
Significant Objective (G1)	0	13	116	271	198
Not Targeted (G0)	0	5	207	253	142

Source: Author's analysis based on CRIS data

<sup>218</sup> The funding going through the EU Trust Fund Africa and the Madad Trust Fund was treated separately in the analysis due to the fact that: i) a sector categorization consistent with the rest of the portfolio was difficult to apply; ii) the information used in the analysis was retrieved from a different database than for other sectors.

## 5 Annex 5: E-Survey Report at country level

### 5.1 Design and implementation of the E-Survey

#### Purpose and objectives

The objective of the E-Survey was to collect primary information on various dimensions of the Evaluation Matrix from stakeholders based in partner countries and involved directly or indirectly in EU support to GEWE. The survey allows to both strengthen the findings emerging from other sources of information and fill gaps. All EU Delegations as well as representatives from EU Member States, civil society organisations, national authorities and development partners based in partner countries have been invited to participate in this survey. By covering non-case study countries, the survey also allows increasing the opportunities for the generalisation of findings emerging from these case studies.

#### General survey methodology

Due to the ToR requirements and the design of this evaluation, the team carried out two parallel surveys, one for the Enlargement region (labelled “ENL” in the rest of the report) and one for all other regions (labelled “Rest of the World – ROW” in the rest of the report). Consistent with the ToR, the temporal scope for the ENL survey covers 2010-2019 while the one for the ROW survey covers 2014-2019. In order to better capture potential evolutions during the long period covered by the ENL survey, 2016 was selected as a cut year and some questions have been split in two to: i) ask for evolutions since 2016; and compare these evolutions with the pre-GAP II period, i.e. 2010-2015.

The questionnaire used for the online survey consisted both of closed and open questions. Closed questions had a rating scale from 1 to 4 (or 5, when including the “don’t know” answer). Additionally, respondents had the possibility to comment on the question in an optional text box below to clarify their answer or to introduce additional elements. Open questions allowed for further contextualisation and the collection of any additional qualitative elements deemed relevant by the respondents.

While each survey question related to different aspects tackled by the Evaluation Matrix and was directly linked to specific indicators or JCs, the questionnaire as a whole did not mirror the complete spectrum of the evaluation matrix. Rather the objective was to provide the team with additional views on a few key issues. Priority was given to subjects that are difficult to capture through document review.

The questionnaire is structured around four main sections: i) EU institutional environment; ii) Design of the EU support; iii) Effects of the EU support; iv) Coordination and EU added value.

#### Target group and response rate

In total, the survey gathered the responses of 531 participants. Table 14 below presents the number of respondents per organisations and per regions.

Table 14 Breakdown of respondents by type of organisation

Type of organisation	Number of respondents
EU Delegation <sup>219</sup>	171
Civil Society Organisation <sup>220</sup>	162
EU Member State Embassy/Agency	101
International donor / UN agency	42
National public institution (non-EU)	41
Other <sup>221</sup>	14
<b>Total</b>	<b>531</b>

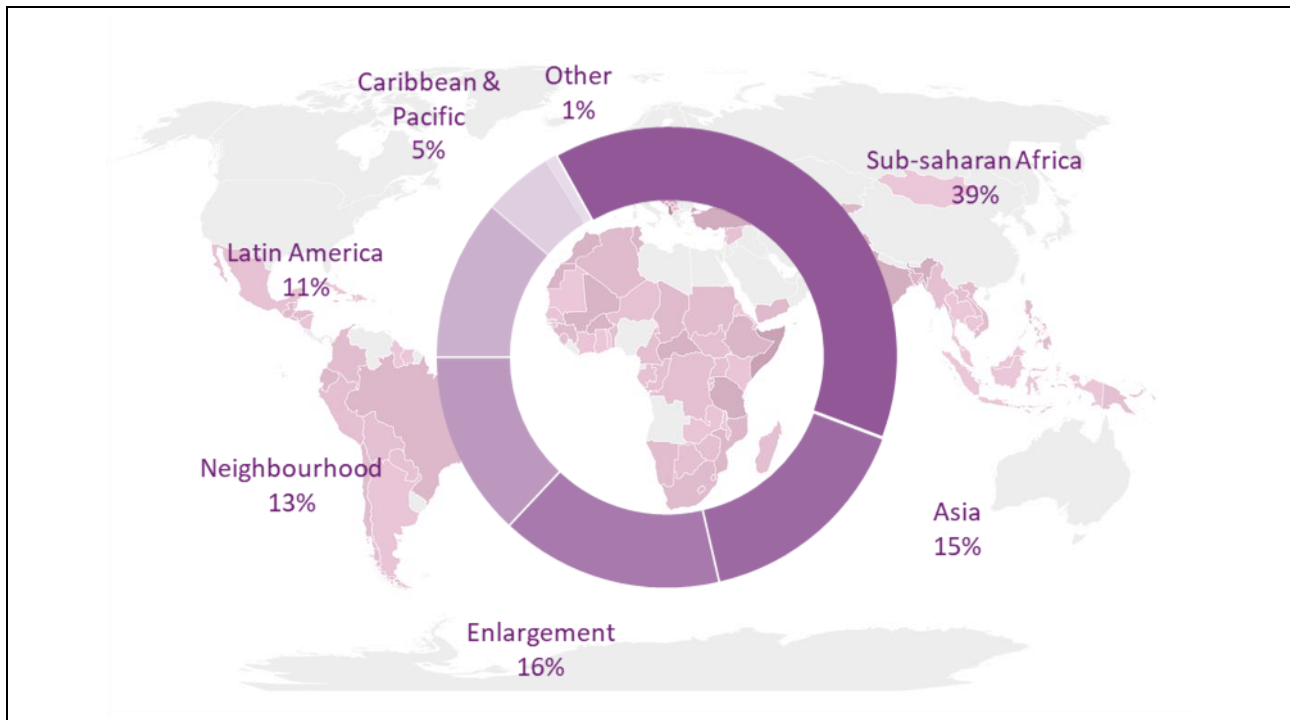
Figure 12 below gives an overview of the breakdown of respondents by region.

<sup>219</sup> 85% of EUD respondents work in the Co-operation section. 62% of EUD respondents are Gender Focal Point.

<sup>220</sup> 68% of respondents from civil society work in women’s organisations or networks.

<sup>221</sup> Within the “Other” category, two respondents stated that they are actually involved in project implementation and two respondents worked as consultants. The other respondents did not provide specific information.

Figure 12 Overview of responses



## 5.2 Responses

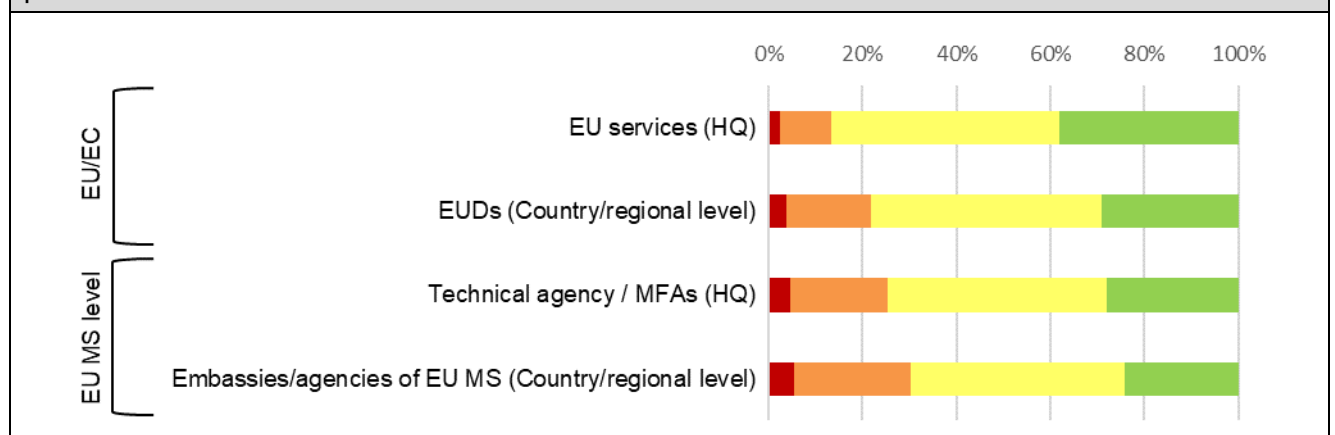
### 5.2.1 EU institutional environment

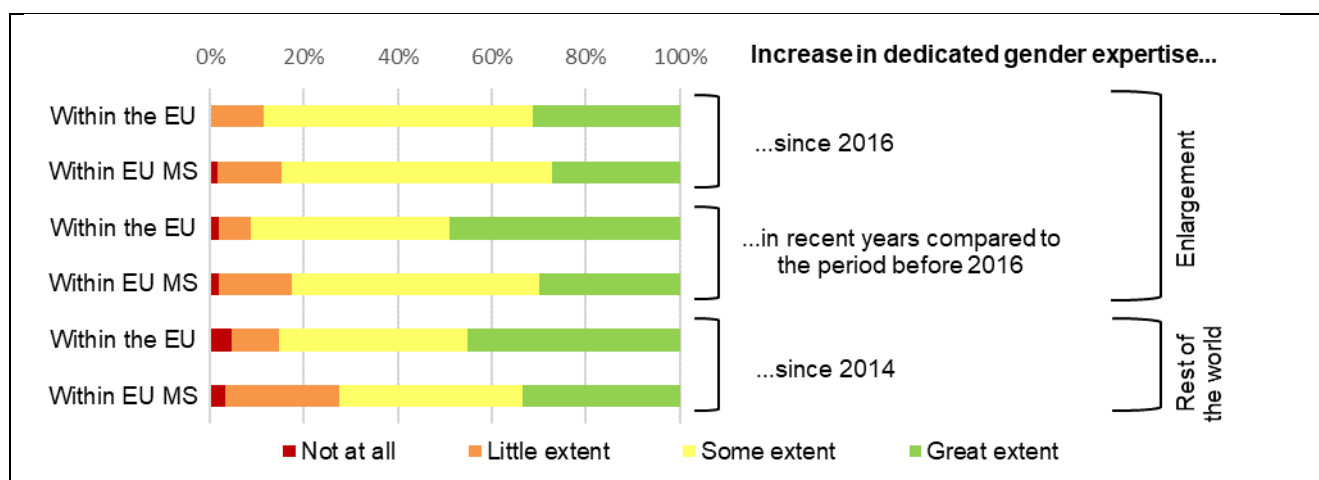


#### 5.2.1.1 Expertise and Leadership

##### Question 1 Technical gender expertise [ALL]

Based on your experience, to what extent has there been appropriate technical gender experts in place within the relevant entities at EU and EU Member States level?





Note: for all variables in the first graph, N varies between 497 and 527 respondents. For all variables in the second graph, N varies between 80 [Enlargement] and 426 respondents [Rest of the world].

The share of positive answers for Q1 is:

- At EU/European Commission level
  - 87% at the level of EU services (Headquarters)
  - 78% at the level of EU Delegation (Country/regional level)
  - 89% of respondents from the Enlargement region indicate an increase in dedicated gender expertise within the EU since 2016 and 85% of respondents from the rest of the world indicate an increase since 2014.
- At EU Member States level
  - 75% at the Headquarters level (Technical agency / Ministry of Foreign Affairs)
  - 69% at the level of the Embassies/agencies of EU MS (Country/regional level)
  - 85% of respondents from the Enlargement region indicate an increase in dedicated gender expertise within the EU since 2016 and 73% of respondents from the rest of the world indicate an increase since 2014.

The selection of qualitative answers provides further insights into respondents' opinions/perceptions and illustrate the different points of view existing among respondents:

*The GFPs in the EUDs are generally very substantive and supportive. However, their ability to influence the other teams in the Delegations to shape the investments in other sectors varies. Still, the EU remains one of the strongest gender equality champions and partners in the Asia-Pacific region. With regards to the EU MS, it varies greatly, with some EU MS (notably the Nordics) investing a lot and others almost not investing any dedicated resources in gender equality programming despite supportive rhetoric. It would be good to have greater accountability to ensure adequate financing for the gender equality agenda also by EU MS.* Development Partner, Asia

*I am aware that, in Brussels, there is the dedicated unit DEVCO/B1 that has been pushing the gender agenda in our cooperation interventions. I have been in touch regularly with them as former GFP in another Delegation. However, I believe this is not enough and many cooperation colleagues have never taken any training in mainstreaming gender and still see it as something that is on top of their work. Hence, this is an indication that either resources or administrative procedures are not enough. The latter could go from i.e the obligation to complete a training course to be able to enter the mobility between Delegations or to be granted a permanent contract. Mobilising experts in the Delegation is good but again it externalises the whole exercise while it should embed in our daily management of projects and policies.* EUD, Asia

*For what I have observed in the last two years, we can only talk about real dedicated gender expertise at the EU HQ. Even there, the expertise seems to be concentrated only in DEVCO and EEAS HQ. There is a need to integrate gender and have gender expertise in sections and services other than DEVCO. In DG NEAR there is only one person dedicated to gender who does what she can, but does not meet the expectations from us in the field in terms of guidelines, coordination, etc. At country/regional level, the figure of GFP at the Delegations cannot be considered a real 'gender expertise' within the system. They are normally officers that are interested in the subject and some of them have become acquainted with gender issues by holding the position, but all of them have their own full-time job. It seems like their work on gender is not even evaluated at the time of assessing their work performance. In addition, they regularly do not hold a managerial position, so it is difficult*

for them to make an impact within the Delegations. Also, I feel like the dedicated gender expertise at the HQ has possibly work largely in isolation from the rest of the services. etc. Finally, there is a need to make managers at all levels at EU institutions involved and committed to gender. If the geographic, thematic people do not understand that gender mainstreaming is an obligation, rather than a choice, it will not happen. EUD, Enlargement

Expertise at HQ level, while always available, has suffered from the fact that the expertise is outsourced, which means that the GFP at the Delegation is consistently faced with different, ever-changing interlocutors. The quality of the outsourced experts varies, and some experts have shown quite limited understanding of the different nature of projects and were not able to address gender issues in any other way than to simply force a paragraph into every single section of project documents, even where this did not make any sense due to technical specificities. The only Member States' embassies present in the region have always confirmed in the context of the EU GAP reporting that they do not have any expertise on gender issues, that they do not have an assigned GFP ("or anything like it") and that they do not devote any resources to the topic. EUD, Caribbean

At HQ level, there are very dedicated and competent staff, but they are not many. However, engagement with us in the field has continued to increase, e.g. through helpdesk and the GFPs meeting. At the Delegation, a framework contract for gender expertise has been put in place. There has also been GFPs within the Delegation to support colleagues - during the past two years at more senior level. In the field, we also work jointly with EU MS and other partners and draw on each other's competence. An important issue is not only availability of experts but also the willingness to use advice from expertise. This varies among colleagues. EUD, Sub-Saharan Africa

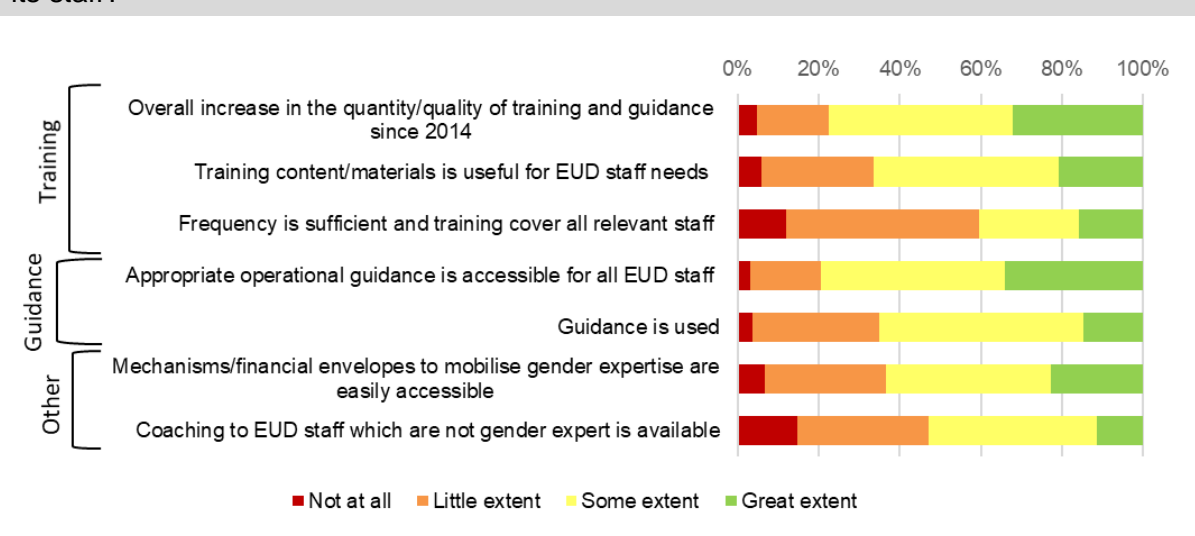
Gender expertise has improved in the Delegation following the introduction of the GAP and the training that has been provided. The Delegation has been able to organise gender training with the assistance of colleagues from HQ. Colleagues from B1 have also been available to provide assistance and expertise. EUD, Sub-Saharan Africa

Resources dedicated to gender-related matters vary across the EU Member States and answering these questions requires a lot of generalisation. EUD, Enlargement

There is little gender expertise in my country among EU MS who in general have small embassies. Gender mainstreaming is also cross cutting so there are a lot of efforts required by EUDEL as well. Without support by the Head of Delegation, this is not possible, as well as without a dedicated fulltime gender advisor. Very often, this support remains superficial and not enough human resources are dedicated towards gender mainstreaming. Being a GFP is one of many other responsibilities. EUD, Enlargement

## Question 2 Accessible operational guidance [EUD]

Based on your experience, to what extent has the EU provided **accessible operational guidance** and useful **training/coaching** on gender equality and women's empowerment for its staff?



Note: for all variables, N varies between 166 and 169 respondents from EU Delegations.

The share of positive answers for Q2 is:

- Training



- 78% for the overall increase in the quantity/quality of training and guidance
- 66% for the usefulness of the training content/materials to staff
- 41% for the sufficient frequency and relevant coverage of training
- Guidance
  - 79% for the accessibility of appropriate operate guidance to all staff
  - 65% for the use of the guidance
- Other
  - 63% for the accessibility of mechanisms/financial envelopes to mobilise gender expertise
  - 53% for the availability of coaching to staff which are not gender expert

Some qualitative answers provide further insights and illustrate different point of views:

*There are competent and dedicated teams at the Head office level, more and more sophisticated and numerous tools. What is missing is time and real competence because the trainings are more elaborated sensitizations than trainings providing very sharp skills. EUD, Sub-Saharan Africa*

*The gender equality training that I attended in HQ in 2015 was extremely bad. Gender issues with respect to the country I work in are very complicated and simplistic or schematic guidance or trainings are not helpful. External expertise is usually not up to the job to give useful guidance to ops managers. At a programmatic level, there is a conflict between a gender mainstreaming approach favoured by some colleagues and other colleagues' perceived need to have specific gender related projects. guidance and trainings have not been able to really help staff in being more focused on gender issues, however, discussions with domestic counterparts have indeed contributed to a better understanding of the multiple dimensions on gender in the country I work in today. EUD, Neighbourhood South*

*Within the short time I have been working within EU, I see there is limited expertise available to all staff. I believe the level of awareness should be raised among all staff categories, not only those who are working within cooperation. I do not think necessarily that external gender expertise is the most beneficial path to go but would like to see more training and more experts within the EU system, who can mainstream the processes. The goal should be that all staff, to some extent, are gender experts. Today there is limited training opportunities, which is training that I think should be obligatory for all staff, just like online courses on ethics and security are obligatory for all delegation staff. EUD, Enlargement*

*While the guidance is available, and supposedly accessible, it is not always followed up on. There are still some knowledge gaps on what is available to delegations (e.g. gender training for all staff). More could be done on strengthening this area. The quality of trainings seems to be improving, and more incorporative of specific needs. EUD, Sub-Saharan Africa*

*There is operational guidance in most areas, but there is a need for more specific technical guidance in the context and to continue to strengthen the openness of colleagues to take guidance on board and change design of actions. The training we had this year at the Delegation was too theoretical. It is important with continuous training, but more important to explore tools that are easily available in the field as more advice adapted to the context is needed (and gender focal persons cannot cover all the actions). EUD, Sub-Saharan Africa*

*Annual seminars for GFPs are important but the size of the group and the many important issues that are included in the very dense agenda make it difficult to go deeper on some aspects. EUD, Sub-Saharan Africa*

*There are some good facilities available and the experts that travel to delegations are excellent, but not all Delegations are benefiting from it. More must be done for all staff to understand the importance of gender equality and that everyone needs to do more, majority of colleagues are not yet buying into it. EUD, Asia*

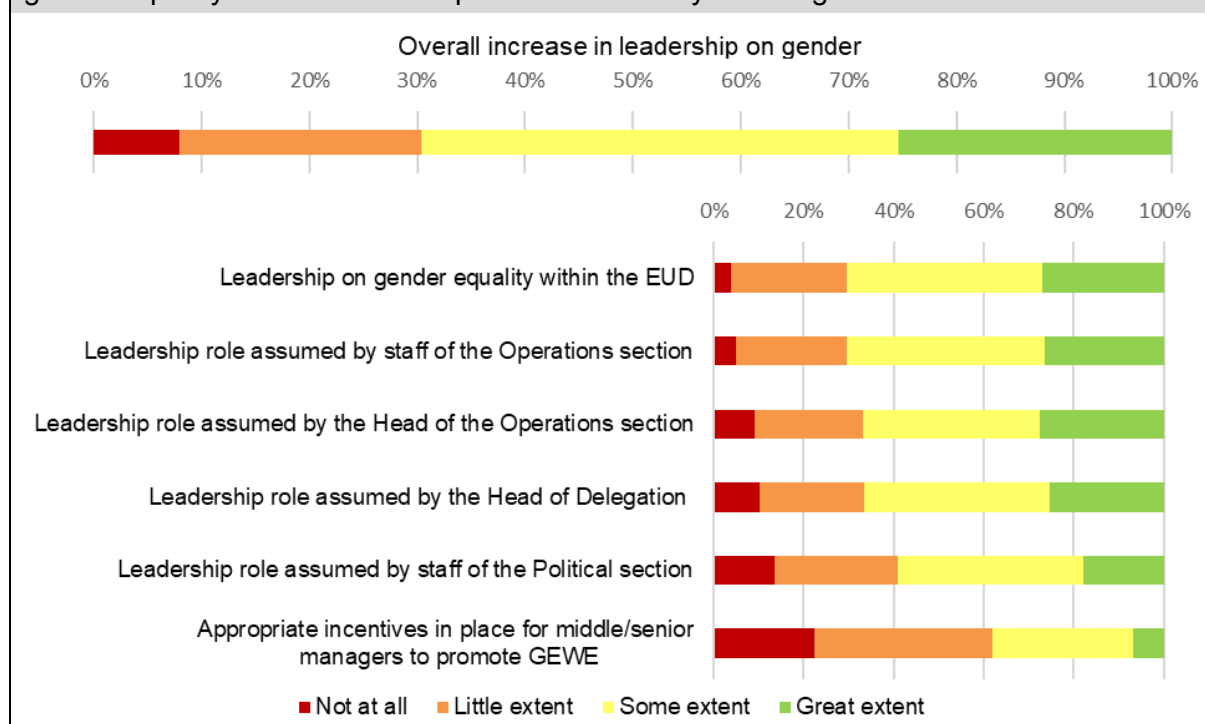
*We organised specific trainings for all delegation staff, member states and national administration and civil society. A lot of useful documentation is available on C4D and DEVCO academy. EUD, Sub-Saharan Africa*

*Tools, kits and guidance are increasingly available. As a focal point, I share all the information I can, but then it is up to everyone to find the time or not to get acquainted. Coaching would be an interesting thing, especially at a practical time to prepare action documents and so. EUD, Sub-Saharan Africa*



### Question 3 Leadership [EUD]

Based on your experience, to what extent has there been **appropriate leadership** on gender equality and women's empowerment within your delegation since 2014<sup>222</sup>?



Note: for all variables, N varies between 168 and 169 respondents from EU Delegations.

The share of positive answers for Q3 is:

- 70% for the overall increase in leadership on gender assumed by the EU
- 71% think there has been leadership on gender equality within the EUD
- 70% for the leadership role of the Operation section staff
- 67% for the leadership role of the Head of the Operations section
- 67% for the leadership role of the Head of Delegation
- 59% for the leadership role of the Political section staff
- 38% for appropriate incentives in place for middle and senior managers to promote GEWE

Some qualitative answers provide further insights and illustrate different point of views:

*There is increase of interest among senior management and middle management in taking leadership in GEWE. And important steps are taken with an Action Plan to meet this objective of GAP. Training is needed, a coordination with HQ would improve the efficiency of such skilling.* EUD, Enlargement

*Leadership on gender equality has been a major weakness. Unless there is a bilateral programme on gender, it is left to the GFP. We have experienced leadership that has championed gender equality and noted great improvement on giving gender more prominence. When that is in place, it propels other managers, and operations section to take it more seriously; taking it up in policy dialogue and also mainstreaming in sector programming.* EUD, Sub-Saharan Africa

*There has been an increase in leadership commitment during the past two years and this has resulted in stronger actions and public diplomacy from a gender perspective. However, self-leadership on gender issues among staff is very uneven and some are still not pursuing the issue.* EUD, Sub-Saharan Africa

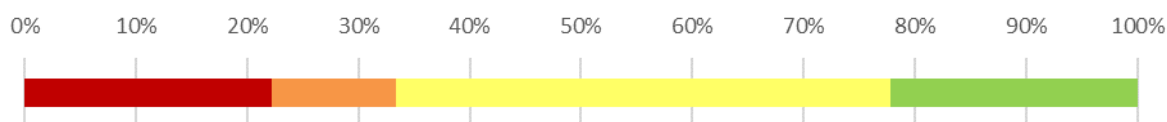
*I do not feel, as a GFP, that we maximise attention to gender equality and I do not feel this is a priority for the operations management, neither is it reinforced with other programme managers to increase gender mainstreaming or attention to gender and & RBA issues.* EUD, Neighbourhood East

<sup>222</sup> Respondents in the Enlargement region were asked "since 2016".

Gender quality is often taken as addressing 'women's' issues or empowerment. Hence it becomes often symbolic to celebrate the international women's day or similar such events. There is no incentive mechanism to promote gender quality as such. EUD, Asia

#### Question 4 Evolution in leadership [EUD in Enlargement region]

Based on your experience, to what extent has there been positive evolutions in the **appropriate leadership** on gender equality and women's empowerment within your delegation between the pre-2016 period and the post-2016 period?



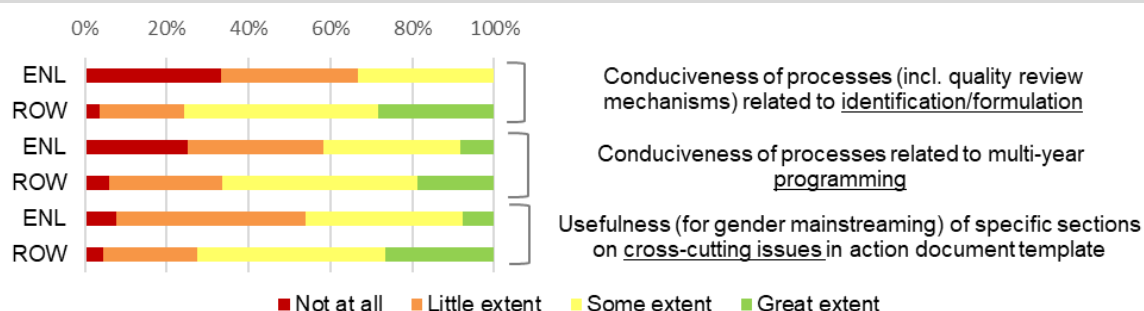
Note: for all variables, N = 13 respondents from EU Delegations.

The share of positive answers for Q4 is 66%. No specific comment was reported.

#### 5.2.1.2 Processes

#### Question 5 Internal processes [EUD]

Based on your experience, to what extent have **internal processes** (incl. templates, quality review mechanisms) been conducive to gender mainstreaming?



Note: for all variables, N varies between 13 [Enlargement] and 156 respondents [Rest of the world] from EU Delegations.

The share of positive answers for Q5 is:

- 33% [ENL] and 76% [ROW] for the conduciveness of processes (incl. quality review mechanisms) related to identification/formulation
- 42% [ENL] and 66% [ROW] for the conduciveness of processes related to multi-year programming
- 46% [ENL] and 76% [ROW] for the usefulness (for gender mainstreaming) of specific sections on cross-cutting issues in action document template

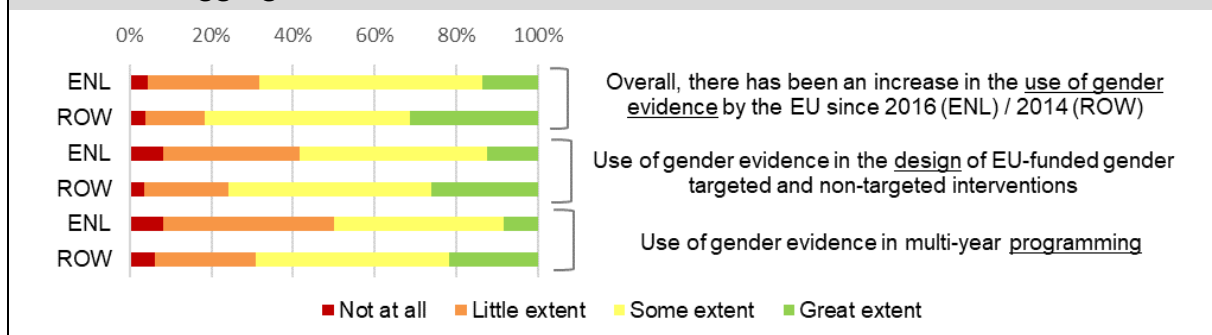
Some qualitative answers provide further insights and illustrate different point of views:

*Gender mainstreaming was not considered in multi-year programming under IPA II. Quality review tools such as check lists do not include a gender perspective. Gender is only mentioned as a cross-cutting issue. However, the Gender Working Group of the EUD took the initiative to re-design the programming tools to put emphasise on gender mainstreaming: a section related to gender-markers will be added. EUD, Enlargement*

*Gender mainstreaming seems to be just another box to tick. There could be more commitment if it was perceived as a real priority. EUD, Caribbean*

### Question 6 Gender evidence, analysis and sex-disaggregated data [EUD and EU MS]

Based on your experience, to what extent has the EU programming and the design of EU-funded interventions relied on **gender evidence** coming from **existing gender analyses** and **sex-disaggregated data**?



Note: for all variables, N varies between 28 [Enlargement] and 244 respondents [Rest of the world] from EU Delegations and EU Member State embassies/agencies.

The share of positive answers for Q6 is:

- 68% [ENL] and 82% [ROW] for the overall increase in the use of gender evidence by the EU
- 58% [ENL] and 76% [ROW] for the use of gender evidence in the design of EU-funded gender targeted and non-targeted interventions
- 50% [ENL] and 69% [ROW] for the use of gender evidence in multi-year programming

Some qualitative answers provide further insights and illustrate different point of views:

*There is very little focus on past achievements, lessons learnt when designing a new programme.* EUD, Asia

*There are very few national gender indicators. We insist in the obtention of gender disaggregated indicators in all our projects, but at national level, it will take some time.* EUD, Sub-Saharan Africa

*There is a possibility to work more with targeted gender analyses for a sector or action. When this is done, it clearly influences the action. More general analysis at country level is of course helpful for overall country programming purposes.* EUD, Sub-Saharan Africa

*Gender analysis/country profile are mandatory as per Gender Action Plan. This led to an increase in using this type of evidence during the programming cycle.* EUD, Neighbourhood South

*As most of the programming-related work is carried out by consultants, the latter often fail to analyse evidence-based approaches to sectoral interventions of projects or programmes. It is often left to Project Managers to see how the design should use country-based evidence to devise strategies to address the gender issue.* EUD, Asia

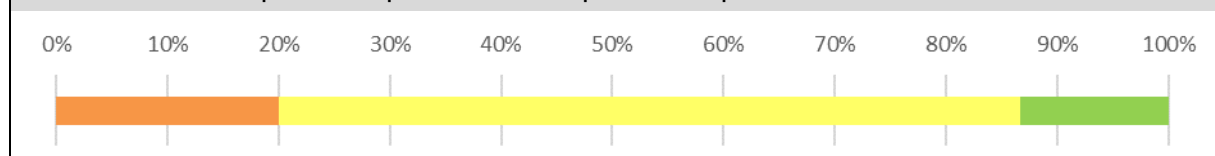
*Although there is still room for improvement, especially at the project level, the EUD has clearly improved by conducting gender analysis on a sectoral basis. Having said that, one has still to observe how/whether these analyses will actually be used by the different project teams.* EUD, Sub-Saharan Africa

*Even though gender analyses take place, it is always as "box ticking" rather than a decision-making tool.* EUD, Sub-Saharan Africa

*Gender evidence is mostly visible at project level and less in multi-year programming except the cases when gender equality is set as a separate priority and not a horizontal one.* EUD, Neighbourhood East

**Question 7 Evolution in gender evidence, analysis and sex-disaggregated data [EUD and EU MS of the Enlargement region]**

Based on your experience, to what extent have there been positive evolutions in terms of use of **gender evidence** coming from existing **gender analyses** and **sex-disaggregated data** between the pre-2016 period and the post-2016 period?

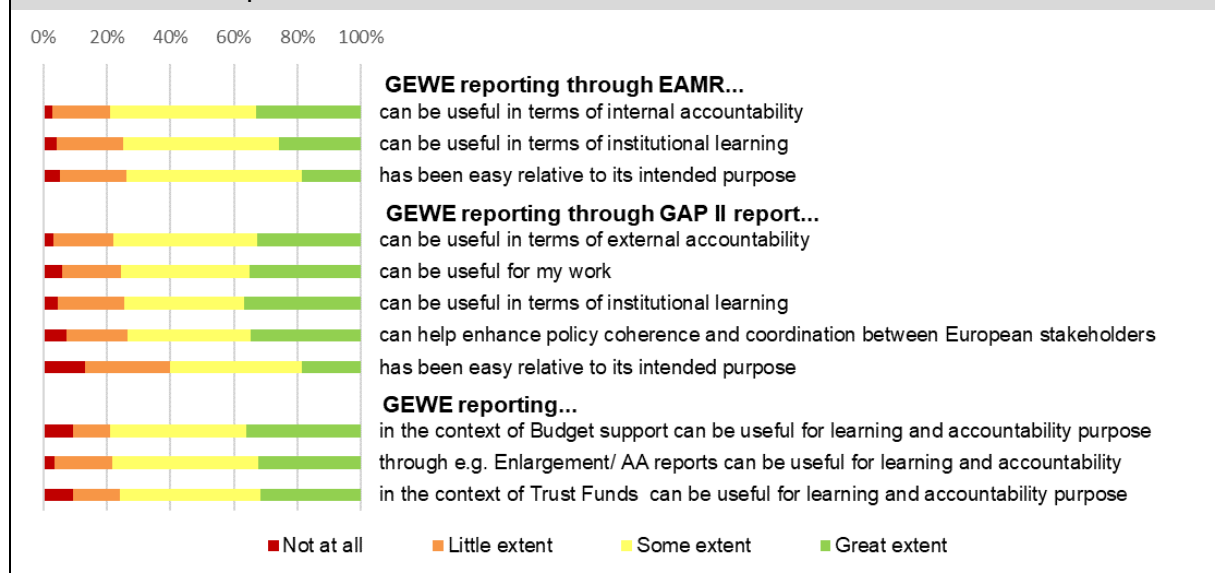


Note: for all variables, N varies between 24 respondents from EU Delegations and EU Member State embassies/agencies.

The share of positive answers for Q7 is 80%. No specific comment was reported.

**Question 8 Internal reporting mechanism [EUD]**

Based on your experience, to what extent have **internal reporting mechanisms** been appropriate to enhance (and report externally on) EU support in the area of gender equality and women's empowerment?



Note: for all variables, N varies between 167 and 169 respondents from EU Delegations.

The share of positive answers for Q8 is:

- EAMR
  - 79% for the usefulness for the organisation to report on gender equality through EAMR in terms of internal accountability
  - 75% for the usefulness for the organisation to report on gender equality through EAMR in terms of institutional learning
  - 74% for the relative easiness to report on gender equality through EAMR relative to its intended purpose
- GAP II report
  - 78% for the usefulness for the organisation to report on gender equality through GAP II reports in terms of external accountability
  - 75% for the usefulness to report on gender equality through GAP II reports for the respondent's work
  - 74% for the usefulness for the organisation to report on gender equality through GAP II reports in terms of institutional learning
  - 73% for the support provided by the reporting on gender equality through GAP II reports to the enhancement of policy coherence and coordination between European stakeholders

- o 60% for the relative easiness to report on gender equality through GAP II reports relative to its intended purpose
- Other
  - o 79% for the usefulness to report on gender equality in the context of Budget support for learning and accountability purpose
  - o 78% for the usefulness to report on gender equality through other Country Annual Reports (e.g. Enlargement/ Association Agreements progress reports) for learning and accountability purpose
  - o 76% for the usefulness to report on gender equality in the context of Trust Funds for learning and accountability purpose

Some qualitative answers provide further insights and illustrate different point of views:

*The Decisions/Actions database of the GAP reporting could not be considered as a document that was sufficiently simple, flexible and user-friendly to incentivise contributions from external stakeholders, such as EU MS (none were received) or even within the Delegation (where completion is usually left to the GFP). EUD, Caribbean*

*The problem of this reporting as well as the GAP report is that it is a once-a-year exercise, with little feedback into the daily work of colleagues. In order to be more beneficial, it needs to be much more interactive and result in "hands on" recommendations / exchanges with experts. EUD, Sub Saharan Africa*

*The GAP reporting in the country where I work is more a tick the box exercise, as joint programming and any coordination EU MS is very underdeveloped. EUD, Asia*

*It is important that gender equality is reported in the EAMR, but it needs to be followed up by dialogue with the Delegation on achievements. The GAP report should be qualitative and policy-oriented with indicators to showcase evidence. EUD, Sub-Saharan Africa*

*The format of reporting to GAP does not allow to capture the strengths, challenges and areas that need more investment. It is just a weird format that is not allowing to measure progress. EUD, Sub-Saharan Africa*

*GAP II was helpful as it urged the Delegation to be more systematic and strategic in mainstreaming gender and develop its own system of reporting and planning. However, little use derives from the GAP II as a reporting tool. EUD, Asia*

*Reporting on gender equality should be made systematic in all reporting procedures. EUD, Caribbean*

*Trust Funds are a missed opportunity to do things differently. Gender is not a priority. More importance should be given to gender budgeting. EUD, Sub-Saharan Africa*

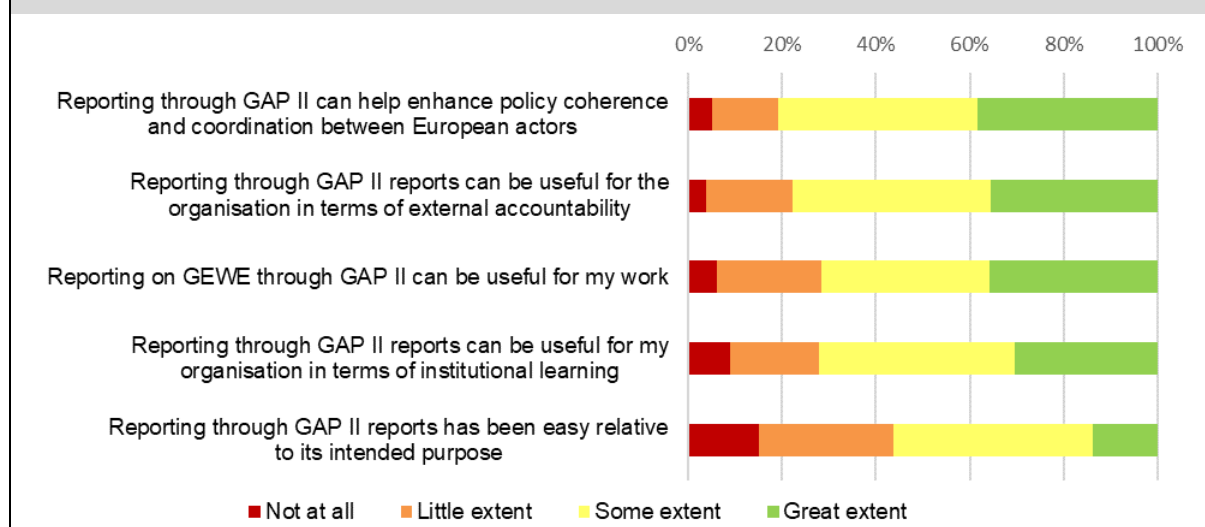
*Embedding GAP reporting in broader exercises (e.g. EAMR, EUTFs, etc.) seems to be more conducive for the purpose of awareness raising, accountability and policy coherence/coordination. Separate GAP reporting seems to engage primarily those that are already working on gender related issues, not necessary all services. EUD, Sub-Saharan Africa*

*We have been coming across challenges in effective reporting on gender equality in the context of trust funds and are pushing the fund manager to pay greater attention in that direction. EUD, Asia*



### Question 9 Internal reporting mechanisms [EU MS]

Based on your experience, to what extent have **internal reporting mechanisms** with regard to gender equality and women's empowerment been appropriate to enhance EU support in this area?



Note: for all variables, N varies between 100 and 101 respondents EU Member State embassies/agencies.

The share of positive answers for Q9 is:

- 81% for the support provided by the reporting on gender equality through GAP II reports to the enhancement of policy coherence and coordination between European stakeholders
- 78% for the usefulness for the organisation to report on gender equality through GAP II reports in terms of external accountability
- 72% for the usefulness to report on gender equality through GAP II reports for the respondent's work
- 72% for the usefulness for the organisation to report on gender equality through GAP II reports in terms of institutional learning
- 56% for the relative easiness to report on gender equality through GAP II reports relative to its intended purpose

Some qualitative answers provide further insights and illustrate different point of views:

*Policy coherence and coordination between European stakeholders can only be enhanced through the GAP II, if results are shared and discussed in the specific country one is working in. If not, it is merely filling in another report. EU MS, Latin America*

*I reported/filled out the GAP II report but never received feedback as to the overall findings of the report. It is a great tool but can only be useful if findings are shared with the organisations that reported on it. EU MS, Sub-Saharan Africa*

*De facto, it seems that the documents remain only in the hands of the GFPs at EUD and in EU MS embassies. From the field, we have no understanding of whether/how this report is being circulated/communicated between the EU and the EU MS centrally and what is the level of discussions. Some of the EU MS centrally do not communicate at all about it with their embassies on the field. A lot of us are still trying to understand how the report leads to concrete changes and actions to improve gender equality. EU MS, Sub-Saharan Africa*

*As EU MS, we have no visibility as to the extent of data use by the EUD. EU MS, Neighbourhood South*

*Unfortunately for the GAP II reporting for 2018, all EU MS did it alone. There was no coordination or sharing between the EU MS and the EU. The EUD was completely absent in the process. EU MS, Sub-Saharan Africa*

*When reporting is required - the request and reminders are sent through all possible channels, but when the consolidated report is ready no notification is received. Therefore, it is less referred to, it is not mentioned during coordination meetings. It could be a useful tool if an appropriate follow-up was ensured. Otherwise it is just a reporting tool. EU MS, Neighbourhood East*

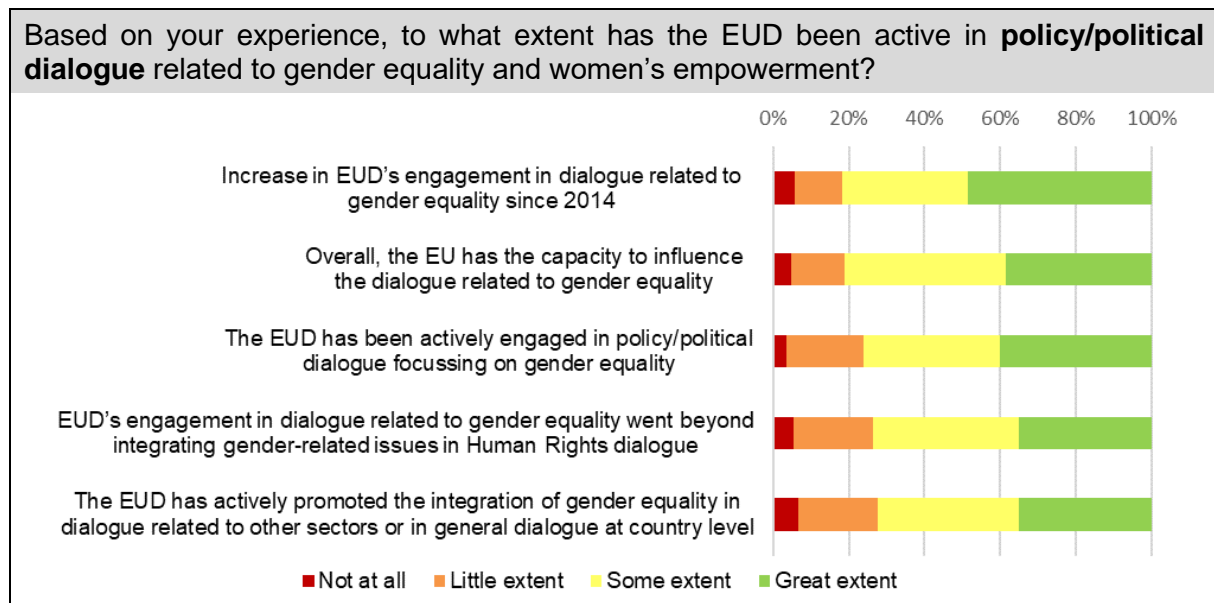


*For EU MS, the reporting was complicated, not customer friendly. It took a lot of effort and was poorly designed/prepared. EU MS, Asia*

*The GAP II reports are very complicated and not intuitive or user friendly at all, making it very hard to insert proper information that can be later used accordingly. EU MS, Latin America*

*Templates to fill in the information for the Gender GAP reports are difficult to fill in and this could lead to the fact that not enough information is included. EU MS, Latin America*

#### Question 10 Policy/political dialogue [EUD and EU MS]



*Note: for all variables, N varies between 264 and 268 respondents from EU Delegations and EU Member State embassies/agencies.*

The share of positive answers for Q10 is:

- 82% for the increase in EUDs' engagement in dialogue related to gender equality
- 81% for the EU's capacity to influence country/regional level dialogue related to gender equality
- 76% for the EUDs' active engagement in policy/political dialogue focussing on gender equality
- 74% for the fact that EUDs' engagement in dialogue related to gender equality went beyond integrating gender-related issues in Human Rights dialogue
- 72% for the EUDs' active promotion of the integration of gender equality in dialogue related to other sectors or in general dialogue at country level

Some qualitative answers provide further insights and illustrate different point of views:

*The country conditions play important role: if it is not priority on the county agenda then it is hard to raise awareness on GEWE. Gender is a sensitive issue in many beneficiary countries but not their priority. Therefore, patience is needed, and it should not be in the form of 'EU teaches'. EUD, Enlargement*

*Difficulties are more related to measuring the impact on the change of standards and to the political will of the authorities which do not share the same reference framework ("assistanat vs approche droit"). Constant dialogue and implementation of processes/tools with support from "champions". EUD, Sub-Saharan Africa*

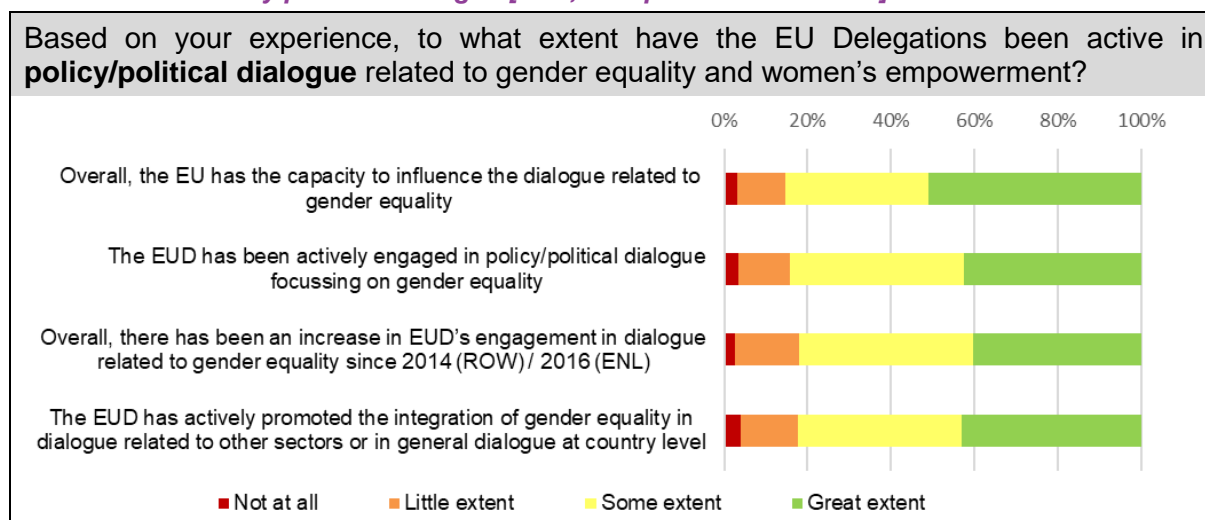
*The resources are present but, in some countries, perhaps due to religious or cultural attitudes, it is a long journey. So, it is about finding the balance, so it does not seem as if we are imposing our values. EUD, Neighbourhood South*

*While the Delegation is more engaged in the gender policy dialogue it still a challenge to have political dialogue on gender, despite gender being part of the agenda in few political dialogue sessions. EUD, Sub-Saharan Africa*

*Given the country cultural context, the EU has been at the forefront to engage in issues of policy dialogue. Nevertheless, the cultural practices of the country still impede women empowerment*

although this is changing gradually due to the engagement of the EU in policy dialogue on GEWE. EUD, Sub-Saharan Africa

### Question 11 Policy/political dialogue [ALL, except EUD and EU MS]



Note: for all variables, N varies between 237 and 243 respondents from Civil Society Organisation, International donors / UN agencies, National public institutions (non-EU).

The share of positive answers for Q11 is:

- 85% for the overall increase in EU's capacity to influence the dialogue related to gender equality
- 84% for the EUD's engagement in policy/political dialogue focussing on gender equality
- 82% for the overall increase in EU's engagement in dialogue related to gender equality
- 82% for the EUD's engagement in the integration of gender equality in dialogue related to other sectors or in general dialogue at country level

Some qualitative answers provide further insights and illustrate different point of views:

#### General

*The EU could play a greater role on gender equality especially at policy level given the diversity of partners they are engaged with and its strategic position. CSO, Sub-Saharan Africa*

*The EU can play a great and important role with decision makers and influencers to make change, amend laws/policies... The engagement of EU in policy dialogue ...- in my point of view- could be increased but has to be based on the needs of the country and not on the strategies of EU countries and delegations. CSO, Neighbourhood South*

*EU has been proactively supporting projects focused on promoting gender equality in the last 5 years, supporting in economic and political rights via round table meetings, conferences and other type of events. CSO, Neighbourhood East*

*Gender equality was not brought-up as priority area by EUD at the political dialogues on technical level (my level of attendance). This is especially a case when you discuss reforms of a "higher priority" like Public Finance Management reform. International donor, Enlargement*

*At country level they may attend a few meetings but with no real meaningful strategic and policy discussion to influence/shape national processes. Their engagement almost seems timid, somewhat distant. CSO, Sub-Saharan Africa*

*While the leadership is welcome, there has not been consistent engagement. Sweden is the lead among the EU countries. International donor, Neighbourhood East*

*I do not see enough of EU staff in meetings to note their ability to promote GE, but those I do see do not seem to raise it as a priority. It is left more to Sweden, Canada and Germany. International donor, Sub-Saharan Africa*

#### Spotlight initiative (particularly mentioned by National Authorities)

*The implementation of Spotlight and Win-Win initiatives in my country represents the enormous commitment the EU has with gender equality. National Public institution (non-EU), Latin America*

*The recent Spotlight Initiative has demonstrated EU commitment towards increased engagement in GEWE. National Public Institution (non-EU), Sub-Saharan Africa*

#### Collaboration

*There is a need for EU to engage the National Machinery, donors, private sector and civil society to strengthen partnerships and delivery of gender programs at all levels, particularly at a decision-making level, with Ministers responsible for gender equality to promote accountability. CSO, Sub-Saharan Africa*

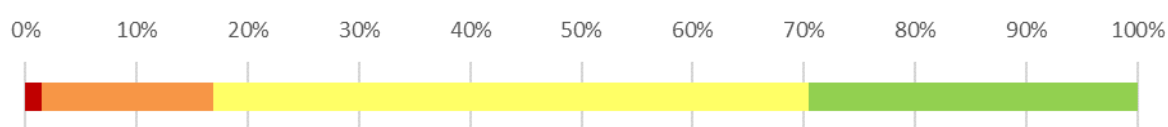
*The EUD still has an opportunity to improve its support and participation at policy/political level. It is important that it further collaborates with oversight departments such as the Department of Planning, Monitoring and Evaluation and Department of Women, Youth and Persons with Disability and the Department Social Development. CSO, Sub-Saharan Africa*

*Since there are not dedicated gender experts, I don't believe the EU has sufficient capacity to deal with it specifically. However, EU is engaging with partners which do so. CSO, Asia*

*The EU works with the government and can give resources to sensitize public institutions to change the laws. Resources must also be given to civil society to sensitize people about issues concerning gender equality. CSO, Sub-Saharan Africa*

#### Question 12 Evolutions in policy/political dialogue [ALL from the Enlargement region]

Based on your experience, to what extent have there been positive evolutions in terms of EU engagement in **policy/political dialogue** between the pre-2016 period and the post-2016 period?



Note: for all variables, N = 83 respondents.

The share of positive answers for Q12 is 83%.

Some qualitative answers provide further insights and illustrate different point of views:

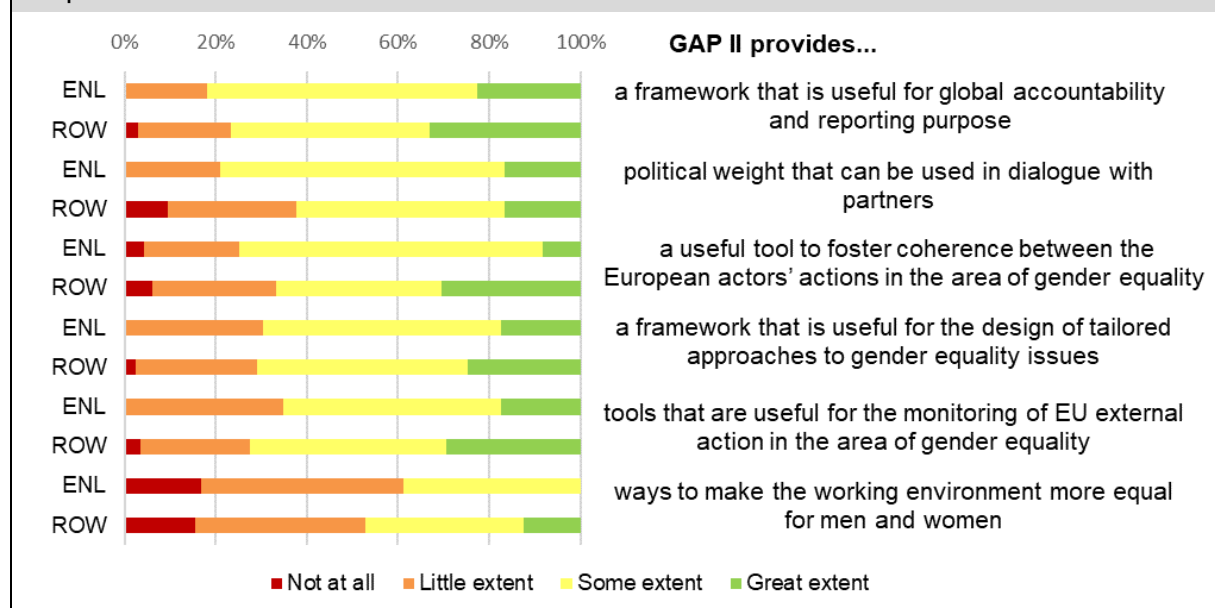
*The EU MS have a different perspective on gender, and EU as an institution lacks this approach as well. Everything becomes about the individual and EU MS understanding rather than EU as an institution. EU MS, Enlargement*

*As studies show there is an increased policy/political dialogue in recent years and it is because of the EU integration process of the country, but what is noticed is a low level of reflection of feedback and comments from civil society organisations in the final drafts of the policies and other documents (laws, strategies) proved. CSO, Enlargement*

### 5.2.1.3 GAP II framework

#### Question 13 GAP II framework [EUD and EU MS]

Based on your experience, to what extent has the **GAP II (Gender Action Plan II) framework** contributed to enhance EU support in the area of gender equality and women's empowerment?



Note: for all variables, N varies between 28 [Enlargement] and 239 respondents [Rest of the world] from EU Delegations and EU Member State embassies/agencies.

The share of positive answers for Q13 is:

- External reporting
  - 82% [ENL] and 77% [ROW] for the fact that GAP II provides a framework that is useful for global accountability and reporting purpose
- Political weight
  - 79% [ENL] and 62% [ROW] for the fact that GAP II brings political weight that can be used in dialogue with partners
- Coherence
  - 75% [ENL] and 67% [ROW] for the fact that GAP II provides a useful tool to foster coherence between the European actors' (EC/EEAS, EU Members States, EU institutions) actions in the area of gender equality
- Strategic priorities
  - 70% [ENL] and 71% [ROW] for the fact that GAP II provides a framework that is useful for the design of tailored approaches to gender equality issues at country/regional level
- Operational tool
  - 65% [ENL] and 73% [ROW] for the fact that GAP II provides tools (e.g. relevant indicators) that are useful for the monitoring of EU external action in the area of gender equality at country/regional level
- Working environment
  - 39% [ENL] and 47% [ROW] for the fact that GAP II helped to make the working environment more equal for men and women (incl. support to workers with family responsibilities)

Some qualitative answers provide further insights and illustrate different point of views:

*GAP II is top-down in approach. The framework was designed at HQ level. This needs to be changed. A bottom-up approach will bring more ownership both by EUD as well as by EU MS. EUD, Asia*

Coordination

*The added value of GAP is: (i) a joint exercise with Member States and (ii) the provision of a set of indicators. EUD, Neighbourhood South*

*In my view, the GAP II would contribute to a great extent in those areas, but this can only be if there is strong leadership and better coordination at country level. For example, in my country, we only are asked to fill in the reporting annually but nothing after that, no feedback on reflections on the findings of the reporting. EU MS, Sub-Saharan Africa*

*It helped to think about gender in a coherent way and to report how many things we do - but not enough coordinated with EU MS. EUD, Sub-Saharan Africa*

*The GAP II has been a rather painful and excessively bureaucratic exercise. It was a challenge to get the contribution from the EU MS. EUD, Sub-Saharan Africa*

*The general structure of the GAP II does not take into account different approaches of the EU MS. EU MS, Asia*

#### Operational value

*Many of the GAP II indicators are independent from EU action at country level. In that sense, positive changes would not necessarily be a result of EU activity at country level, especially when other donors are more engaged in the field. More specific and target approach of the EU would enable measuring EU impact across prioritised objectives and using certain GAP II indicators. EU MS, Enlargement*

*The GAP II is a very important framework to show EU engagement and to coordinate EU and EU MS. It is to a lesser extent an operational framework, as each country context has its differences and differ in data availability etc. EUD, Sub-Saharan Africa*

#### Use at a country level

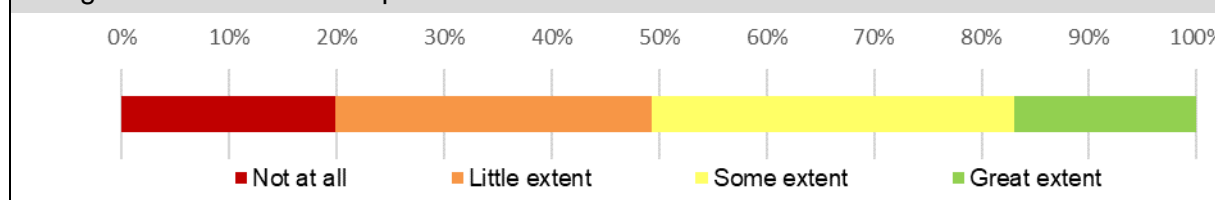
*The political dialogue is not carried out by the persons reporting in the GAP II, but on the occasion of this reporting, discussions with those who are supposed to carry out the dialogue have never revealed any political weight that is associated with the GAP II - not at country partner level, and also not at EU MS embassies level (which apparently do not even receive GAP II reporting guidance/instructions from their respective capitals). As the thematic areas, objectives and indicators of the GAP are fixed, it is inevitable that most actions will not fully meet these, but only touch on them. It is an inherent weakness of the GAP. In general, the GAP II and its fixed reporting tools often duplicate questions. And the relatively heavy bureaucratic structure of the GAP II with its complex, inflexible and user-unfriendly documents has rather served to deter EU MS' contributions (none were ever received) and buy-in than to foster coherence. EUD, Caribbean*

*In my experience, I have reported on GAP II but I have never been engaged in discussions on GAP II at country level. EU MS, Sub-Saharan Africa*

*Overall, the GAP II reporting framework used in 2017 and 2018 was too complex and extremely cumbersome. The EU MS participation was low. The usefulness of the framework at country level appears doubtful. It may be more appropriate for a global report outlining comparison between countries. EU MS, Asia*

### Question 14 Working environment [EUD]

Based on your experience, to what extent has the **working environment** within your delegation become more equal for men and women since 2014?



Note: N = 169 respondents from EU Delegations.

The share of positive answers for Q14 is 51%.

Some qualitative answers provide further insights and illustrate different point of views:

*I have not noticed any improvement, as there have not been major disparities in the first place. There has been a certain deterioration of the working conditions for both as the workload is increasing leading to overtime for all. EUD, Sub-Saharan Africa*



*There has never really been issues within the EUD, except some very few local male staff towards female expats in management position (upset to be given feedback by women). EUD, Sub-Saharan Africa*

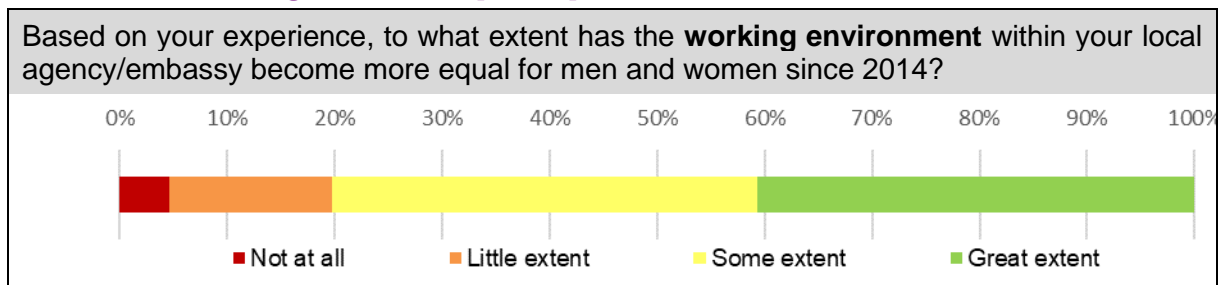
*Equality between men and women has been a reality in the EU for a long time, perhaps there is still work to be done to raise awareness and foster dialogue at the level of fellow local agents. EUD, Sub-Saharan Africa*

*There is much resistance among EUD staff to some basic concepts related to gender equality and RBA. EUD, Asia*

*Much more support is needed to workers with family responsibilities, particularly in delegations where we do not have family or personal support to take care of children, elders, etc.... The workload does not allow a balanced personal-family-professional life. There are other institutions and NGOs who are doing much better than us in this regard. EUD, Sub-Saharan Africa*

*There is progress since 2014, but there are still important issues to be addressed, for which more engagement is needed including at high-level management level (more support from the later is fundamental). Further changes in the institutional culture and special attention to issues related to glass ceiling in career development, conciliation, etc. seem necessary in the working environment. EUD, Sub-Saharan Africa*

### Question 15 Working environment [EU MS]



Note: N = 101 respondents from EU Member State embassies/agencies.

The share of positive answers for Q15 is 81%.

Some qualitative answers provide further insights and illustrate different point of views:

*Improvements lie in the fact that several women have been holding senior management positions within this Embassy over the past years. In addition, an action plan was formulated in 2018 and progresses regarding gender equality are being monitored and reported on a yearly basis. EU MS, Asia*

*Our mission strategy has put women and girls at the centre of all our interventions, we have done gender transformative training to all staff, we have developed GAP at the Missions level. EU MS, Sub-Saharan Africa*

*I think the ministry and all embassies have put more effort and attention to the concept of a 'safe working environment for all'. And that means giving also special attention to inappropriate behaviour in terms of regulations and have mechanism in place to report inappropriate behaviour. EU MS, Enlargement*

*Nothing has changed: Heads of Departments are still men (except one out of seven), nothing is done to facilitate agenda for women (late meetings, etc.) EU MS, Sub-Saharan Africa*

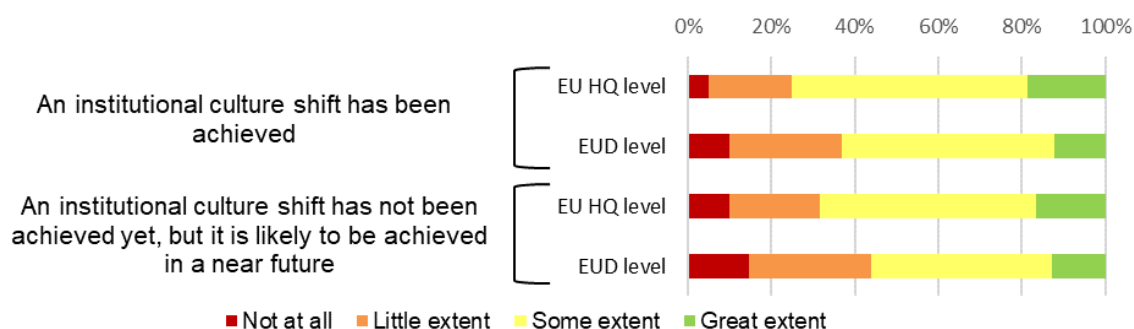
*Despite the strategy adopted by our MFA on equality between men and women, little has been done to actually implement it. Proper awareness-raising and training of all staff to improve the working environment with regard to gender equality is dearly missing. Everything remains in the hand of the GFP and there is no institutional system/monitoring ensuring that embassies do implement the strategy. EU MS, Sub-Saharan Africa*



### Question 16 Institutional culture shift [EUD and EU MS]

Based on your experience and the key dimensions of institutional culture shift mentioned below, to what extent has the EU achieved **an institutional culture shift** on gender equality and women's empowerment since 2014?

In 2015, GAP II called for an **Institutional Culture Shift** in European Union external relations. In particular, it was foreseen that EU's commitments would be accompanied by: i) more adequate financial and human resources, ii) enhanced gender evidence and analysis, iii) strengthened leadership, and iv) improved coordination and coherence.



Note: for all variables, N varies between 260 and 269 respondents from EU Delegations and EU Member State embassies/agencies.

The share of positive answers for Q16 is:

- For the fact that an institutional culture shift has been achieved
  - 75% at EU HQ level
  - 63% at EUD level
- For the fact that an institutional culture shift has not been achieved yet, but it is likely to be achieved in a near future
  - 68% at EU HQ level
  - 56% at EUD level

Some qualitative answers provide further insights and illustrate different point of views:

*I feel that with the EU institutions, gender equality is still very much a slogan than something implemented since no adequate financial or human resources are dedicated to it and the discussions often remain within a narrow circle of those interested in these issues. The situation is even more challenging in the Delegations, as they are farther away from HQ and subject to local culture, which very often reinforces gender stereotypes.* EUD, Enlargement

*I can see that all EUD staff realize that EU commitment towards gender equality is strengthening and that pressure is increasing on EUD projects in that respect but generally, staff is still looking at it from a "ticking the box" exercise and does not really understand how, nor does it have the actual mean and data, to translate it into a meaningful approach in the development of their projects. They still need training.* EU MS, Sub-Saharan Africa

*It is a fact of life that leadership changes with office holders. Commitment of leadership positions to actually attend events of gender-related projects has been non-existent. Interestingly, this is not due to the gender of the office holders. Interest is rather determined by personal visibility than by merit of the projects, i.e. smaller and more successful projects and events are spurned and only Government or UN events draw interest if there is a chance to get in the papers. Reporting on the political dialogue is usually left to the GFP in the context of the GAP reporting, and follow-up with those office holders who are supposed to conduct this dialogue almost always reveals that the topic is not discussed as a priority. Increased reporting requirements that change from one year to another do not necessarily bring about the desired institutional culture shift.* EUD, Caribbean

*Again, gender is not a priority within the cooperation section and the GFP is not consulted on strategic priorities issues, AAPs, contracts etc.* EUD, Neighbourhood East

*There are ongoing efforts since 2012 - reinforced in 2017 with EU MS (gender theme group, joint programming).* EUD, Neighbourhood South

*Gender equality has definitely been an increasingly important focus at EUD level, and time and resources are mobilized to achieve institutional culture shift.* EUD, Sub-Saharan Africa

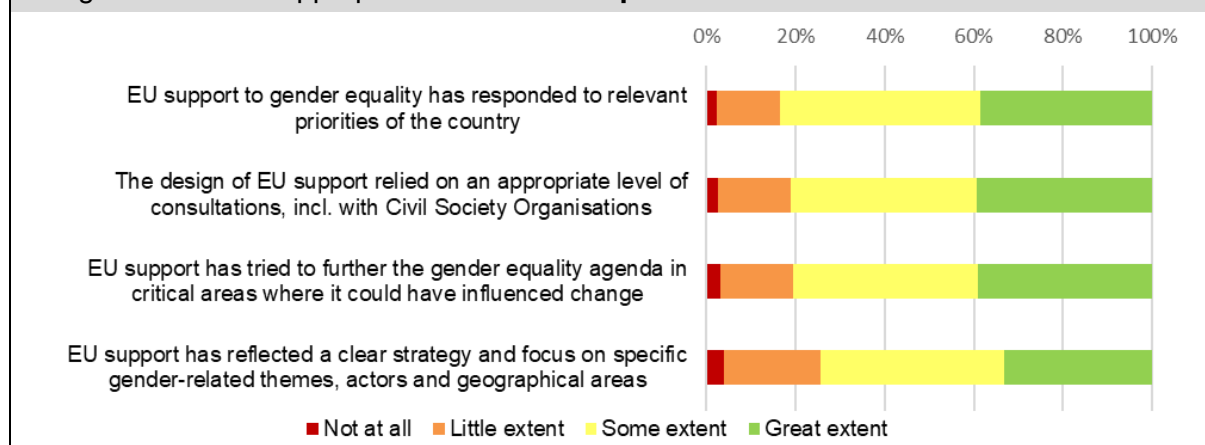
## 5.2.2 Design of the EU support



### 5.2.2.1 Relevance and strategic focus

#### Question 17 Consultation process [ALL]

Based on your experience, to what extent has EU support **been responsive to the country's priorities/needs** regarding gender equality and women's empowerment, and its design relied on an appropriate **consultation process**?



Note: N varies between 523 and 527 respondents.

The share of positive answers for Q17 is:

- Relevant
  - 83% for the fact that EU support to gender equality has responded to relevant partner countries' priority
- Participatory
  - 81% for the reliance of the design of EU support on an appropriate level of consultations, incl. with Civil Society Organisations
- Influential
  - 80% for the attempt of EU support to further the gender equality agenda in critical areas where it could have influenced change
- Strategic
  - 74% for the fact that EU support has reflected a clear strategy and focus on specific gender-related themes, actors and geographical areas

No significant difference in results was found between categories of respondents.

Some qualitative answers provide further insights and illustrate different point of views:

*The EU support is strategic, relevant, influential and participatory. This I believe is further influenced by the fact that there are not a lot of DPs in the country and so the EU is strategic in its investment of resources and the Secretariat has a good network with CSOs and Government to allow for dialogue on areas of need.* EUD, Sub-Saharan Africa

*EU support through INGOs and the government is on the right track and has been responsive to the needs of the people in the country. The EU has advocated for women in politics and has funded protection programs to support the elimination of gender-based violence in the country. EU has supported girl educations which has made tangible fruition.* CSO, Sub-Saharan Africa

*We work closely with the EUD in the country in order to share a common analysis on this topic based on an extensive dialogue with domestic CSOs and all the documents and data found on this specific topic.* EU MS, Sub-Saharan Africa

*Priorities have been supported through Calls for Proposals and the Spotlight Initiative. CSO's involvement has been promoted in both mechanisms.* CSO, Latin America

*I feel that EU support has been responsive to the countries' priorities/need regarding gender to some extent but there are too many bottlenecks that delay implementation. National public institution (non-EU), Sub-Saharan Africa*

*To have a real influence, there should be a real will to promote the gender equality agenda. As an example, some programmes have been supported, but now that the new administration seems less keen on gender equality, the EUD seems willing to drop this programme. We are including more gender equality issues, but not in every sector. The gender focus, when formulating/implementing/engaging in dialogue is not understood as a systematic mandate or based on a real understanding that this is a very relevant issue in the country. EUD, Latin America*

*Again, in my point of view, EU implemented a great project, but still the project didn't meet the need of grassroots and did not cover all topics related to GEWE. There is also the issue of the sustainability of the project, that could be related to the sustainability of the fund. Even the consultations with civil society did not cover all organisations. And usually, only big national organisations have the opportunity to work with EU, since it is difficult to write EU proposals. CSO, Neighbourhood South*

*EU is not seen as a constant or major player in the field of GEWE. I am not so sure the EU participates in the gender theme group. But the instrument that provides funding to CSOs is fairly well known and publicised. CSO, Sub-Saharan Africa*

*Proper Gender Country Analyses are missing in many cases. The practice of giving civil society support through UN Agencies supports this. We have been able to provide specific input to relevant EU staff members within DG NEAR. This has however been thanks to our advocacy efforts, not necessarily to EU staff reaching out. CSO, Enlargement*

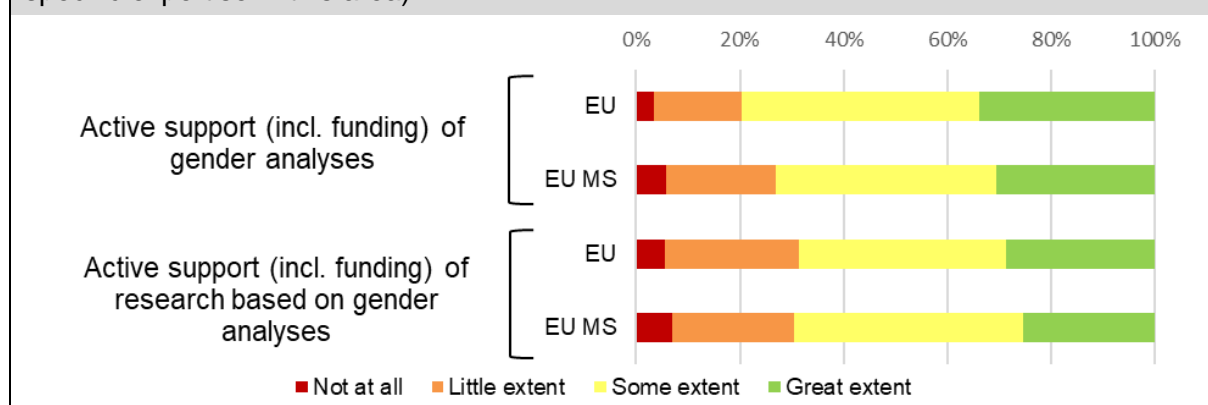
*EU should try to reach to grassroot women's organisations by providing easier bureaucratic procedures. Otherwise big professional organisations access EU funding and keep on strengthening their own structure rather than enhancing gender equality causes. CSO, Enlargement*

*Frequent meetings convened by the EUD are held with stakeholders in this regard and the lines of communication are open for stakeholders to provide input and recommendations in this regard at the highest levels. CSO, Latin America*

*EU support was critical to influence the state policies to consider gender equality criteria. The EUD actively supports events dedicated to promoting gender equality in the country, several long-term projects have been implemented with focus on gender related themes, regular consultations are conducted with CSOs. CSO, Neighbourhood East*

### Question 18 Gender analyses [ALL]

Based on your experience, to what extent have European actors (EU and EU Member States) supported **gender analyses** (through specific funding and the mobilisation of specific expertise in this area)?



Note: for all variables, N varies between 521 and 524 respondents.

The share of positive answers for Q18 is:

- For the active support (incl. funding) for gender analyses
  - 80% at EU level (i.e. EUD, EEAS, European Commission)
  - 73% at EU MS level
- For the active support (incl. funding) for research based on gender analyses

- o 69% at EU level (i.e. EUD, EEAS, European Commission)
- o 70% at EU MS level

Respondents from EUD tend to have a more negative perception of the level of European actors' support to gender analysis (with more than half of respondents answering "Not at all" or "Little extent").

The selection of qualitative answers below provides further insights into survey responses and illustrate different point of views:

*From my experience, there is not a lack of research or analyses being made, but a lack of will and tools to effectively work with a gender-sensitive perspective within all sectors.* EUD, Enlargement

*The main supporters in gender equality analyses in the country remain the EU and UN Women. This is very important to keep it that way because of the limited number of bilateral donors present in the country.* International donor / UN agency, Enlargement

*The EUD supported the production of gender sector analyses in 7 sectors. The results were used to improve gender mainstreaming in the performance projects of ministerial departments and to adopt new gender-sensitive performance indicators.* National public institution (non-EU), Neighbourhood South

*Because the research is done with little to no engagement by government counterparts, the final product is not collectively owned and referenced.* International donor / UN agency, Sub-Saharan Africa

*Generally speaking, we often hear from EU partners that they are less interested in funding research and analysis and that the expectation is that the UN should already have this in place before a project begins/is funded. However, we do see the value in investing in sufficient data gathering (operational research, baselines/endlines, impact assessments, etc.) in order to ensure that any programme funded is both evidence-based and evidence-building. As long as the purpose of the research and analysis is to feed into evidence-based programme interventions and policy advocacy, it should be possible to invest in this within the context of programmatic funding. Where EU funded programmes embed research and evidence-generation (especially in new and emerging areas where there are significant data gaps) we see this as extremely valuable.* International donor / UN agency, Asia

*It is nearly impossible to get standalone research or gender analysis funded as we are told there must be programmatic proposals, not research only.* EUD, Sub-Saharan Africa

*There are some EU MS that are more committed to gender than others; paradoxically many non-EU members, such as Norway, Switzerland and US are stronger supporters of gender than majority of EU MS.* International donor / UN agency, Neighbourhood East

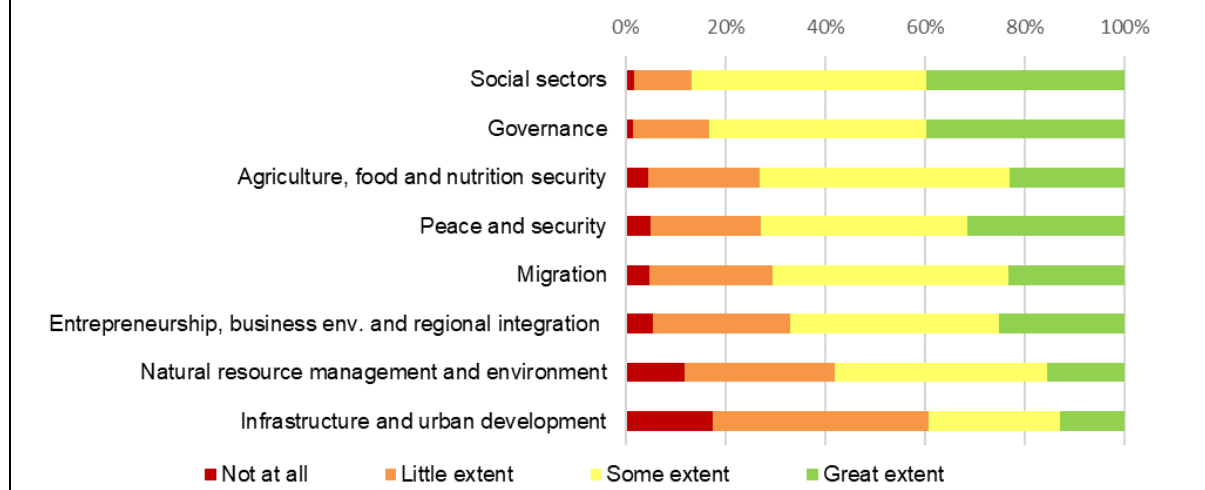
*The EU(D) provided funding to the French Institute that works on many issues including gender.* EU MS, Sub-Saharan Africa

### 5.2.2.2 Gender mainstreaming

#### Question 19 Gender-sensitive lens [ALL]

Based on your experience, to what extent has EU support applied a **gender-sensitive lens**\* in the different sectors of cooperation, during the period 2014-2019?

\*Applying a **gender-sensitive lens** could consist in: i) identifying specific objectives and processes/approaches which aim at contributing to gender equality and women's empowerment; ii) relying on existing gender evidence to enhance design and implementation of projects/programmes, iii) allocating dedicated funding for gender-targeted activities; iv) bringing in gender expertise to influence policy/ sector programmes at country level; etc.



Note: for all variables, N varies between 213 and 403 respondents who previously indicated the given area as part of the EU cooperation.

The share of positive answers for Q19 is:

- 87% for Social sectors (education, health, employment, social protection)
- 83% for Governance (general public sector reform, democracy, the rule of law, human rights)
- 73% for Agriculture, food and nutrition security
- 73% for Peace and security
- 71% for Migration
- 67% for Entrepreneurship, business environment, regional integration
- 58% for Natural resource management, environment
- 39% for Infrastructure (Transport, Energy) and Urban development

No significant difference in results was found between categories of respondents.

Some qualitative answers provide further insights and illustrate different point of views:

*In all sectors, I think there is always at least one activity that take a gender-sensitive perspective. However, in most programming, EU separates the gender projects and the other projects, which shows how we still are not able to fully apply gender-mainstreaming in our work. EUD, Enlargement*

*The DUE has provided considerable support for the implementation of the organic finance law through support to most ministerial departments for the integration of the gender dimension in sectoral strategies. National public institution (non-EU), Neighbourhood South*

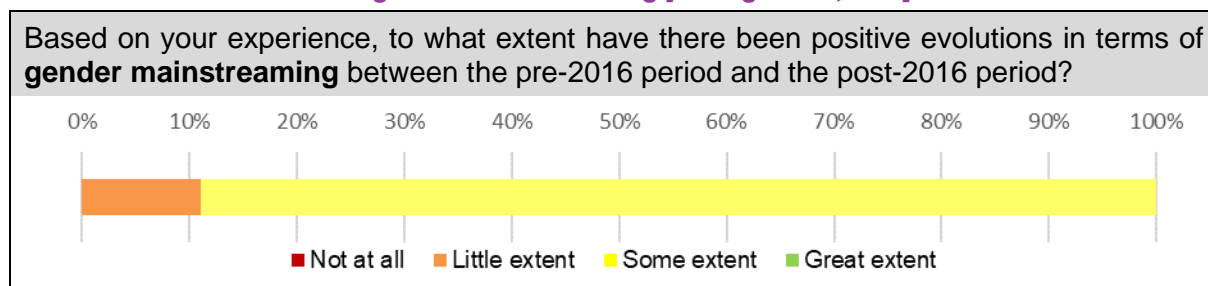
*This depends very much on the dynamism of the managers and Heads of sector, but more and more specific audits and preliminary studies are commissioned, and the issue is now part of the sectoral stakes. EUD, Sub-Saharan Africa*

*Our gender-related action mainly focuses on civil and political rights, and very little on the more difficult areas, often less visible, of the social rights: on employment, etc. It is very difficult, for example, to move into the agenda of the domestic workers, which are a massive and very visible challenge in all developing countries. EUD, Sub-Saharan Africa*

*A gender-sensitive lens has been applied to a certain extent and it has improved along the years. However, there are still limits in ensuring a proper targeting of the beneficiaries, conducting analysis, using gender-disaggregated data, recruiting experts to support the process. EUD, Sub-Saharan Africa*



### Question 20 Evolutions in gender mainstreaming [Enlargement, ALL]



Note: for all variables, N = 13 respondents.

The share of positive answers for Q20 is 89% although no respondents selected the “Great extent” answer.

Some qualitative answers provide further insights and illustrate different point of views:

*A lot of laws have changed improving women's life. But there is still a lot to be done. CSO, Enlargement*

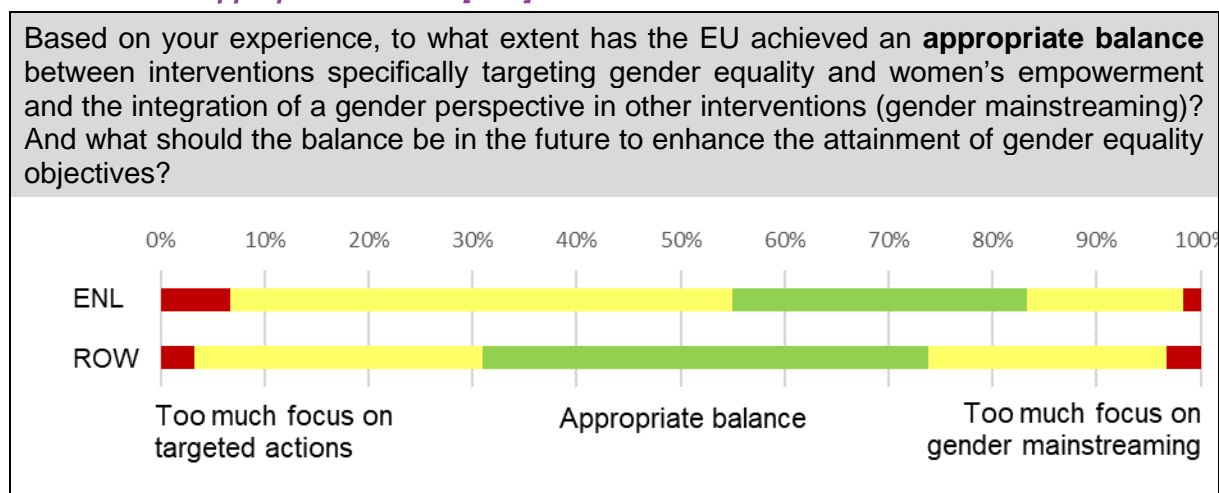
*There are certain elements of gender mainstreaming in EC Country Reports. CSO, Enlargement*

*Gender equality in my country is improving with more women participation in the public life and the adoption of strategies and policies, as well as establishment of structures to enable gender equality. Still, despite the progress more efforts and actions are needed in terms of gender mainstreaming is and integration of gender perspective in all fields of the public life. CSO, Enlargement*

*I would like to emphasize the positive evolutions regarding the women and family rights and in particular in treating or supporting some special gender issues which for many years have been a taboo or as a shame, such as the LGBTI group etc. CSO, Enlargement*

*The answer to this very important question needs to be based on many factors, such as the 'political climate' and its effects on individual countries and overall. Conservatism and far right movements are on the rise in many countries, therefore it is rather difficult to talk about positive evolutions on the government policies, but pushbacks on the contrary. But the resilience and dedicated struggles of independent women's organisations could be exemplified as positive evolutions in terms of gender equality causes. CSO, Enlargement*

### Question 21 Appropriate balance [ALL]



Note: N = 384 respondents from EU Delegations, including 59 respondents in the Enlargement region.

92% [ENL] and 93% [ROW] of respondents think that the EU achieved an appropriate balanced. In the Enlargement region, most of the respondents consider that EU support in GEWE tends to excessively focus on targeted actions. No significant difference in results was found between categories of respondents.

Some qualitative answers provide further insights and illustrate different point of views:

*Given the fact that general EUD staff are not yet really committed to truly/efficiently mainstream gender in their project, GEWE is mainly achieved through specific interventions targeting gender. EU MS, Sub-Saharan Africa*



*EUD is focussed on "prioritised" reforms in the country, that put the gender equality perspective on a second place. This is also because prioritisation is done by the local institutions which are lacking adequate capacity to respond to the gender equality challenge. International donor / UN agency, Enlargement*

*When gender is addressed, it is often addressed through specific interventions that, in relation to all EU support, are very small. EUD, Sub-Saharan Africa*

*There is a clear support in gender equality substantially seen through thematic program while it needs to be reinforced bilateral program, subject to be set as one of key priority rather than as a cross cutting. EUD, Asia*

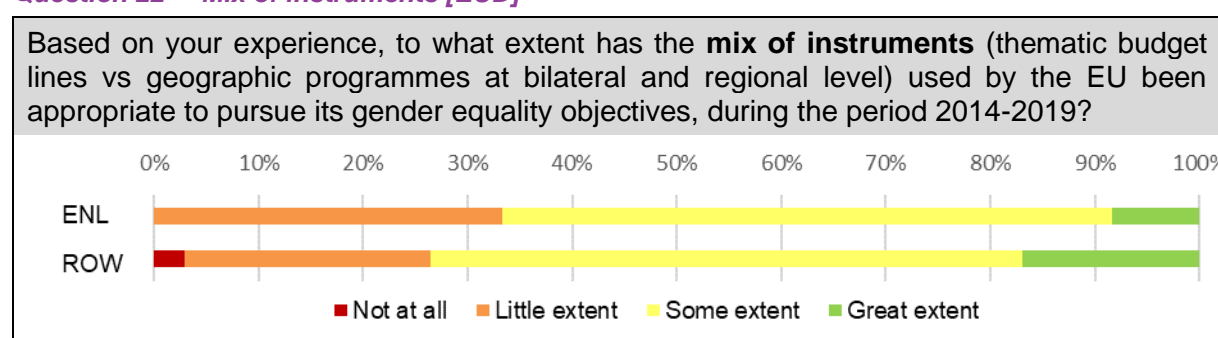
*Gender mainstreaming in documents, papers, laws, strategies, action plans, etc. has been considered as more important or at least is more visible. I believe that there is needed more focus on specific actions in order to be closer to the balance. CSO, Enlargement*

*There is a lack of specific objectives devoted to gender equality/women empowerment. EUD, Asia*

*There is a need for funding targeted towards specific gender programs in order to achieve results. This would also have a "spill over effect" to programmes with gender mainstreaming. It is important, though, to continue to strengthen gender mainstreaming also. EUD, Sub-Saharan Africa*

### 5.2.2.3 Mix of instruments

#### Question 22 Mix of instruments [EUD]



*Note: N = 159 respondents from EU Delegations, including 13 respondents from the Enlargement region.*

The share of positive answers for Q23 is 67% [ENL] and 74% [ROW].

Some qualitative answers provide further insights and illustrate different point of views:

*The thematic budget lines are difficult to use to really pursue gender equality objectives at a strategic level in partner countries. There is a need to be able to programme specific strategic gender programmes at the EUD level ("geographic gender programmes"). EUD, Sub-Saharan Africa*

*The various funding instruments allowed wider space of intervention for EU in pursuing gender equality and objective in partner countries. EUD, Neighbourhood South*

*The mix of instruments mainly brings additional complexity rather than enhancing our ability to achieve an objective such as improving or strengthening gender equality. Convergence and complementarity, additionality (greater added value) between instruments for the achievement of objectives such as gender equality is, in my opinion, not proven. EUD, Sub-Saharan Africa*

*The budget support modality should be used more - and we intend to do so. Most programmes are managed by implementing agencies, such as the UNDP, WB, AFD, GIZ. That reduces our control, including on gender issues. We should move towards direct management by the Delegation. We do not need specific thematic lines for gender, we need geographic programmes that have gender issues mainstreamed - they will also get better buy-in from the beneficiaries. In that sense, the mix of instruments is OK. EUD, Asia*

*Thematic budget lines have helped support gender-based interventions (on gender-based violence and the wellbeing of female inmates), when there were still no bilateral interventions with any gender focus. They have also helped support the women's movement locally, which is also very relevant. EUD, Latin America*

*Thematic budget lines (independent from the government) have allowed us to increase the focus on gender and other vulnerable categories. EUD, Sub-Saharan Africa*

We could have more synergies between the instruments and also between the different EUDEL sections. EUD, Latin America

## 5.2.3 Effects of the EU support

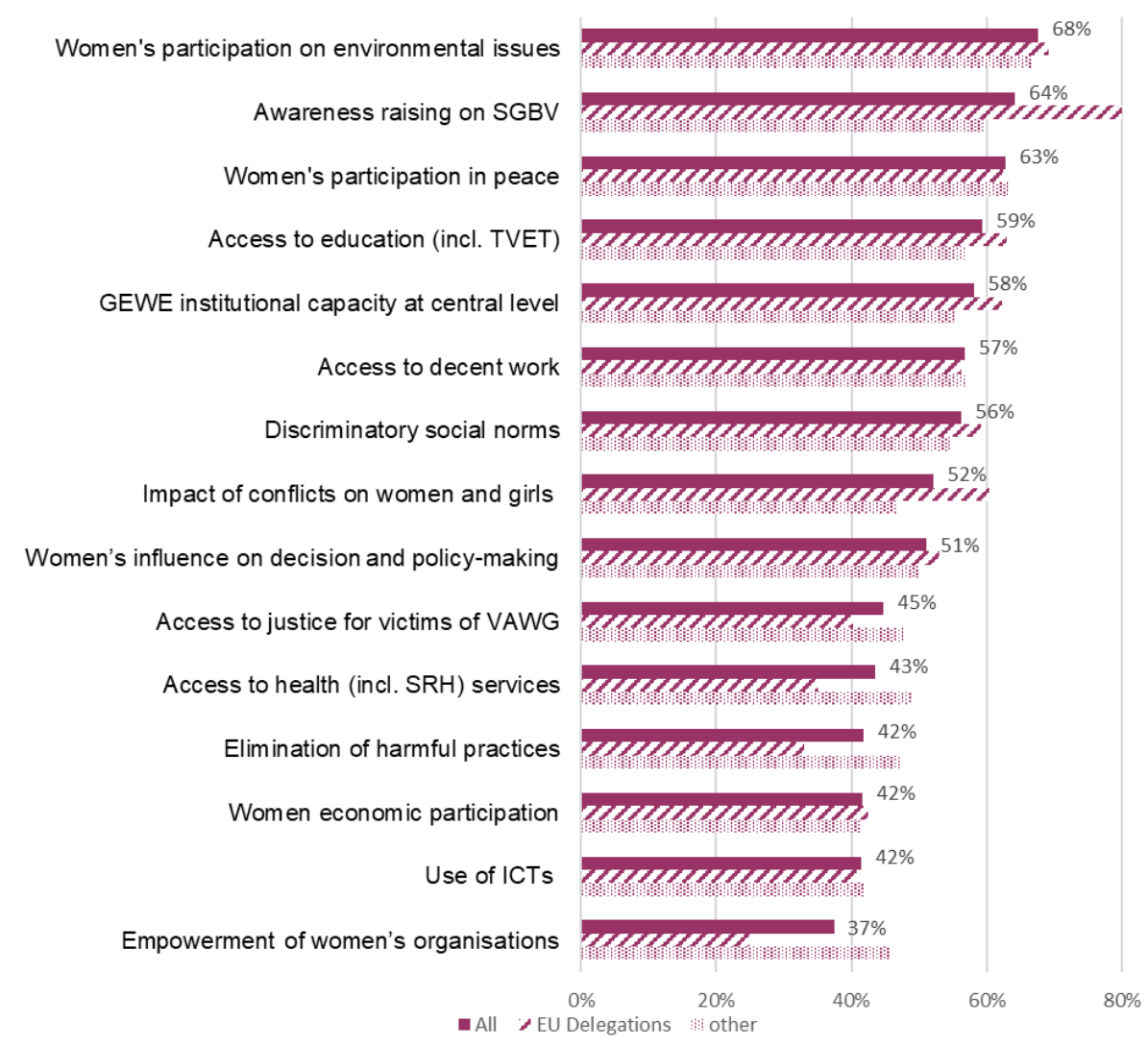


### 5.2.3.1 Outcomes

#### Question 23 Perception of EU engagement [ALL]

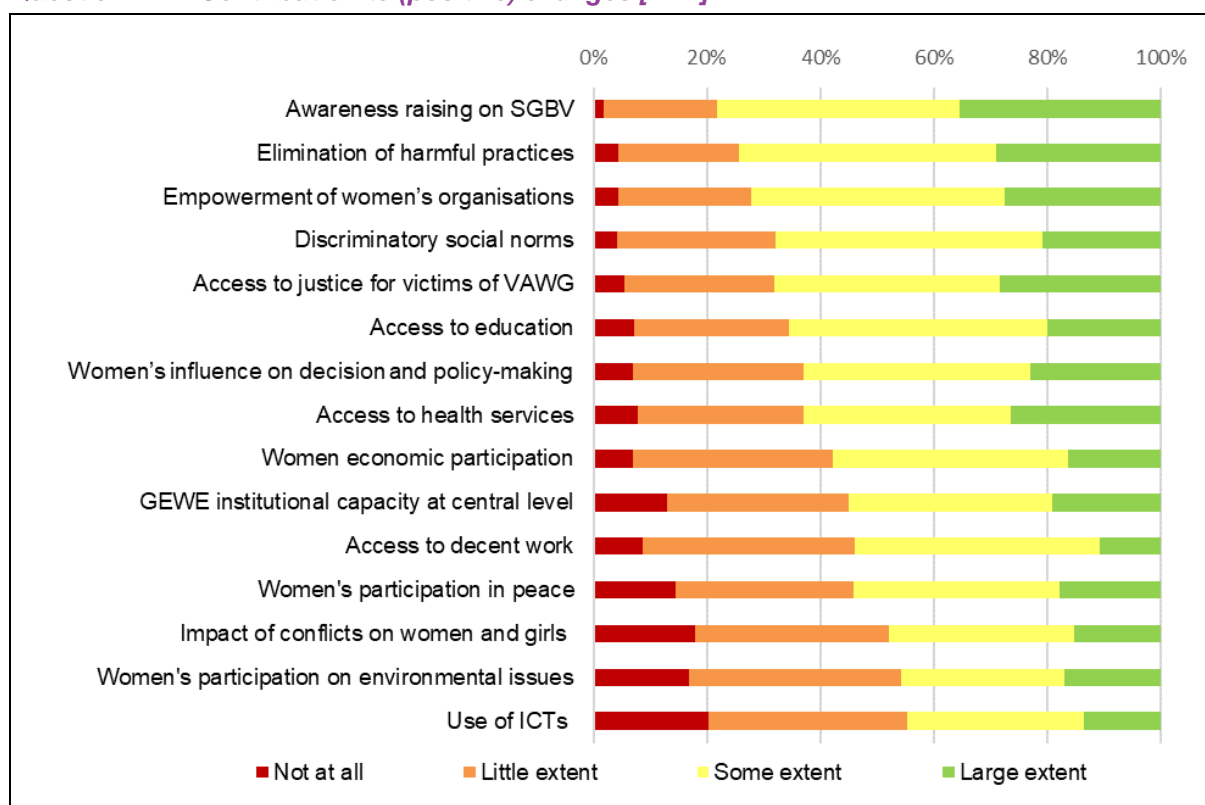
Based on your experience, to what extent has EU support\* has made tangible and substantial contributions to (positive) changes in the following areas, during the period 2014-2019?

\* The term 'EU support' refers to the actions under the responsibility of the European Commission (DG DEVCO, DG NEAR and FPI) and of the European External Action Service (EEAS). It does not cover the actions funded directly by EU Member States.



Note: all variables, N varies between 15 and 163 respondents from EU Delegations and/or 57 and 307 respondents from other categories. The data label indicates the proportion of respondents (from all categories) who indicated that EU engagement was "large" in a given area.

### Question 24 Contribution to (positive) changes [ALL]



Note: for all variables, N varies between 415 and 455 respondents.

The share of positive answers for Q25 is:

- 78% for Awareness raising on sexual and gender-based violence
- 74% for Elimination of harmful practices (i.e. physical or sexual violence, gender-biased sex selection, etc.)
- 72% for Empowerment of women's organisations
- 68% for Change in discriminatory social norms and gender stereotypes
- 68% for Increased access to justice for victims of sexual and gender-based violence
- 66% for Increased access to quality education (incl. TVET)
- 63% for Increased women's influence on decision and policy-making, incl. women's level of political participation
- 63% for Increased access to quality health services, incl. sexual and reproductive health rights
- 58% for Increased Economic participation – access and control to land and economic and financial resources
- 55% for Enhanced institutional capacity at central level (gender-responsive budgeting, statistics, training of civil servants, reporting capacity related to interventional conventions/declarations)
- 54% for Increased access to decent work
- 54% for Increased women's participation in conflict prevention and peace building processes
- 48% for Reduced negative impact of conflicts on women and girls
- 46% for Increased participation of women in decision-making processes on climate and environmental issues
- 45% for Increased use of Information Communication Technologies – ICTs

No significant difference in results was found between categories of respondents: the general order is the same regardless of respondent category but respondents from EUD are more critical.

Some qualitative answers provide further insights and illustrate different point of views:

*The EU had an important impact on gender empowerment in my country because I believe that this issue has not been a priority for the government during this period. Therefore, these studies, projects and resource allocations had substantial and critical importance for women and girls. National public institution (non-EU), Enlargement*

Through our high-level policy dialogue on gender with government, we have been able to address most of the above listed issues. EUD, Sub-Saharan Africa

One of the main shortcomings, in my opinion, is the bureaucratic obstacles for small- and medium-sized women's rights organisations to access EU funding. CSO, Enlargement

From an EUD perspective, changing discriminatory social norms and gender stereotypes is a long-term process. Even if the EU is engaged, the change does not come easily. This is an area in which more engagement is needed and that requires to focus more on men and boys. More targeted ways to support the women's movement in country have to be explored. In general, more focussed "gender programmes" are needed for stronger results, to complement gender mainstreaming. EUD, Sub-Saharan Africa

Changes are taking place in different sectors, especially in the area of women's political participation: awareness is perceptible among women and men. Civil society is monitoring the issue and is becoming more and more present in the public and political arena. CSOs are increasingly being strengthened on gender, discrimination, stereotypes, prejudices and their impact on the social construction that creates inequalities. CSO, Sub-Saharan Africa

The room for action in the country is very limited due to the ongoing conflict, hence the tangible results achieved might look limited. However, the EUD has been and continues to be strongly engaged. EUD, Asia

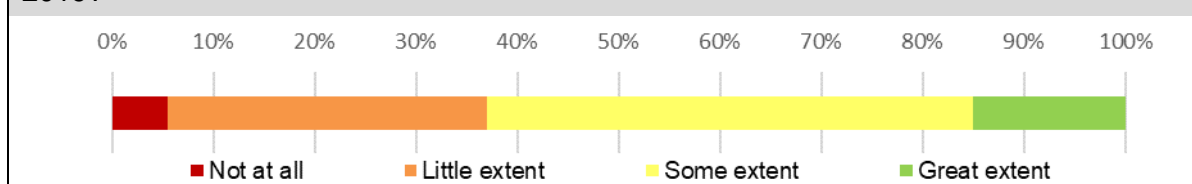
EU has been instrumental in advocating that gender issues in Caribbean cannot be addressed if we only focus on the interventions on women/girls and emphasized the importance of effective intervention with men/boys. International donor / UN agency, Caribbean

While attempts at incorporating gender budgeting into national planning processes are still at a nascent stage, addressing gender equality issues through social sector policies is actually a common theme throughout the region. For the other sectors/topics, some sectors lend themselves more easily to outcomes than others. Especially protection from domestic violence is also part of the overall human rights approach with local political actors and features prominently in the EUDs' Human Rights strategies for the region. Some social sectors such as education, health or employment provide for much better sex-disaggregated data (and consequently for better targeted interventions) in a region where this is usually a major challenge, and sectors like agriculture, where the majority of small-holder farmers are women, or entrepreneurship, where businesses in the region have high numbers of female participation in ownership, provide a fertile ground for gender mainstreaming. EUD, Caribbean

The support of the EU on expanding economic rights and opportunities for women (including through the FPI) is a wonderful model that should be scaled up. The investment through Spotlight is significant and has the potential to provide significant contributions to changes in social norms, justice and services, but it is too early yet to say that this contribution has been significant. In the latter, while the work of supporting RCs and the UN reform is important, it is also important to ensure that adequate investments be given to organisations with the required capacity, commitment and partnerships needed to achieve impact. International donor / UN agency, Asia

#### Question 25 Transformative change [ALL]

Based on your experience, to what extent has the EU support been **transformative** in the gender equality and women's empowerment areas it focussed on, during the period 2014-2019?



Note: N = 518 respondents.

The share of positive answers for Q26 is 63%. When disaggregating the results by categories, EUD respondents (54%) have a more negative perception than other respondents (68%).

Some qualitative answers provide further insights and illustrate different point of views:

*In the framework of the Spotlight Initiative preparation, institutions -including UN agencies- have had to sit down and talk about the scope of the interventions, the life course of girls, adolescents and*

women and how it is important that all interventions are consistent with each other. National public institution (non-EU), Latin America

*By supporting research on women participation in electoral periods, the EU contribute to shed light on women's obstacles to decision making processes and political power. CSO, Sub-Saharan Africa*

*It is worth mentioning that bad widowhood practices have disappeared in several villages thanks to EU action. CSO, Sub-Saharan Africa*

*EU contributed to some extent to transformative changes in partnerships with the "right" partners. The potential of EU to contribute to great extent exists, provided that EU strengthened their internal gender capacities (qualified GFPs in EUD), partners with international and national partners with the most expertise in the area who can provide credible assurance of sustainability of results, and allocates more funds to all, but especially critically underfunded areas of gender - related transformative programming. International donor / UN agency, Neighbourhood East*

*Indeed, the EU has been very effective in providing the bases for amending the laws in countries with a gender equality perspective during candidacy processes due to the political criteria and obligation to transpose the domestic laws with the *acquis*. So, the EU laws have been transformative, but the processes that follow, specifically for women's organisations, need to be strengthened more. CSO, Enlargement*

*Most changes in society happen due to EU funding and political support to NGOs, women entrepreneurs or women politicians but it takes a lot of time for changes to take place actually and it is difficult to measure them. EUD, Enlargement*

*More focus on cost effectiveness of the EU support distributed through large and international organisations and the impact on women CSOs could be helpful in assessing results. CSO, Enlargement*

*It is difficult to bring about real in-depth change through projects or dialogues and other development partnerships. Our interlocutors then take more precautions in terms of display and wording but there is no significant change in terms of substance. EUD, Sub-Saharan Africa*

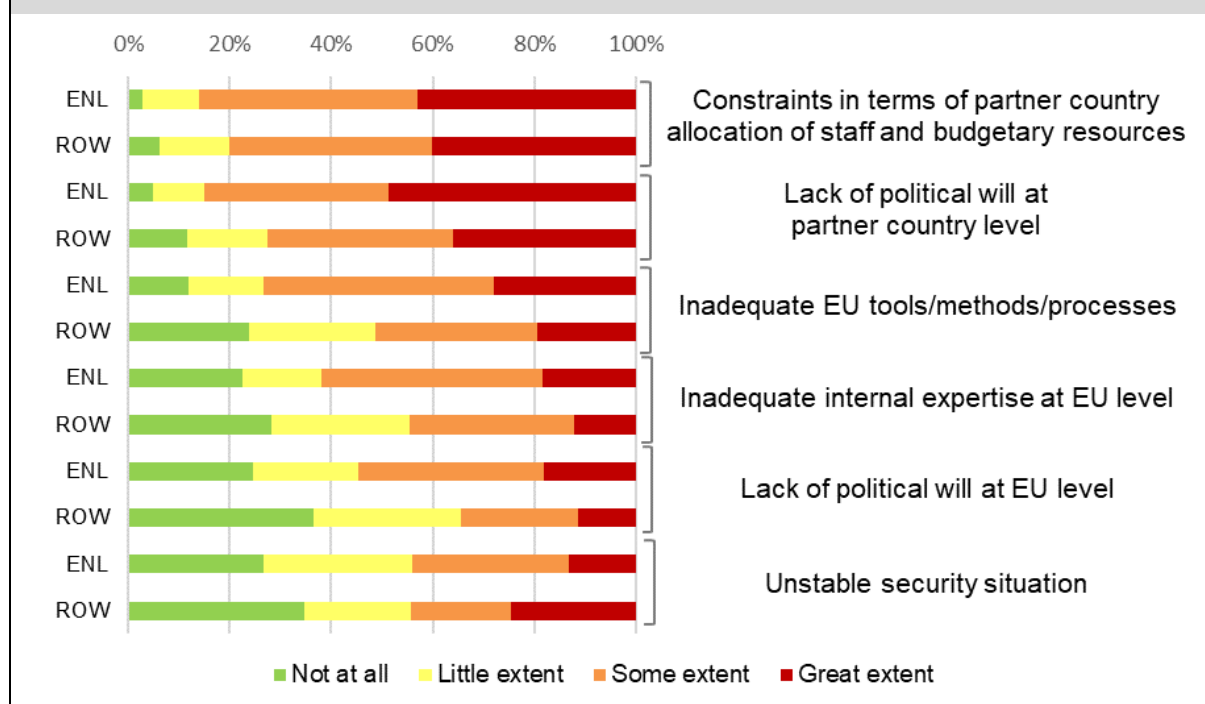
*The EU support is mainly given to the implementation of the national Gender Equality Plan which is inherently quite conservative and not transformative. International donor / UN agency, Neighbourhood East*



### 5.2.3.2 Barriers

#### Question 26 Potential barriers [ALL]

Based on your experience, to what extent have the following **potential barriers** hindered EU contribution to gender equality and women's empowerment, during the period 2014-2019?



Note: for all variables, N varies between 81 [Enlargement] and 437 respondents [Rest of the world].

The share of positive answers for Q27 is:

- 86% [ENL] and 80% [ROW] for the constraints in terms of partner country allocation of staff and budgetary resources
- 85% [ENL] and 73% [ROW] for the lack of political will at partner country level
- 73% [ENL] and 51% [ROW] for the inadequacy of EU tools/methods/processes (incl. funding mechanisms, calls for proposals)
- 62% [ENL] and 45% [ROW] for the inadequate internal expertise at EU level
- 55% [ENL] and 34% [ROW] for the lack of political will at EU level
- 44% [ENL] and 44% [ROW] for the unstable security situation

No significant difference in results was found between categories of respondents.

Some qualitative answers provide further insights and illustrate different point of views:

*The best way to work on these issues is to work at grass-roots level, but the Delegation cannot have a large number of small projects with grass-root organisations because of its limited human resources. Also, as registration of NGOs is very difficult, most of the potential partners are not legally established organisations who could receive funding. The Government does not give priority to gender issues and has many competing uses for funds, therefore the resources are not available for gender work. This is also due to a low political will in a predominantly Muslim country where traditional roles remain important. EUD, Asia*

*Call for proposals and application packages to the EU funds are often very complex for women's organisations that work on a grassroots level and don't have the appropriate expertise/capacities to apply for EU funded projects. EUD, Enlargement*

*With the lack of suitable EU methods and tendency to overregulate, EUDs apply a one-size-fits-all approach that does not leave sufficient flexibility and discretion to actors on the ground and instead enforces a "strait jacket" of bureaucratic reporting requirements that will not lead to the desired institutional culture shift. EUD, Caribbean*

*Due to the declining economic situation, the focus of the national authorities has been on reviving the economy and the government is facing budgetary constraints to be able to allocate adequate funds to gender equality. Even the national gender machinery is not operating at capacity. EUD, Sub-Saharan Africa*



*The flexibility to invest in core resources of gender equality organisations, design interventions for 4-8 years rather than 24 months, encourage partners to try and possibly fail and make adjustments in design based on experiences during programming has been identified as a good practice for enabling positive gender equality change. These factors are absent in much of the EU investments on gender equality at country level from 2014-2019. International donor / UN agency, multi-region*

*The EU may coordinate the EU MS more proactively- especially in knowledge sharing and harmonization. EU MS, Asia*

*Another important barrier hindering the efforts of all stakeholders to advance gender equality in the country is the patriarchal mentality that is still very strong. That is why increased political will and capacities especially with regards to gender mainstreaming are needed. CSO, Enlargement*

*It is not always clear the partnerships the EU are cutting with some governments and it is hard to access how far the EU is aiming to keep supporting the work done by CSO, if they have commercial interest in the country. Nevertheless, it is an important partner that should increase the investments in countries where gender norms continue to undermine the women's rights. CSO, Latin America*

*Some accounting and reporting procedures are too complicated for rural people with little formal education to understand and follow. Funding proposal formats are very hard to follow and seem to focus more on abstract writing skills than on the project and its implementation. The scoring is often opaque and unhelpful in terms of feedback. Other problems include excessive technical details inappropriate for local situations, such as the origins of various components in vehicles assembled from parts made in various countries. CSO, Asia*

*Grants registration by NGOs is still a challenge and although there some improvements achieved, but the rule of law is not working well... That is the biggest constraint to be overcome. The political will of the government is the major constraint. CSO, Neighbourhood East*

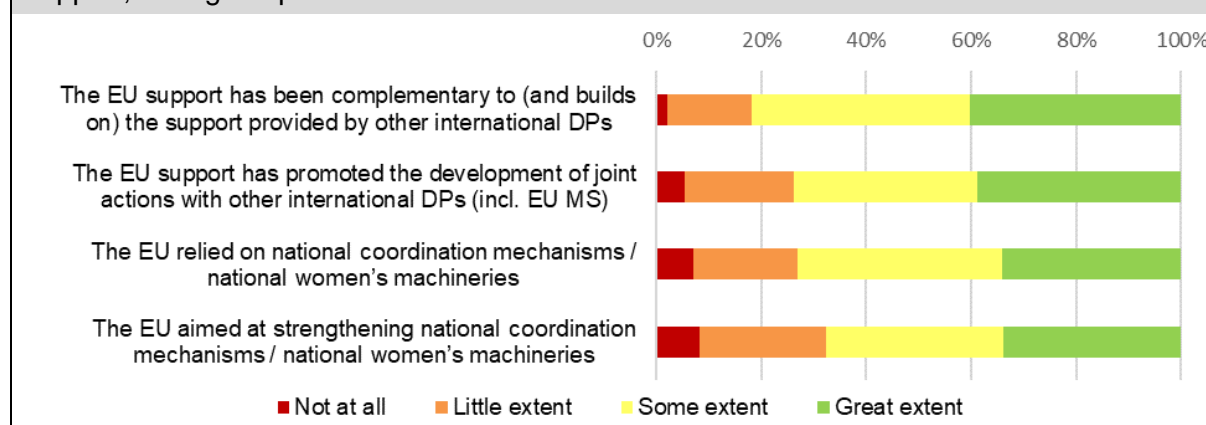
## 5.2.4 Coordination and EU added value



### 5.2.4.1 Coordination

#### Question 27 Coordination mechanisms (incl. international partners) [ALL]

Based on your experience, to what extent has the EU taken into account existing coordination mechanisms at national level and **the engagement of other international partners** in the area of gender equality and women's empowerment in the design of its support, during the period 2014-2019?



Note: for all variables, N varies between 519 and 531 respondents.

The share of positive answers for Q28 is:

- 82% for EU support has been complementary to the support provided by other international development partners
- 74% for the fact that the EU support promoted the development of joint actions with other international development partners (incl. EU Member States)
- 73% for the reliance of the EU on national coordination mechanisms / national women's machineries

- 68% for the attempt of the EU to aim at strengthening national coordination mechanisms / national women's machineries

Respondents from EUD tend to have a more negative perception of the 'extent on which the EU rely on and strengthen national coordination mechanisms and national women's machineries' than other categories.

Some qualitative answers provide further insights and illustrate different point of views:

*EU has used the existing National Steering Committee on Gender which is chaired by the Minister of Gender Equality for its National Gender Equality Machinery in setting up the policy dialogue on gender. EUD, Sub-Saharan Africa*

*The EU is part of the Official development assistance/Gender and development network gathering donors / UN agencies and where Government agencies are represented but these are powerless and don't make a difference in the current political situation. EUD, Asia*

*Since national mechanisms are (political parties) driven with hidden agendas, they are not necessarily the ones to be used or reinforced. EUD, Sub-Saharan Africa*

*While there is no national coordination mechanism per se, the EU has tried to strengthen the coordination between local women's groups and has done so in coordination with the UN as well as with some EU MS, notably Sweden. EU projects supporting gender are generally complementary to EU MS projects. EUD, Neighbourhood South*

*As the biggest donor in the country, the EU usually sets the rules, rather than fit in with what other donors are doing. Much more could be done to improve national-level coordination and ensure that interventions carried out by the EU are complementary to other donors' work, instead of each member of international community deciding on their own what to fund/implement, because there happens to be a lot of overlap in the process (e.g. political participation), with other areas remaining poorly addressed (e.g. gender-based violence handling by government/judiciary; attitudes towards violence against women, strategic support to local CSOs, etc.). EU MS, Enlargement*

*The EU investments that have been the most successful are those that have built on the complementary efforts of others and supported national / regional coordination mechanisms and partnerships for more buy-in. International donor / UN agency, Asia*

*EU has tried to simplify national mechanisms - shrinking everything under "human rights mechanism", which means "diluting" national gender equality mechanisms and making them weaker. There has been a complete misunderstanding (lack of knowledge and internal expertise) on CEDAW and other internationally binding instruments, that require GEMs to be at the highest level possible, resourced and influential. International donor / UN agency, Neighbourhood East*

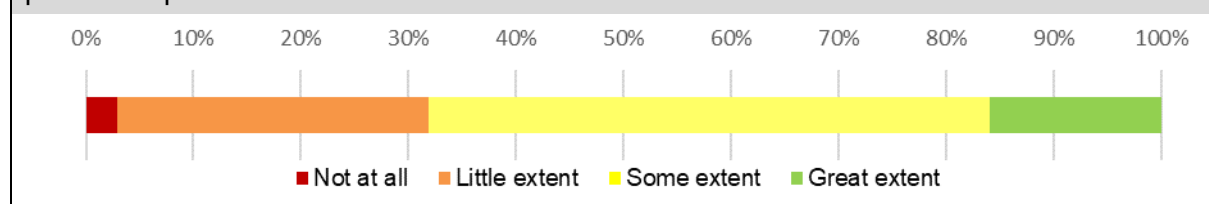
*In projects on contraception and reproductive health, the proposal guidelines clearly identified the strengthening of national women's organisations as an explicit goal. EU also coordinates with other international development partners through mechanisms lodged in national government agencies, such as the Department of Health. CSO, Asia*

*My country needs more effective coordination of gender programs at all levels. International donors work in isolation in most cases and at times promote duplication of support. Better coordination among donors, government and civil society is a priority. CSO, Sub-Saharan Africa*

*EU was instrumental in promoting development of joint actions in the country with other development partners like UNDP, FAO etc. CSO, Neighbourhood East*

#### Question 28 Evolution in coordination [Enlargement, ALL]

Based on your experience, to what extent have there been positive evolutions in terms of **coordination** and **joint actions** on gender equality between the pre-2016 period and the post-2016 period?



Note: for all variables, N = 82 respondents from the Enlargement region.

The share of positive answers for Q22 is 68%.

Some qualitative answers provide further insights and illustrate different point of views:

*We have used GAP II as leverage for cooperation between the EUD and Member States. CSO, Enlargement*

*With the implementation of the SDGs in the recent years, there is an increased coordination and joint actions on gender equality. increased cooperation is noticed even by women CSOs and their networking, especially on advocacy. CSO, Enlargement*

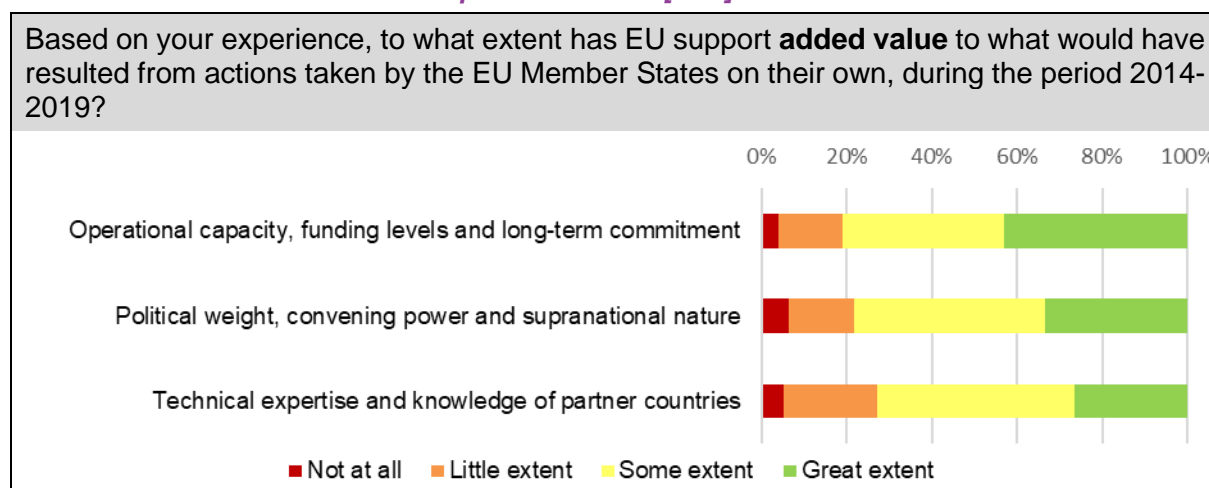
*There is little donor coordination and gender-related activities overall are not strategically initiated in consultation with other donors, to enable strategic interventions and result in an actual change. EU MS, Enlargement*

*We recently had a first meeting on the situation as regards gender equality. EU MS, Enlargement*

*A new system can be formulated for coordination and joint actions. Otherwise EU may keep on interacting with the same organisations. There is also the risk of establishing more and more coordination with GONGOS (governmental organisations) since they get stronger by accessing more often EU funds. CSO, Enlargement*

#### 5.2.4.2 EU added value

##### Question 29 EU added value compared to EU MS [ALL]



Note: for all variables, N varies between 514 and 517 respondents.

The share of positive answers for Q29 is:

- Operational
  - In comparison to EU MS, 82% of respondents are in favour of saying that the EU facilitated action on gender equality thanks to its funding levels, long-term commitment, and operational capacity
- Political
  - In comparison to EU MS, 78% of respondents are in favour of saying that the EU facilitated action on gender equality thanks to its political weight, convening power and supranational nature
- Technical
  - In comparison to EU MS, 73% of respondents are in favour of saying that the EU facilitated action on gender equality thanks to its technical expertise and knowledge of partner countries

No significant difference in results was found between categories of respondents.

Some qualitative answers provide further insights and illustrate different point of views:

*It is very important that the EU continues to address gender inequality and gender-based violence through its country reports, because that way it puts pressure on the government to act upon recommendations issued by human rights treaty bodies (such as CEDAW or GREVIO) that otherwise do not have the conditionality power of the EU. EU MS, Enlargement.*

*The EU capacity to mobilise resources in terms of technical assistance, expertise (training, formulation, surveys...) often makes the difference and is generally useful and much appreciated by the Member States. EUD, Sub-Saharan Africa.*

*The EU as a regional body has tremendous political weight and importance, and it is remarkable that this is being used to promote values and principles of gender equality through large-scale, multi-year commitments. International Donor/ UN Agency, Asia.*

*The EU support should be much greater, especially in a country where the previous government was a dictatorship, the EU had the power to add value to NGOs interventions, but never really committed or pushed the government to achieve gender equality. The country has never signed nor ratified CEDAW for example, and the EU could advocate for this. EU MS, Sub-Saharan Africa.*

*EU continues to play unfair game and was allocating resources to UN institutions instead of women organisations - that are working for more than 20 years in gender field, have capacities, have partnerships with government, and local self-government and institutions. This will never lead to efficient and effective project implementation, and impact. CSO, Enlargement.*

*EU funding level could be as good as EU political weight, but this has not been visible and limited dedicated funding to GEWE. CSO, Asia.*

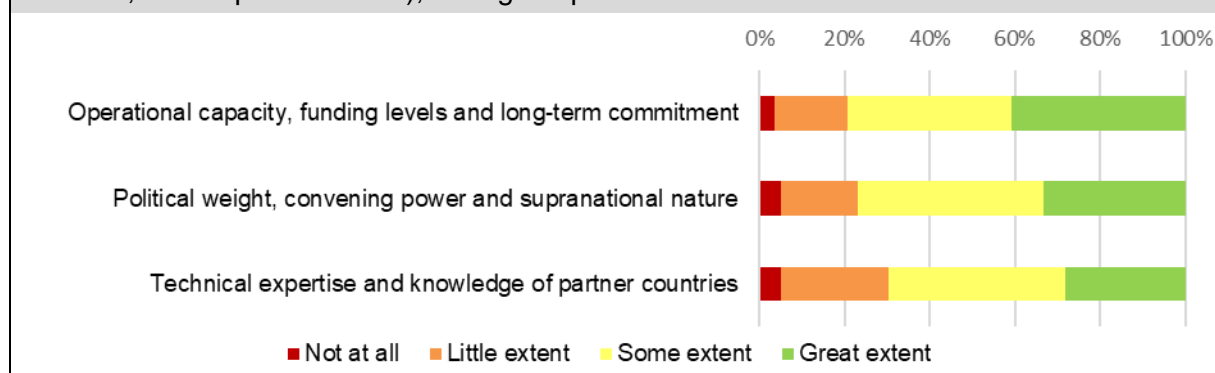
*Coordination and collaboration, especially at the political level, is still not genuine/effective enough between member states and the EU. EU MS Sub-Saharan Africa.*

*As noted, better and effective coordination and consultation with all stakeholders is needed, civil society in particular will strengthen expected outcomes. CSO, Sub-Saharan Africa.*

*The added value potential is huge and really important. It would change the way the gender agenda is moving. EU leadership would be immensely helpful, especially in 2020 but it has not been the case to date. International Donor / UN agency, Neighbourhood East.*

### Question 30 EU added value compared to Development Partners [ALL]

Based on your experience, to what extent has EU support **added value to the actions on gender equality taken by other Development Partners** (e.g. UN agencies, USAID, Canada, Development Banks), during the period 2014-2019?



Note: for all variables, N varies between 514 and 517 respondents.

The share of positive answers for Q30 is:

- Operational
  - In comparison to Development Partners, 79% are in favour of saying that the EU facilitated action on gender equality thanks to its funding levels, long-term commitment, and operational capacity
- Political
  - In comparison to Development Partners, 76% are in favour of saying that the EU facilitated action on gender equality thanks to its political weight, convening power and supranational nature
- Technical
  - In comparison to Development Partners, 70% are in favour of saying that the EU facilitated action on gender equality thanks to its technical expertise and knowledge of partner countries.

No significant difference in results was found between categories of respondents.

Some qualitative answers provide further insights and illustrate different point of views:

*For many years, almost any other international partner has been more active on gender issues than the EU Office in the country. Again, only in the last year, the EUSR/EU Office is actively adding some substance to the efforts to achieve GEWE. EU funds valuable UN Women actions in the region. EUD, Enlargement*

*In the region, due to historical and geographical realities, the EU carries a much lower weight than for example USAID, Canada, or the UN agencies in general. However, its technical expertise and definitely its funding levels are not inferior to other donors, rather the opposite. However, it is a pity that the decision by headquarters to entrust UN Women with such significant funding directly, only giving EUDs an oversight, but not an implementation role, shows too little confidence in EUDs' expertise on the ground - despite the fact that the track record of UN Women's existing interventions is questionable. EUD, Caribbean*

*While most other development partners-supported actions are focussed on supporting the country national goals and priorities, EU is the most likely to understand and support independent civil society action and build capabilities of CSOs to complement national goals, address unaddressed areas (including areas such as LGBTIQ+ and addressing gender-based violence that do not appear to be high on the list of government priorities on the ground) in the broad framework of gender justices. CSO, Asia*

*Despite of the great amount of funding to international organisations, EU should also asses the inclusion and the role of women CSOs and insist on their participation in the programming of funds and the project implementation. CSO, Enlargement*

*In the current situation in the country, where we have a government that reinforces gender injustice. I'm not sure if EU weight, expertise or operational capacity is making any difference. In this context, more than ever, it is urgent to support civil society organisations. CSO, Latin America*

*Some UN agencies (including UNFPA and UNWOMEN) as well as selected other bilateral development partners (notably USAID) demonstrate much more leadership than the EU on gender equality. EU MS, Asia*

*The EU contributes to almost all developments Consortiums. CSO, Sub-Saharan Africa*

*Other partners, notably the UN, are doing a lot in the area of gender and the complementarity with EU action has produced certain changes. But on the EU side, we can do even better. EUD, Sub-Saharan Africa*

### 5.3 Final remarks

Here are some final remarks concerning EU support to GEWE:

*In conclusion, if EU needs to achieve this in the next MAAP cycle, it has to be seriously taken into action: 1. A compulsory set as one key priority. 2. A dedicated staff in charge of GFP in EUD. 3. A separate allocation for each program earmark for gender. EUD, Asia*

*A better connection and complementarity should be made between public diplomacy/political/policy dialogue and development cooperation interventions since the EU's intervention and influence in partner countries, in particular in Asia where countries are moving to be upper middle income countries, is slowly shifting from mainly development cooperation interventions to public diplomacy/political/policy dialogue interventions. EUD, Asia*

*Overall, important progress has been made in pursuing gender equality. Still it is difficult to have a significant impact. Political will transforms into limited actions at operational level. The international context, with the ascent of anti-rights movements requires a stronger commitment. The new Commission has not put gender high in its priorities; unfortunately, is just a crosscutting issue. This will probably have an adverse impact in external aid and policies, so I am not very optimistic about the future. EUD, Latin America*

*Gender based programmes should focus much more on socio-economic issues that really affect women in third world or developing countries: the rights of domestic workers, the protection of children, the rights of abandoned women by their husbands or partners, the rights of girls subject to sexual abuses in touristic areas or in urban areas by urban locals, etc... EUD, Sub-Saharan Africa*

*Research shows that sustainable changes in gender-related policies come as a result of internal movements for women's rights. It is therefore very important that the EU provided continuous, strategic and systemic support to local CSOs which advocate for women's rights in the country*



*context. It is also important that there is a strategic approach to addressing gender-related problems in the country. The EU has huge leverage being the biggest donor to convene international community and ensure actions taken by different organisations are complementary. Finally, there is huge space for improvement of the national statistical tools for measuring gender indicators, especially in gender-based violence. The EU could draw on expertise of some of its Member States to improve the data collection of national institutions (rather than funding research carried out by other international actors that is limited to projects' duration), to ensure gender policies are evidence-based. EU MS, Enlargement*

*The EU is a respected and established partner. Thus, it could use its position to lead reforms aimed at increasing funding and technical support for GEWE for community level actors and interventions that are vital for transformative impact and yet programmatically neglected. CSO, Sub-Saharan Africa*

*In my opinion, real change will only be obtained if communities develop knowledge and know-how. To this end, subsidies must be directed to these communities, which in turn will impose good governance on policies. CSO, Sub-Saharan Africa*



## 6 Annex 6: E-Survey Report at HQ level

### 6.1 Design and implementation of the E-Survey

#### Purpose and objectives

The objective of the E-Survey was to collect primary information on various dimensions of the Evaluation Matrix from stakeholders at HQ level and involved directly or indirectly in EU support to GEWE. The survey allows to both strengthen the findings emerging from other sources of information and fill gaps. Representatives from **EU Headquarters** (EC & EEAS), **EU Member States and civil society organisations** have been invited to participate in this survey. By covering non-case study countries, the survey also allows increasing the opportunities for the generalisation of findings emerging from these case studies.

#### General survey methodology

The questionnaire used for the online survey consisted both of closed and open questions. **Closed questions** had a rating scale from 1 to 4 (or 5, when including the “don’t know” answer). Additionally, respondents had the possibility to comment on the question in an optional text box below to clarify their answer or to introduce additional elements. **Open questions** allowed for further contextualisation and the collection of any additional qualitative elements deemed relevant by the respondents.

While each survey question related to different aspects tackled by the EQs and was directly linked to specific indicators or JCs, the questionnaire as a whole did not mirror the complete spectrum of the evaluation matrix. Rather the objective was to provide the team with additional views on a few key issues. Priority was given to subjects that are difficult to capture through document review.

The questionnaire is structured around **four main sections**: i) EU institutional environment; ii) Design of the EU support; iii) Effects of the EU support; iv) Coordination and EU added value.

#### Target group and response rate

In total, the survey gathered the responses of **71 participants**. Table 15 below presents the number of respondents per organisations.

Table 15 Breakdown of respondents by type of organisation

Type of organisation	Number of respondents
EU services (EC/ EEAS)	29
EU Member State (Ministry/ HQ of technical agency)	19
Civil Society Organisation	14
International donor/ UN agency	5
Other <sup>223</sup>	4
<b>Total</b>	<b>71</b>

59 % of respondents from EU services are gender focal points or specialists. Concerning respondents in the category “International donor/UN agency”, 60% of them work in a UN agency.

<sup>223</sup> Within the “Other” category, two respondents worked as consultants and one respondent stated that he is part of a Parliamentary Network. The other respondent did not provide specific information.

## 6.2 Responses

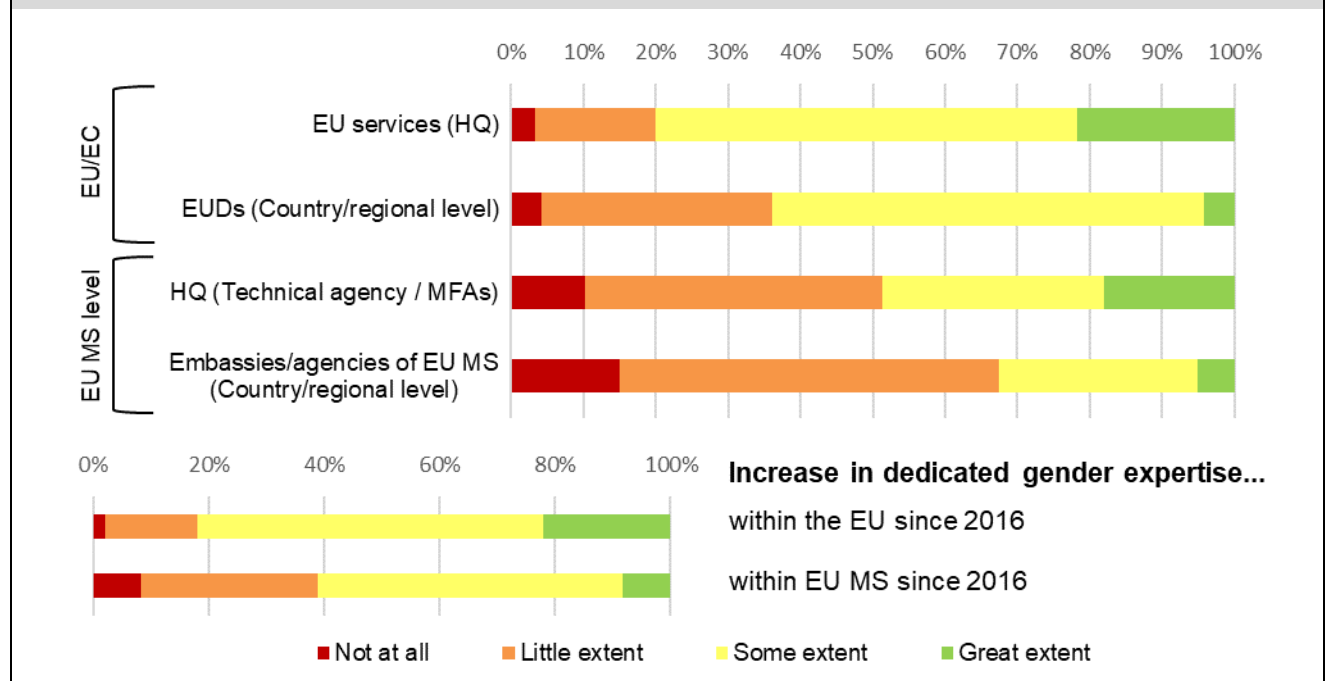
### 6.2.1 EU institutional environment



#### 6.2.1.1 Expertise and Leadership

##### Question 31 Technical gender expertise [ALL]

Based on your experience, to what extent has there been **appropriate technical gender experts** in place within the relevant entities at EU and EU Member States level?



Note: for all variables in the first graph, N varies between 36 and 60 respondents.

The share of positive answers for Q1 is:

- At EU/European Commission level
  - 80% at the level of EU services (Headquarters)
  - 64% at the level of EU Delegation (Country/regional level)
  - 82% of respondents indicate an increase in dedicated gender expertise within the EU since 2016.
- At EU Member States level
  - 49% at the Headquarters level (Technical agency / Ministry of Foreign Affairs)
  - 33% at the level of the Embassies/agencies of EU MS (Country/regional level)
  - 61% of respondents indicate an increase in dedicated gender expertise within the EU since 2016.

Some qualitative answers provide further insights and illustrate different point of views:

*Gender expertise is available in the EC services on temporary basis through short- or long-term technical assistance contracts, and through secondments of experts from EU MS agencies. These are usually timebound and do not provide expertise on continuous basis. Important and sometimes long gaps. Gender expertise in different thematic sectors (trade, environment, infrastructure, budget support etc) is often not included in terms of references of sectoral TA contracts. EU services*

*There has been a growing attention to GEWE at EU MS level with the elaboration of strategies and development policies based on this topic, but in terms of expertise and awareness-raising among public officials there is still a long way to go. The same for the EU level. EU services*

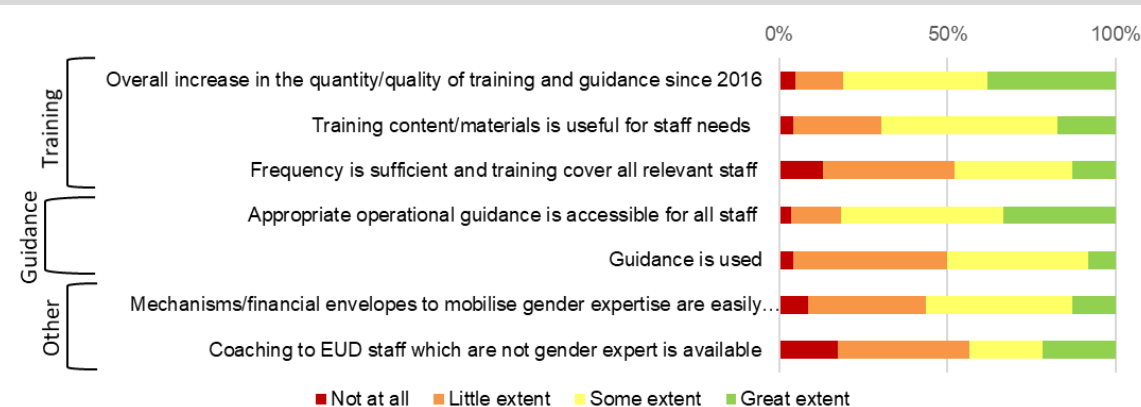
Unit B1 has been doing a great work in trying to train people but due to high level turnover of staff (lots of gender focal persons are contract agents) the expertise does not always remain in place. In addition, short term training on gender equality does not replace people with an in-depth knowledge (having a diploma in gender studies for instance) so understanding of gender equality is sometimes not fully understood. EU services

DG DEVCO has made gender equality much more a priority, including with its flagship program and as key elements of policy dialogues (PFDs, EDDs). Some EU delegations have very good expertise, but in others this is still missing. Gender focal points in many delegations and it's often an 'add-on' to a full-time position. Thanks to the GAP and its reporting, we can see an increase overall in gender expertise. CSO

In the EEAS, the position of Ambassador Marinaki has given great visibility to gender equality. In DG DEVCO a very positive development was the creation of a number of positions in unit B1 focusing on gender equality, and the creation of the Spotlight Initiative. In the EU Delegations however, while gender focal points make a difference, it is unclear how many have been appointed (if there is one for each EUD), and it is often an add-on to an existing position which means their capacity can be limited. Overall for the two Brussels-based institutions mentioned above and the EUDs, there has been progress and an increase in expertise through the creation of positions on gender equality, although this might not be sufficient to have the capacity to provide expertise and mainstream gender equality in all EU external action. CSO

### Question 32 Accessible operational guidance [EU services]

Based on your experience, to what extent has the EU provided **accessible operational guidance** and useful **training/coaching** on gender equality and women's empowerment for its staff?



Note: for all variables, N varies between 28 and 29 respondents from EU services.

The share of positive answers for Q2 is:

- Training
  - 81% for the overall increase in the quantity/quality of training and guidance
  - 70% for the usefulness of the training content/materials to staff
  - 48% for the sufficient frequency and relevant coverage of training
- Guidance
  - 81% for the accessibility of appropriate operate guidance to all staff
  - 50% for the use of the guidance
- Other
  - 57% for the accessibility of mechanisms/financial envelopes to mobilise gender expertise
  - 43% for the availability of coaching to staff which are not gender expert

Some qualitative answers provide further insights and illustrate different point of views:

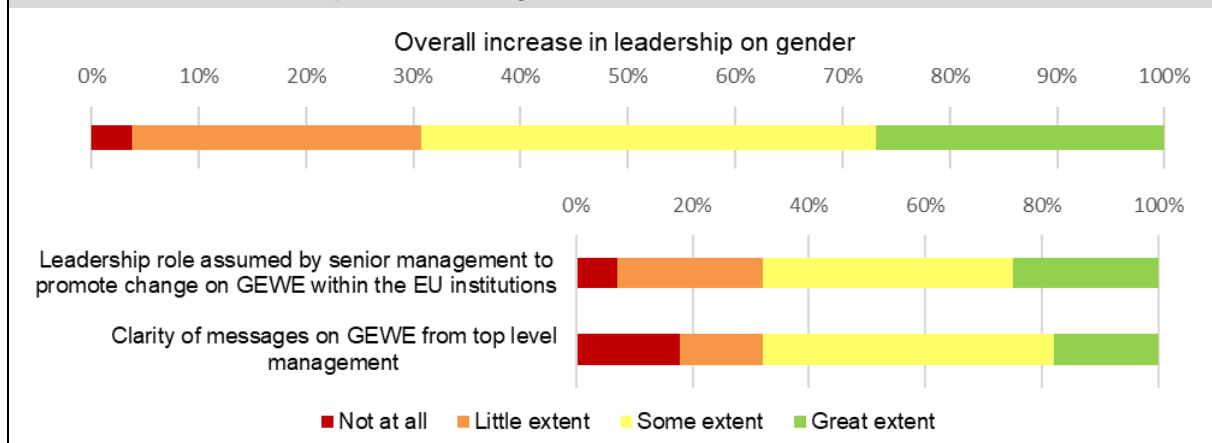
Still quite a lot to do. Training should be made mandatory and tailored at different levels. Specific gender equality training should be maintained (not only RBA and gender) and WPS training should be developed and delivered by EC and EEAS jointly. EU services

Training, e-learning, webinars, knowledge briefs, coaching and TA are available, but colleagues do not use them as much as they should. This is a time issue, and due to competing other tasks, they don't manage to dedicate sufficiently time for consulting and learning, in my view. There might also be technical issues in connecting to the databases (DEVCO academy, Capacity 4 Dev from delegations). EU services

Even if trainings like Rights-based Approach, including gender trainings are being delivered in HQ and EUD, they need to be mandatory for all staff and a clear message needs to be sent by management (including their involvement and participation in these trainings). EU services

### Question 33 Leadership [EU services]

Based on your experience, to what extent has senior management shown **leadership on GEWE** within the EU to promote change in this area since 2016?



Note: for all variables, N = 29 respondents from EU services.

The share of positive answers for Q3 is:

- o 69% for the overall increase in leadership on gender assumed by the EU institutions since 2016
- o 68% for the leadership role assumed by senior management to promote change on GEWE within the EU institutions
- o 68% for the clarity of messages on GEWE from top level management

Some qualitative answers provide further insights and illustrate different point of views:

*I do not see much leadership. The work culture is still very macho -the brotherhood of 'grey suits'- and women voices are not heard. Even women often prefer to listen to men. Clearly senior management is mainly male, in HQs and Delegations. EU services*

*If there are some clear and important declarations on the importance of GEWE from the very top management, but since there is no accountability from senior management, it is not really taken into consideration for the development of strategies at country level and implementation of projects and programs. EU services*

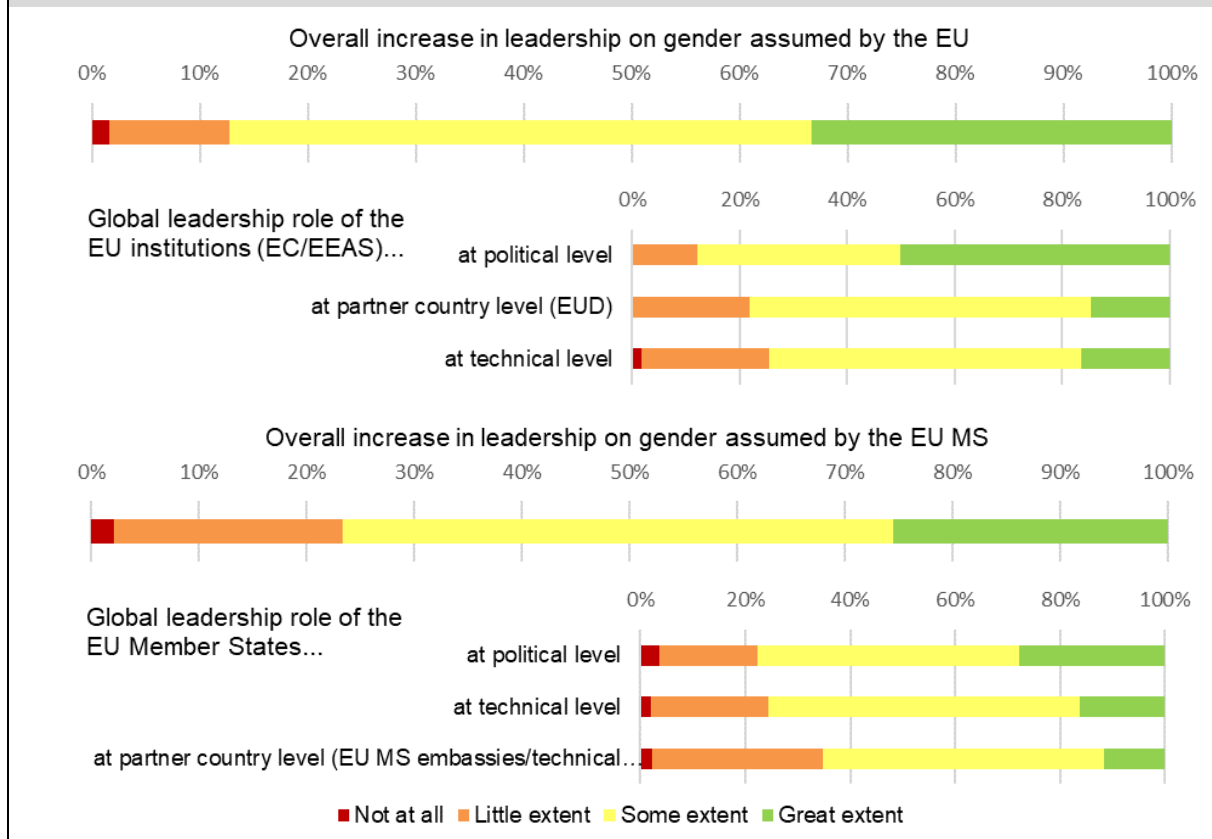
*A real cultural shift and a clear commitment on gender are only possible with a gender-responsive leadership and so far, it is not the case. Internally we need to apply the principle "Lead by example". EU services*

*Usually senior managers are paying lip service to gender equality. Influence of Commissioner Mimica has been strong in increasing the level of attention to gender equality (notably through his push for the Spotlight programme). However, gender equality is never really seen as a major theme by most of senior managers, rather a secondary issue. For the future, it will be important that Commissioner Urpilainen keeps emphasising the importance of gender equality otherwise slight improvements observed in senior management attention to the issue might be lost. EU services*

*There has been a clear increase of messaging and voicing for increasing gender mainstreaming in the development cooperation from the management. This is probably due to the commitment of the former commissioner to promote gender equality. Maybe attention to gender in general media in the recent years influenced the Commission as well. EU services*

### Question 34 Leadership at global level [ALL]

Based on your experience, to what extent has the EU had a **leadership role** on gender equality and women's empowerment **at global and country level** since 2016?



Note: for all variables, N varies between 68 and 71 respondents.

The share of positive answers for Q4 is:

- EU institutions (EC/ EEAS)
  - 88% for the global leadership role of the EU institutions at political level
  - 78% for the leadership role of EU Delegations at partner country level
  - 75% for global leadership role of the EU institutions at technical level
- EU Member States
  - 78% for the global leadership role of EU MS at political level
  - 76% for the global leadership role of EU MS at political level
  - 65% for the leadership role of EU Member States (embassies/ technical agency) at partner country level

Some qualitative answers provide further insights and illustrate different point of views:

*There is still a lot of work to do. Approaches to gender equality are often tokenistic and seen as an add-on. We do not walk the talk. EU services*

*EU MS is not a homogenous category, according to the EU MS in question the answer can differ from one extreme to the other. At political level the EU has played a global leadership role, even if due to some conservative EU MS on some issues (ex: SRHR), the level of ambition is sometimes not as high as it could be. EU services*

*We see that the EU has taken a leadership role in for example the negotiations of the Gender Action Plan of the Paris Climate Agreement, together with EU MS such as Netherlands, France, Belgium, Ireland etc. We have also seen Spain take a leadership role on the gender-climate commitments at the UN Climate Summit 2019. Of course, Spotlight continues to be a key global flagship program. Now we see EU MS taking a key role in the Women's Rights Beijing+25 agenda, with France leading on the Gender Equality Forum. Increasingly countries are following Sweden's example of developing a Feminist Foreign Policy. How much of this is visible at embassy level in partner countries is not well known to us. We can see that gender criteria have become more prominent in calls for proposals for*



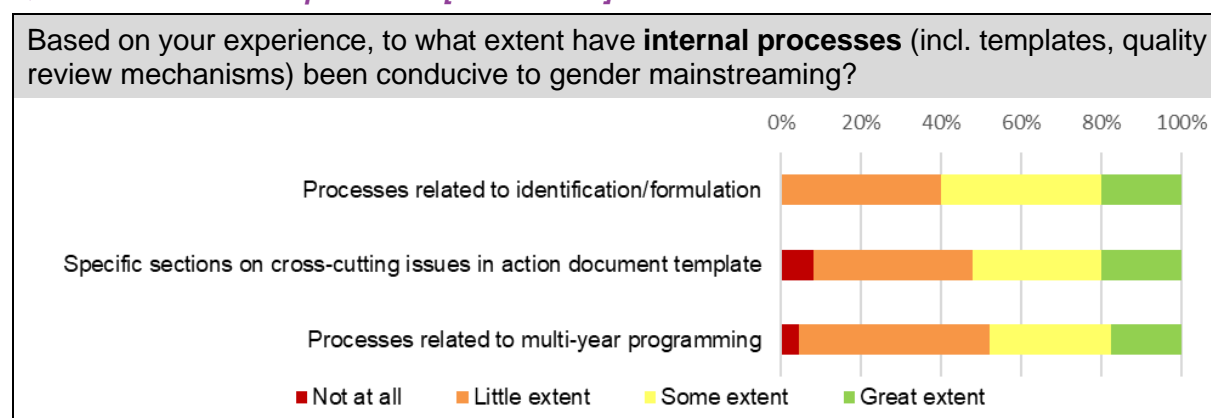
national NSAs, which is good. So overall, we would say that there has certainly been an increase in leadership since 2016. CSO

A number of EU MS have played a key role to push for gender beyond EU level, e.g. related to SRHR. The Joint statement on SRHR at the UN HLM on UHC in 2019 for example was supported by 24 EU MS and presented, on behalf of 58 countries, by the Minister for Foreign Trade and Development Cooperation of the Kingdom of the Netherlands. In the discussion on the draft political declaration for the UN HLM on UHC at the World Health Assembly in May, Sweden represented the group of 43 countries proposing to include SRHR language. There was strong opposition amongst others from the US. CSO

The annual report on the implementation of the GAP 2017 states that for that year there were 112 senior gender champions in EU and EU MS delegations in partner countries. While this kind of buy-in at senior level is positive, it seems to rely on an individual's willingness, and the depth of commitment varies from EUD to EUD - some being more active than others. Indeed, there seem to be different interpretations of what such a title entails in terms of responsibilities. Overall, we do see that the EU (EC/EEAS) plays a global and political leadership role on gender equality, especially if we consider the context in other countries/regions and in multilateral fora. This is quite positive and of course we do recognise it and would like this to continue in the future. CSO

### 6.2.1.2 Processes

#### Question 35 Internal processes [EU services]



Note: for all variables, N varies = 28 respondents from EU services.

The share of positive answers for Q5 is:

- 60% for the conduciveness of processes (incl. quality review mechanisms) related to identification/formulation
- 52% for the usefulness (for gender mainstreaming) of specific sections on cross-cutting issues in action document template
- 48% for the conduciveness of processes related to multi-year programming

Some qualitative answers provide further insights and illustrate different point of views:

*Not enough gender experts for quality review - there are consultants, but general/standardised comments do not go a long way. They have to be context-specific and take into account intersectionality and other cross-cutting issues. EU services*

*The programming process is complex and quite opaque, and it is difficult to find entry points to influence and ensure cross cutting issues are included apart from the priorities of the general development policy, as set in the EU consensus, which is clear on equality and human rights. Quality review process has improved significantly the gender mainstreaming since 2018 and colleagues are now more aware. However, the process is still heavy and requires high inputs from gender experts, which we do not have. For these capacity and complexity reasons it is not possible to successfully improve quality of all projects and programmes that come to the quality review. Overtime, the quality process will probably further increase the knowledge of gender mainstreaming across colleagues and sectors. There is a risk that management will further modify the quality review process to a direction where crosscutting issues are undermined. EU services*

*Importance of gender equality in programming 2014-2020, was completely overlooked (most probably as GAP II was only adopted in 2016, i.e. after the programming process). This should be really taken*

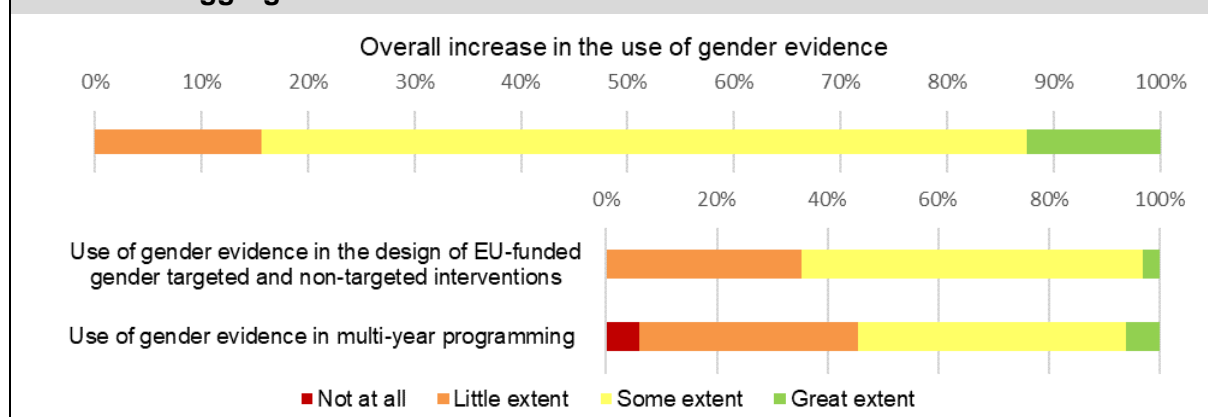


into consideration in the upcoming programming process (guidelines to EU Delegations should be very clear on that). Gender mainstreaming through identification/formulation of programme action always comes too late in fact in the process of drafting the actions document. Even when scored G1, many adopted programmes are not fully up to the standards of the requirement of the OECD policy markers. Unit B1 has nonetheless done a huge effort to comment on AD as often as possible but most of the time, it is seen as additional burden for people presenting a programme. Gender mainstreaming methodology has not yet trickled down to all staff. EU services

Putting gender issues in the cross-cutting issues section of an action document is actually very dangerous. It means noting but it allows to 'tick the box'. Gender is usually never mainstreamed although stated that it would because it is a cross cutting issue. EU services

### Question 36 Gender evidence, analysis and sex-disaggregated data [ALL]

Based on your experience, to what extent has the EU programming and the design of EU-funded interventions relied on **gender evidence** coming from **existing gender analyses** and **sex-disaggregated data**?



Note: for all variables, N varies between 42 and 43 respondents from EU services and EU MS' Ministries/HQ of technical agency.

The share of positive answers for Q6 is:

- 84% for the overall increase in the use of gender evidence by the EU since 2016
- 65% for the use of gender evidence in the design of EU-funded gender targeted and non-targeted interventions
- 55% for the use of gender evidence in multi-year programming

Some qualitative answers provide further insights and illustrate different point of views:

*Evidence is not used as it should and the evidence that is then used is often general lacking sub-regional/local or thematic details, baseline and indicators.* EU services

*Even if there are more EUD that have a gender analysis at country/sector level, in many cases staff is not aware and it is not consistently used. Therefore, its findings do not inform the intervention cycle.* EU services

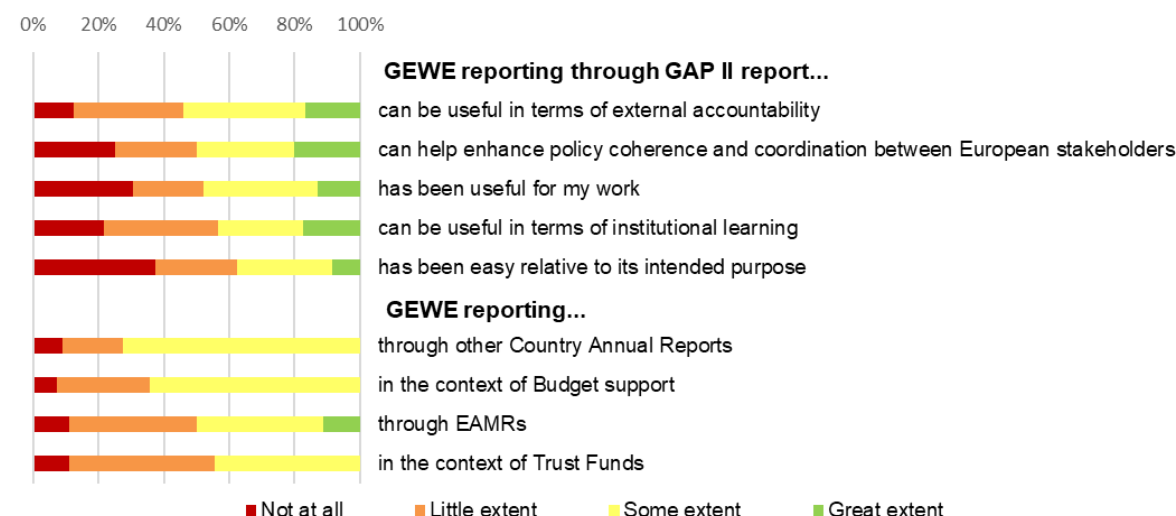
*The GAP should influence the EU programming in partner countries. However, the GAP II was adopted too late and therefore the programming had already started. A country level analysis on the NIPs for 2014-2020 shows a lack of prioritization of gender in the programming. Based on an analysis of 74 of the NIPs of ACP countries, the following should be noted: 28 NIPs include some reference to gender equality, 10 NIPs affirm that it will be mainstreamed but without any clear indicator or gender sensitive budgeting, and only 1 NIP (Djibouti) has a targeted fund on gender equality.* CSO

*There is usually a breakdown in gender in monitoring data, but not in planning figures, not to speak of targets.* EU services

*Gender analysis from EUDs are on the rise: there is a reported increased use of gender analysis (average increase of 25 %), despite acknowledged regional variations. Still some EUDs have provided no gender analysis in spite of the requirement. Besides, sex disaggregated data still needs attention as it remained unchanged in the Caribbean and decreased among EUDs to the Gulf States, those in the Neighbourhood Policy and Enlargement region, and those in East and Southern Africa.* CSO

### Question 37 Internal reporting mechanism [EU services]

Based on your experience, to what extent have **internal reporting mechanisms** been appropriate to enhance (and report externally on) EU support in the area of gender equality and women's empowerment?



Note: for all variables, N varies between 27 and 28 respondents from EU services.

The share of positive answers for Q6 is:

- GAP II report
  - 54% for the usefulness for the organisation to report on gender equality through GAP II reports in terms of external accountability
  - 50% for the support provided by the reporting on gender equality through GAP II reports to the enhancement of policy coherence and coordination between European stakeholders
  - 48% for the usefulness to report on gender equality through GAP II reports for the respondent's work
  - 43% for the usefulness for the organisation to report on gender equality through GAP II reports in terms of institutional learning
  - 38% for the relative easiness to report on gender equality through GAP II reports relative to its intended purpose
- Other
  - 73% for the usefulness to report on gender equality through other Country Annual Reports (e.g. Enlargement/ Association Agreements progress reports) for learning and accountability purpose
  - 64% for the usefulness to report on gender equality in the context of Budget support for learning and accountability purpose
  - 50% for the usefulness to report on gender equality through EAMRs for learning and accountability purpose
  - 44% for the usefulness to report on gender equality in the context of Trust Funds for learning and accountability purpose

Some qualitative answers provide further insights and illustrate different point of views:

*The GAP reporting has been very heavy and collected also information with limited or no value (due to the GAP indicators which are not practical). But the process has increased awareness and attention to GAP. EU services*

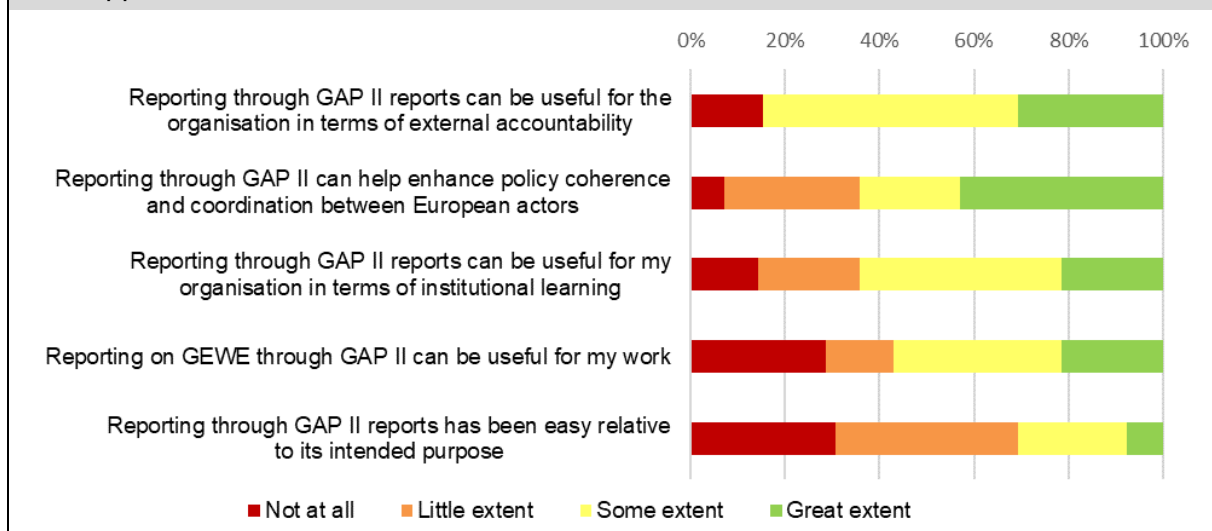
*EAMR is THE report which is taken seriously by Heads of Delegation and Heads of Cooperation (as well as by Head of Unit at HQ level), it is really a step back that in from 2020, questions on gender equality have been removed from the EAMR report itself to be moved to the so-called "progress report", who might not get the same level of attention by hierarchy! EU services*

*GAP Report is mainly based on quantitative data. More info on promising practices and lessons learnt will help to identify how interventions contribute to gender equality and to improve women's lives. EU services*

*The GAP is a very cumbersome tool, and at operational level, most Project Managers (PMs) don't know how to apply it correctly (because it is not explained in an operationally meaningful way how it should be applied). As such, the data derived from the GAP is not good data, the indicators are applied randomly by PMs. As such, nice reports can be produced, but the content is not accurate. EU services*

### Question 38 Internal reporting mechanisms [EU MS]

Based on your experience, to what extent have **internal reporting mechanisms** with regard to gender equality and women's empowerment been appropriate to enhance EU and EU MS support in this area?



*Note: for all variables, N varies between 100 and 101 respondents EU Member State embassies/agencies.*

The share of positive answers for Q9 is:

- 85% for the usefulness for the organisation to report on gender equality through GAP II reports in terms of external accountability
- 64% for the support provided by the reporting on gender equality through GAP II reports to the enhancement of policy coherence and coordination between European stakeholders
- 64% for the usefulness for the organisation to report on gender equality through GAP II reports in terms of institutional learning
- 57% for the usefulness to report on gender equality through GAP II reports for the respondent's work
- 31% for the relative easiness to report on gender equality through GAP II reports relative to its intended purpose

Some qualitative answers provide further insights and illustrate different point of views:

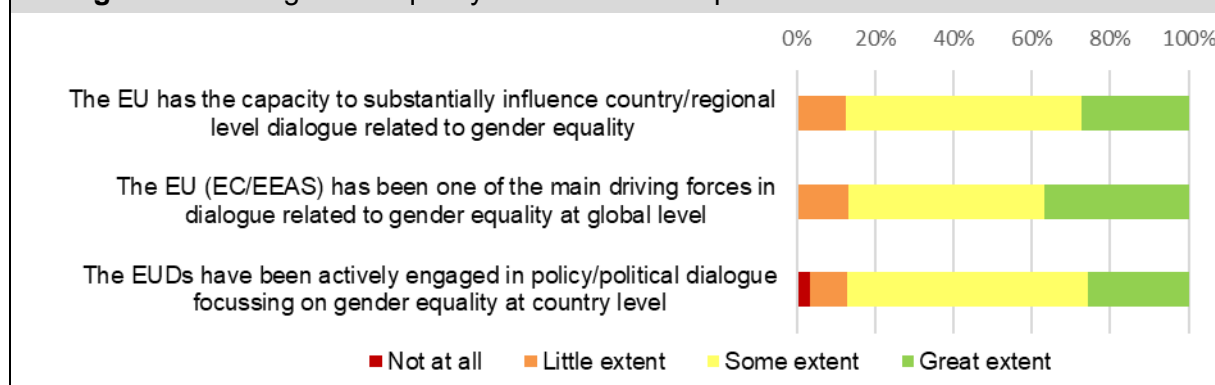
*GAP has been a useful exercise in order to advance the discourse on gender equality in our Institutions and being aware of steps to be taken. EU MS*

*Since the reporting includes so many indicators and the report is so extensive, it was unfortunately of little use in everyday work. EU MS*

*Some members are not interested in coordination which makes coherence challenging. EU MS*

### Question 39 Policy/political dialogue [ALL]

Based on your experience, to what extent has the EU been active in **policy/political dialogue** related to gender equality and women's empowerment since 2016?



Note: for all variables, N = 44 respondents from EU services and EU MS.

The share of positive answers for Q9 is:

- o 88% of respondents think that the EU has the capacity to substantially influence country/regional level dialogue related to gender equality
- o 87% of respondents think that the EU (EC/EEAS) has been one of the main driving forces in dialogue related to gender equality at global level
- o 87% of respondents think that EUDs have been actively engaged in policy/political dialogue focussing on gender equality at country level

Some qualitative answers provide further insights and illustrate different point of views:

*It seems the engagement of EUDs in policy/political dialogue on gender equality depends heavily on the level of awareness of the person in charge of this topic. Some HoC for instance are still not convinced of the importance of GEWE and do not bestow enough credit to this field, hampering its full harness. EU services*

*GEWE were discussed during all human rights dialogues, but they seem to be mainly discussed in those fora and are more limited during other political dialogues. This limits the actual mainstreaming of gender equality in non-social issues such as trade, energy, domestic resource mobilisation etc. It would be good to see this rectified in the next GAP with an increased commitment to the GAP at the highest political levels. Violence against women and girls was the topic most often discussed, and in particular, the Spotlight Initiative was an opportunity for high level dialogue with partner countries on violence against women and gender equality. It was also appreciated that the EU has raised GEWE in policy dialogues in multilateral fora, such as in CSW, CPD and other relevant UN fora. CSO*

*GEWE are included in the policy/political dialogues and Human Rights dialogues with partner countries. However, in ACP countries, it's quite difficult to get more information on this given that there is no space for civil society in this process and no official feedback mechanism. The EU has the capacity to influence country/regional level dialogue, but it also depends on political will. For example, Commissioner Mimica raised the issue of adolescent pregnancy and school attendance in the political dialogue with Tanzania in 2018. In addition, it also depends on the partner country: equally in Tanzania the Head of the EUD did put pressure on the government with regards to human rights violations, and especially LGBTI rights and was ordered to leave by the Tanzanian President (November 2018). CSO*

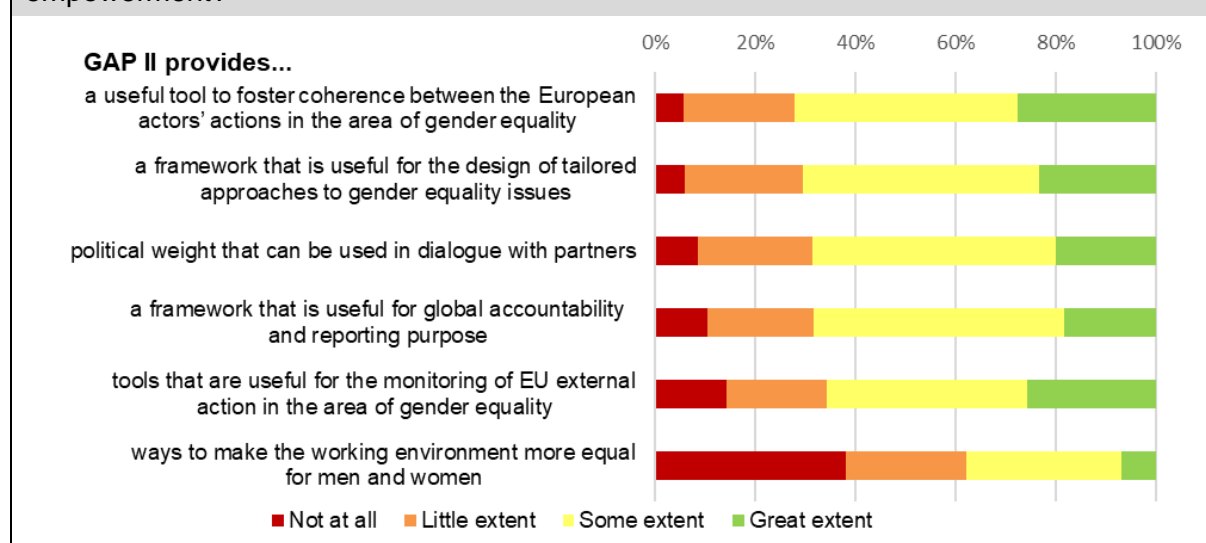
*It really depends on the delegation, its technical capacity on gender equality and the political will of the senior management in the Delegation. EU services*

*Gender equality in EU has been incorporated in the Commission policy only recently. EU MS*

### 6.2.1.3 GAP II framework

#### Question 40 GAP II framework [ALL]

Based on your experience, to what extent has the **GAP II (Gender Action Plan II) framework** contributed to enhance EU support in the area of gender equality and women's empowerment?



Note: for all variables, N = 42 respondents from EU services and EU MS.

The share of positive answers for Q10 is:

- Coherence
  - 72% for the fact that GAP II provides a useful tool to foster coherence between the European actors' (EC/EEAS, EU Members States, EU institutions) actions in the area of gender equality
- Strategic priorities
  - 71% for the fact that GAP II provides a framework that is useful for the design of tailored approaches to gender equality issues at country/regional level
- Political weight
  - 69% for the fact that GAP II brings political weight that can be used in dialogue with partners
- External reporting
  - 68% for the fact that GAP II provides a framework that is useful for global accountability and reporting purpose
- Operational tool
  - 66% for the fact that GAP II provides tools (e.g. relevant indicators) that are useful for the monitoring of EU external action in the area of gender equality at country/regional level
- Working environment
  - 38% for the fact that GAP II helped to make the working environment more equal for men and women (incl. support to workers with family responsibilities)

Some qualitative answers provide further insights and illustrate different point of views:

*The GAP II is hardly an operation tool in its current form. The next GAP should be accompanied by clear, measurable, time-bound indicators of success, including an allocation of responsibility for different actors- European Commission and Member States - and with clear objectives in each partner country, developed with the partner country and local women's CSOs, which are integrated in political dialogue and programming. Moreover, indicators and M&E systems should (i) be in line with, but not limited to, the SDGs and can also be complemented by EU specific indicators based on international human rights standards, (ii) not just measure the number of people that participate in an activity, but also evaluate the transformative potential/impact of that activity (e.g. in terms of changing mindsets related to gender roles), (iii) be aligned with the EU Development and Cooperation Results Framework. CSO*



GAP II is a useful tool but there are challenges as regards harmonization and coherence. It also requires a great amount of technical expertise and it is not very user-friendly. EU MS

GAP II has little weight in dialogue with partner countries, SDGs are more important. However, GAP II is a good opening line for starting to discuss of gender equality as the Commission plans and guides our funding in the areas. It has provided a good framework, but its indicators are too complex and some are irrelevant for tracking and some do not make sense. The whole GAP II designing and monitoring process has been useful as such in creating interest and tracking with EU MS and wider, but as a tool it has its teething problems. EU services

Even in GAP II reports increments accountability is too focussed in the process and not in the results, which makes it a bit difficult to communicate at external level. EU services

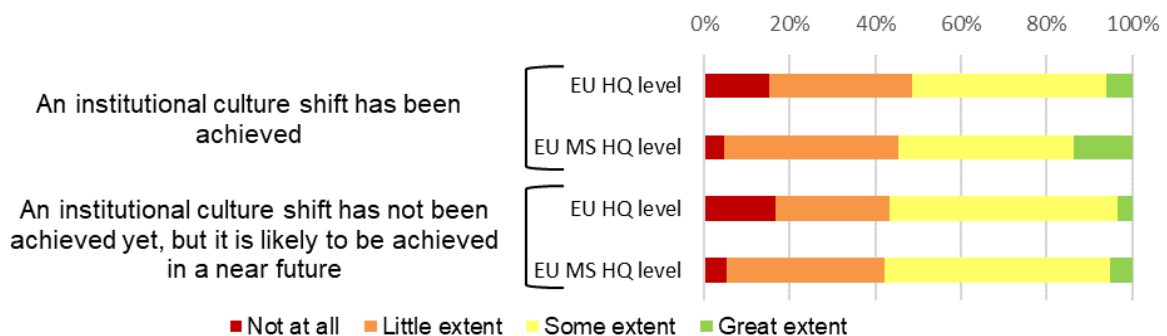
GAP II is an excellent document that could have great impact, if the resources for its implementation were in place. This is mostly not the case, according to my experience. With resources I refer to budgets but also to gender specialists and technical staff from EU delegations who can assist member states in reporting to the GAP II. International donor

Regarding coherence, it was unclear on how far the GAP II also included member states own development cooperation in partner countries or if it only related to EC/EEAS. EU MS

#### Question 41 Institutional culture shift [EU services and EU MS]

Based on your experience and the key dimensions of institutional culture shift\* mentioned below, to what extent has the EU achieved **an institutional culture** shift on gender equality and women's empowerment since 2016?

In 2015, GAP II called for an **Institutional Culture Shift** in European Union external relations. In particular, it was foreseen that EU's commitments would be accompanied by: i) more adequate financial and human resources, ii) enhanced gender evidence and analysis, iii) strengthened leadership, and iv) improved coordination and coherence.



Note: for all variables, N varies between 38 and 41 respondents from EU services and EU MS.

The share of positive answers for Q11 is:

- For the fact that an institutional culture shift has been achieved
  - 52% at EU HQ level
  - 57% at EU MS HQ level
- For the fact that an institutional culture shift has not been achieved yet, but it is likely to be achieved in a near future
  - 58% at EU HQ level
  - 58% at EU MS HQ level

No specific comment was reported.



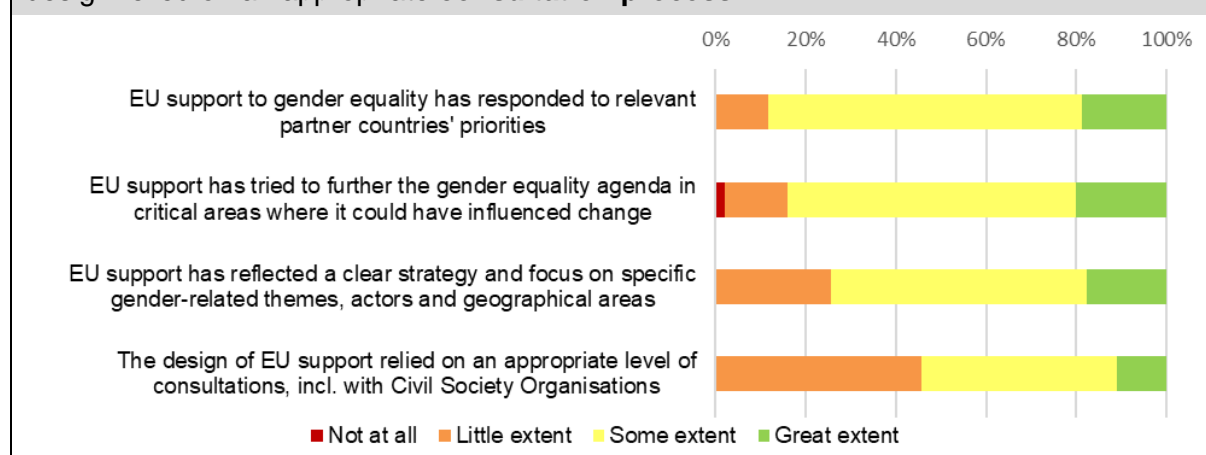
## 6.2.2 Design of the EU support



### 6.2.2.1 Relevance and strategic focus

#### Question 42 Consultation process [ALL]

Based on your experience, to what extent has EU support **been responsive to partner countries' priorities/needs** regarding gender equality and women's empowerment, and its design relied on an appropriate **consultation process**?



Note: N varies between 59 and 60 respondents.

The share of positive answers for Q12 is:

- Relevant
  - 88% for the fact that EU support to gender equality has responded to relevant partner countries' priority
- Influential
  - 84% for the attempt of EU support to further the gender equality agenda in critical areas where it could have influenced change
- Strategic
  - 75% for the fact that EU support has reflected a clear strategy and focus on specific gender-related themes, actors and geographical areas
- Participatory
  - 54% for the reliance of the design of EU support on an appropriate level of consultations, incl. with Civil Society Organisations

Some qualitative answers provide further insights and illustrate different point of views:

*The EUD gender analysis formed the basis of the priorities chosen, however, the degree to which CSOs were consulted is unclear. Partner country priorities should not only be official government positions but include the positions and views of local CSOs and especially women's rights and grassroots organisations. (.)The next GAP should recognise the importance of involving CSOs at all levels of consultation, implementation and reporting of the GAP, and to resource them in order to enable them to do so. It is crucial to have women's and girls' rights and feminist organisations at local, national and regional and international level as partners including organisations representing the women most at risk of multiple discrimination. CSO*

*The GAP's close alignment with the SDGs has been important. It's been successful as regards raising the gender-based violence through the Spotlight Initiative. EU services*

*We, as MS, would have wished more information and consultations on programs such as the Spotlight Initiative to end violence against women. EU MS*

EU support to gender equality occasionally responds to partner countries' relevant priorities based on National Development Plans but the strategy is not very clear, and it remains vague whether the EU can influence cultural change. EU MS

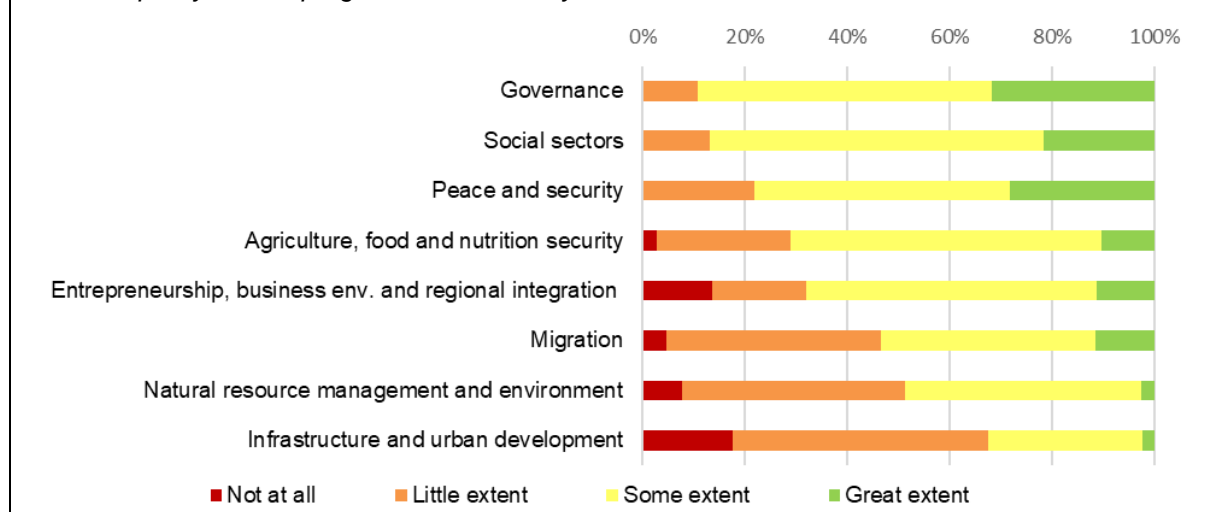
Consultations with civil society, not only in the inception phase, should increase. CSOs could also be engaged in monitoring and providing advice to existing programmes. International donor

### 6.2.2.2 Gender mainstreaming

#### Question 43 Gender-sensitive lens [ALL]

Based on your experience, to what extent has EU support applied a **gender-sensitive lens**\* in the different sectors of cooperation, during the period 2014-2019?

\*Applying a **gender-sensitive lens** could consist in: i) identifying specific objectives and processes/approaches which aim at contributing to gender equality and women's empowerment; ii) relying on existing gender evidence to enhance design and implementation of projects/programmes, iii) allocating dedicated funding for gender-targeted activities; iv) bringing in gender expertise to influence policy/ sector programmes at country level; etc.



Note: for all variables, N varies between 59 and 60 respondents.

The share of positive answers for Q13 is:

- o 89% for Governance (general public sector reform, democracy, the rule of law, human rights)
- o 87% for Social sectors (education, health, employment, social protection)
- o 78% for Peace and security
- o 71% for Agriculture, food and nutrition security
- o 68% for Entrepreneurship, business environment, regional integration
- o 53% for Migration
- o 49% for Natural resource management, environment
- o 33% for Infrastructure (Transport, Energy) and Urban development

Some qualitative answers provide further insights and illustrate different point of views:

*There are some very difficult sectors. New modalities of cooperation are not reflecting the real interest of the EU to apply gender equality approach (EIB, blending, infrastructures.). EU services*

*We have certainly seen more allocation of dedicated funding to gender target activities. We also see more dedicated funding in the calls on human rights, education, and also environment, but we are not yet convinced of the underlying gender analysis on the latter. Here more should be done under GAP III. CSO*

*There is a need for identification of gender-sensitive activities and indicators that would ensure that the planned actions address the needs and interests of women's rights-based organisations. CSO*

*No policy is gender neutral and considering differences that affect women, i.e. 50% of population in all areas can make a huge difference. EU MS*

## 6.2.3 Effects of the EU support

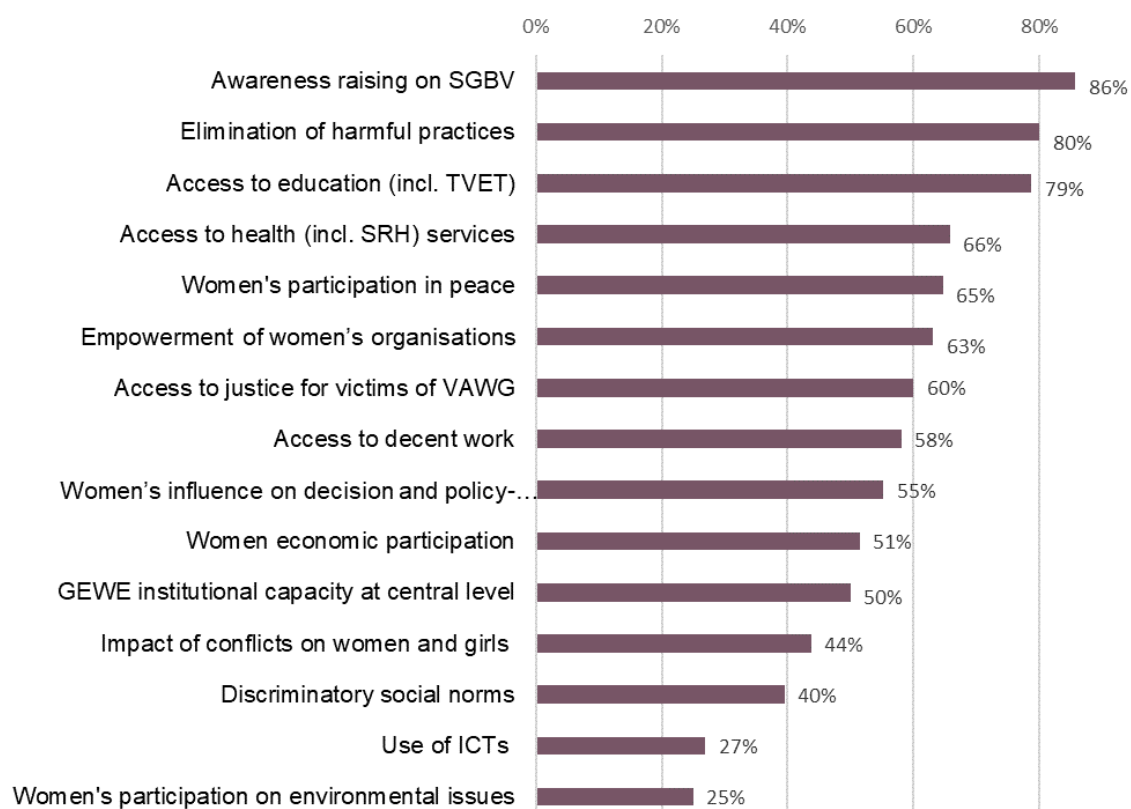


### 6.2.3.1 Outcomes

#### Question 44 Perception of EU engagement [ALL]

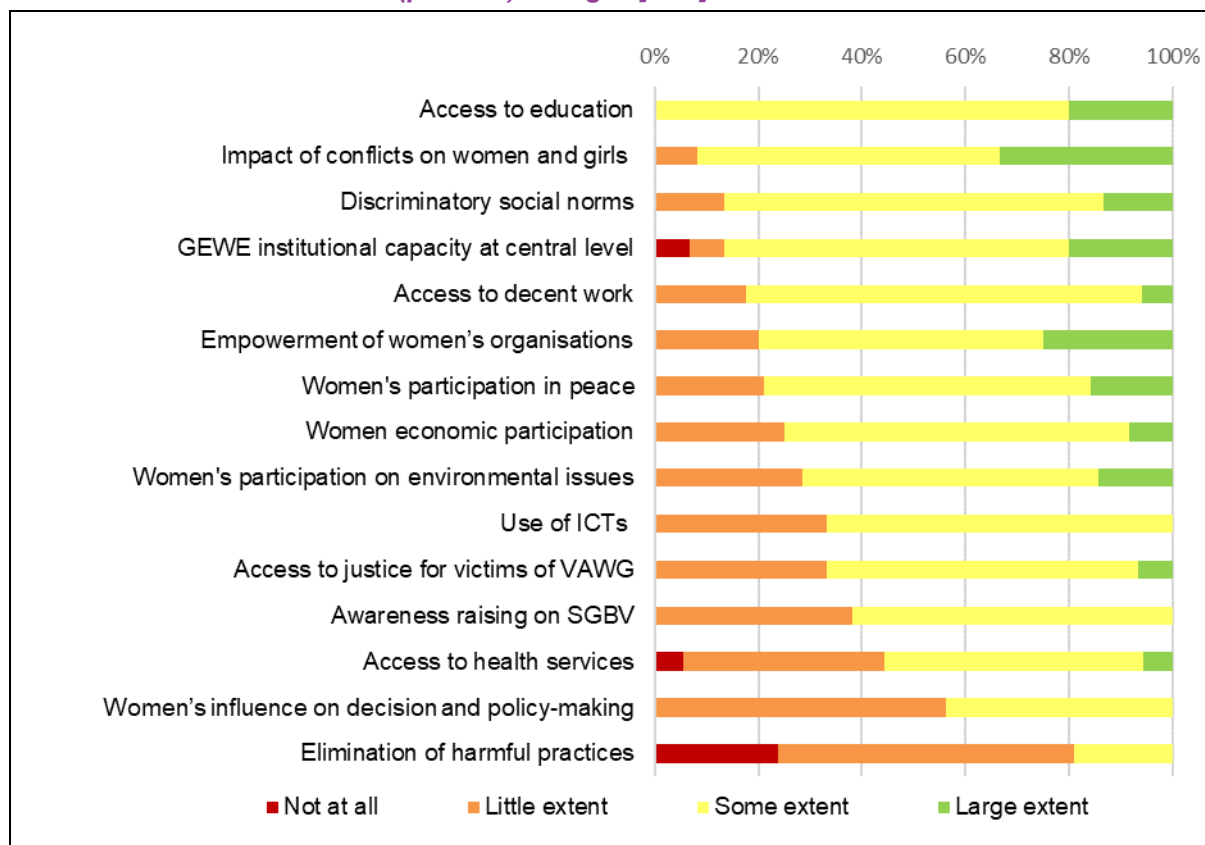
Based on your experience, to what extent has EU support\* has made tangible and substantial **contributions to (positive) changes** in the following areas, during the period 2014-2019?

\* The term 'EU support' refers to the actions under the responsibility of the European Commission (DG DEVCO, DG NEAR and FPI) and of the European External Action Service (EEAS). It does not cover the actions funded directly by EU Member States.



Note: all variables, N varies between 51 and 56 respondents. The data label indicates the proportion of respondents who indicated that EU engagement was "large" in a given area.

### Question 45 Contribution to (positive) changes [ALL]



Note: for all variables, N varies between 6 and 32 respondents, who indicated that EU engagement was "large" in a given area.

The share of positive answers for Q15 is:

- 100% for Increased access to quality education (incl. TVET)
- 92% for Reduced negative impact of conflicts on women and girls
- 87% for Change in discriminatory social norms and gender stereotypes
- 87% for Enhanced institutional capacity at central level (gender-responsive budgeting, statistics, training of civil servants, reporting capacity related to interventional conventions/declarations)
- 82% for Increased access to decent work
- 80% for Empowerment of women's organisations
- 79% for Increased women's participation in conflict prevention and peace building processes
- 75% for Increased Economic participation – access and control to land and economic and financial resources
- 71% for Increased participation of women in decision-making processes on climate and environmental issues
- 67% for Increased use of Information Communication Technologies – ICTs
- 67% for Increased access to justice for victims of sexual and gender-based violence
- 62% for Awareness raising on sexual and gender-based violence
- 56% for Increased access to quality health services, incl. sexual and reproductive health rights
- 44% for Increased women's influence on decision and policy-making, incl. women's level of political participation
- 19% for Elimination of harmful practices (i.e. physical or sexual violence, gender-biased sex selection, etc.)

Some qualitative answers provide further insights and illustrate different point of views:

Based on the annual report on the implementation of the GAP II (2016, 2017, 2018), objective 19 on discriminatory social norms and gender stereotypes is rarely chosen as a priority by EU and EU MS Delegations in partner countries. This is despite the fact that social norms and gender stereotypes underpin all forms of gender-based discrimination, and that this objective is therefore vital if we are to achieve any gender transformative, lasting progress on all thematic pillars of the GAP. The EU stepped up its efforts after the US reinstated the Global Gag Rule amongst others with the EU-UN Spotlight Initiative. This Initiative is implemented in Africa, Asia, the Caribbean, Latin America and the Pacific and addresses multiple topics depending on the geographical areas. In this sense it contributes to increased EU engagement in elimination of harmful practices, increased access to quality health services (incl. sexual and reproductive health rights), awareness raising on sexual and gender-based violence, and empowerment of women's organisations. In addition, the EU also launched other calls addressing these issues in the past years and has announced a specific call on SRHR in 2019, that should come out in 2020. CSO

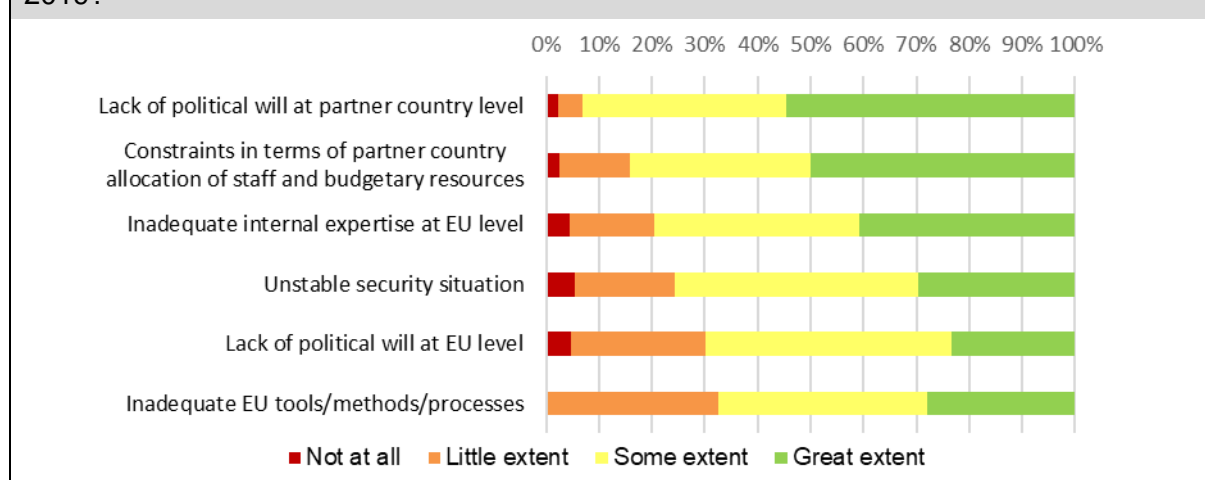
While the EU has made high-level commitments to gender mainstreaming, the main tool for promoting gender equality, these commitments are not always acted upon. While enhanced use of gender-related indicators and more systematic collection of gender-disaggregated data were recommended, implementation still largely relies on the goodwill and interpretation of the EU MS and the actors involved. To continue closing the gender gap, more consistent implementation and external monitoring of gender-related data are critical. Regarding women's organisations, there is a need for accessible funding streams and realistic grant sizes which would contribute to building resilience in light of currently gender backlash and their frontline positioning. Women's CSOs are the leaders on the ground pushing for GEWE which needs to be fully recognised, acknowledged and acted upon. CSO

It is difficult to assess this, when we look at the EU positions during UN negotiations, it has had a great engagement on all points, it is more difficult in such general terms assess how that has contributed to outcomes. For example, on increased participation of women in decision making on climate and environment, there was a great willingness to negotiate progressive language on behalf of the EU, but concrete support for women's leadership came from EU MS through the (small) women delegates fund managed by WEDO as well as support for feminist CSOs to be active in the negotiations (e.g we were supported by Germany and France). Regarding the point "empowerment of women's organisations" there are three feminist networks amongst the 25+ FPAs, which is an important engagement with very positive results. We do not have the full picture how many national level feminist organisations are being supported by EU delegations. CSO

### 6.2.3.2 Barriers

#### Question 46 Potential barriers [ALL]

Based on your experience, to what extent have the following **potential barriers** hindered EU contribution to gender equality and women's empowerment, during the period 2016-2019?



Note: for all variables, N varies between 53 and 55 respondents.

The share of positive answers for Q16 is:

- o 93% for the lack of political will at partner country level

- o 84% for the constraints in terms of partner country allocation of staff and budgetary resources
- o 80% for the inadequate internal expertise at EU level
- o 76% for the unstable security situation
- o 70% for the lack of political will at EU level
- o 67% for the inadequacy of EU tools/methods/processes (incl. funding mechanisms, calls for proposals)

Some qualitative answers provide further insights and illustrate different point of views:

*The extent to which the potential barriers have hindered the EU's contribution to GEWE, during the period 2016-2019, depends on the country and region, but all the barriers listed have most likely played in to a great extent but differently depending on where. Regarding "inadequate EU tools/methods/processes", it can be very difficult to access funding because of difficult EU rules and regulations and the administrative burden that comes with it and that affects smaller organisations especially. Furthermore, another barrier should be highlighted: the inadequate consultation processes with systematic and meaningful involvement of CSOs. CSO*

*Political will is of the essence. There is lack of it at partner country level but not on behalf of the EU. The selection of CSOs for programme implementation relies on criteria that may be somewhat unclear or dubious. EU MS*

*Internal expertise could be enhanced by greater inclusion of diverse civil society practitioners through permanent platforms and consultations. CSO*

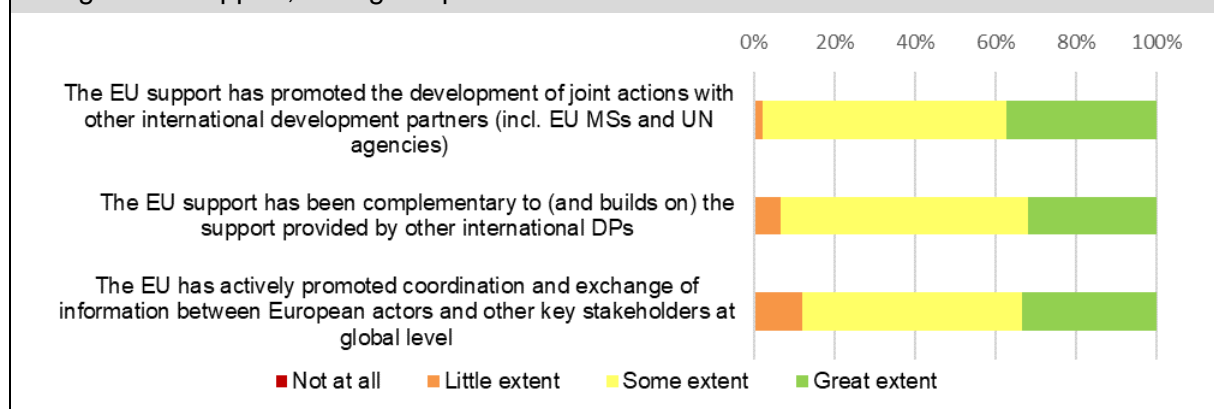
## 6.2.4 Coordination and EU added value



### 6.2.4.1 Coordination

#### Question 47 Coordination mechanisms (incl. international partners) [ALL]

Based on your experience, to what extent has the EU coordinated its support with **other international partners** in the area of gender equality and women's empowerment in the design of its support, during the period 2016-2019?



Note: for all variables, N varies between 54 and 71 respondents.

The share of positive answers for Q17 is:

- o 98% for the fact that the EU support has promoted the development of joint actions with other international development partners (incl. EU Member States and UN agencies)
- o 93% for the fact that the EU support has been complementary to and builds on the support provided by other international development partners (e.g. UN agencies)
- o 88% for the fact that the EU has actively promoted coordination and exchange of information between European actors and other key stakeholders (e.g. UN agencies) at global level

Some qualitative answers provide further insights and illustrate different point of views:

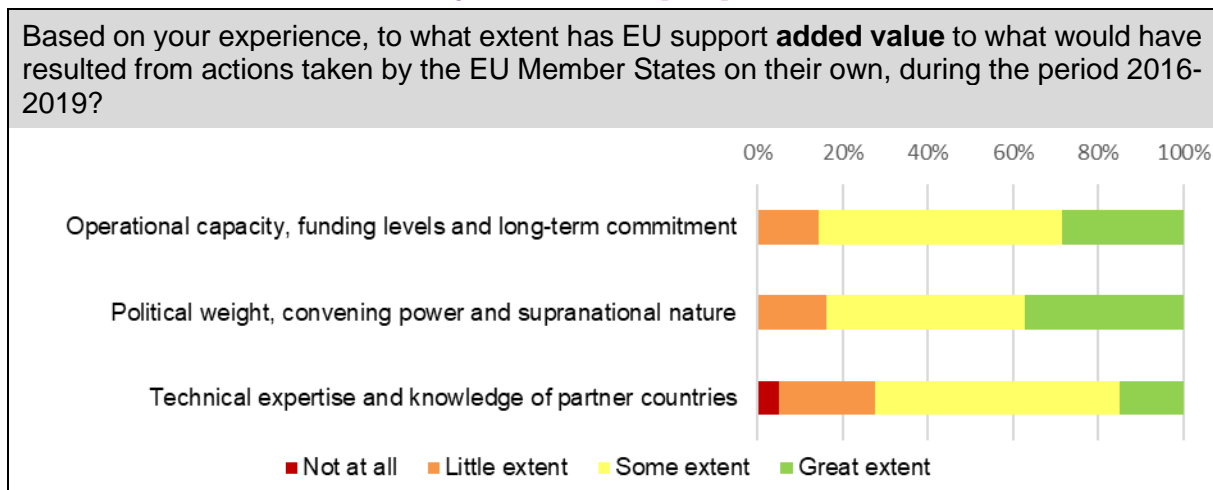


*The Spotlight initiative is a good example of joint initiative. EU services*

*While itself having no voice at the UN level, the EU is indeed actively trying to coordinate with the EU MS to come up with joint positions. This is for example the case for the upcoming CSW in New York. In cases where the issues are not too contentious, this is effective, but in other situations such as the 2019 UN HLM on UHC, coordination fails, and the EU MS are split. The EU support has promoted the development of joint actions with other international development partners (incl. EU MS and UN agencies) In the spirit of the international aid effectiveness agenda, the EU is committed to better coordinate, align and harmonise its development assistance with that of its EU MS and other like-minded donors. This should be strengthened in the case of joint programming. Different coordination mechanisms on gender exist in countries. However, the effectiveness varies from country to country. In addition, the EU does not always lead on the coordination mechanisms or EU MS do not let them take this role. An improved communication, information and expertise-sharing on gender and SRHR in particular between donors' thematic and geographic units at HQ level, as well as between embassies and agencies at country level could make a difference. With UN, the EU has set up the EU-UN Spotlight Initiative. However, impression remains that coordination does not go as smoothly as hoped and accountability and involvement of local CSOs remains an issue. CSO*

#### 6.2.4.2 EU added value

##### Question 48 EU added value compared to EU MS [ALL]



Note: for all variables, N = 55 respondents.

The share of positive answers for Q18 is:

- Operational
  - 86% of respondents are in favour of saying that, in comparison to EU MS, the EU facilitated action on gender equality thanks to its funding levels, long-term commitment, and operational capacity
- Political
  - 84% of respondents are in favour of saying that, in comparison to EU MS, the EU facilitated action on gender equality thanks to its political weight, convening power and supranational nature
- Technical
  - 73% of respondents are in favour of saying that, in comparison to EU MS, the EU facilitated action on gender equality thanks to its technical expertise and knowledge of partner countries

Some qualitative answers provide further insights and illustrate different point of views:

*Replies differ a lot from one country to another. EU services*

*Funding is important but has to be embedded with political value and convening power. EU MS*

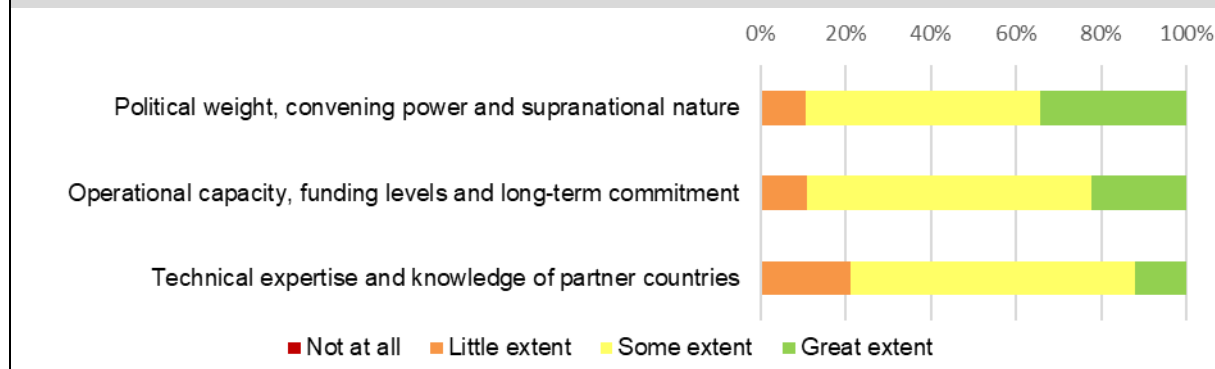
*On the last point, this is crucial, as many member states (still) do not have much of specific and long-term funding for gender equality. CSO*

*The EC's and EEAS' work definitely have added value, but could beef that up further by picking those areas in which EU MS have less tendency to invest, because either it is a very sensitive topic (e.g.*

SRHR), or a geographic area they do not have historical connections too yet where support is highly needed, or because it is slow yet crucial work (e.g. social norm change in all settings, including conflict contexts). CSO

#### Question 49 Added value compared to Development Partners [ALL]

Based on your experience, to what extent has EU support **added value to the actions on gender equality taken by other Development Partners** (e.g. UN agencies, USAID, Canada, Development Banks), during the period 2016-2019?



Note: for all variables, N varies between and 54 and 55 respondents.

The share of positive answers for Q30 is:

- Operational
  - 89% are in favour of saying that, in comparison to other DPs, the EU facilitated action on gender equality thanks to its funding levels, long-term commitment, and operational capacity
- Political
  - 89% are in favour of saying that, in comparison to other DPs, the EU facilitated action on gender equality thanks to its political weight, convening power and supranational nature
- Technical
  - 79% are in favour of saying that, in comparison to other DPs, the EU facilitated action on gender equality thanks to its technical expertise and knowledge of partner countries.

Some qualitative answers provide further insights and illustrate different point of views:

*EU visibility when working with UN is really low. The political weight of the EU is still in its infancy in a lot of areas. (and not only gender equality). Having important funds that can be spent in a gender-sensitive way is, to my mind, the strongest added value of the EU. Technical expertise of the EU in terms of gender equality is also too low! EU services*

*We consider EU political weight as important because the EU stepped up its support to SRHR to fill the gap after the US reinstated the "global gag rule": the EU gave political statements against the gag rule both at the international scene and in the European Parliament. Besides, no operational funding pledges to She Decides (due to EU internal division), however the EC did claim to remain firmly committed to defending women's rights and consistently promoting gender equality, and playing a leading role in ensuring women's and girls' access to SRHR, amongst others via the EU-UN Spotlight Initiative. CSO*

### 6.3 Final remarks

*Gender equality mainstreaming will need to "compete" now with a wide range of other mainstreamed areas, with in my opinion is going to create "fatigue" to the development practitioners, partner countries, etc. International outlook is quite different now and gender rights are in decline, so the effort of the EU for the next period needs to be bigger than in the present period. EU services*

*Less bureaucracy! It is alright to promote harmonization, but the EU should take into consideration the statistical and technical capacities of smaller Member States. EU MS*

*I consider that the EU is very important in terms of defining political frameworks that are then an endorsement and support for the regulations of the Member States and policies in other regions. The GAP has been very important to advance the coherence of policies and in the internal debate of the*

*EU MS regarding gender, as well as for annual accountability, but nevertheless it has not been to promote joint actions, and to reinforce the gender issues that each country would have equally developed in its development cooperation policies. It is very heavy to carry out the GAP report every year, and this would have to change for something more operational and with a joint vision of the countries as well as more effective and useful accountability. EU MS*

*EU Gender Action plan was very useful for gender experts to increase pressure internally at least for small member countries. EU MS*

*Improvements could be made with a more focussed inclusion of women's civil society voices in order to create a permanent consultative forum of grassroots women's organisations which could support and advise the Commission around the improved implementation of women's rights and gender equality under the next Gender Action Plan of the future Commission. CSO*

## 7 Annex 7: List of persons consulted

The tables below present the list of people consulted during the evaluation.

### 7.1 Persons interviewed outside of the case studies

Organisation	Position/ Role
<b>EU HQ</b>	
(EU) DG DEVCO A2	Policy Officer - Working Better Together - Joint Programming and Joint Implementation
(EU) DG DEVCO A4	Policy Officer
(EU) DG DEVCO B1	Former Head of Sector for Gender at B1
(EU) DG DEVCO B1	Quality Management Officer - Egalité Hommes Femmes
(EU) DG DEVCO B1	Policy Analyst - Policy Assistant to the Special Envoy on the promotion of Freedom of religion or Belief outside the European Union
(EU) DG DEVCO B1	Programme Officer - Egalité Hommes Femmes
(EU) DG DEVCO B1	Team Leader - Égalité de Genre et non-discrimination
(EU) DG DEVCO C1	Deputy Head of Unit
(EU) DG DEVCO C1	Policy Officer - Thematic programme multiannual planning, Briefings coordination, policy dissemination, Policy Coherence For Development
(EU) DG DEVCO E3	Policy Analyst
(EU) DG DEVCO F2	Head of Unit
(EU) DG DEVCO G3	Policy Analyst - Gender Equality, Education
(EU) DG JUST D2	Legal Officer
(EU) DG JUST D2	Policy Officer
(EU) DG NEAR A	Director
(EU) DG NEAR A1	Head of Unit
(EU) DG NEAR A1	Policy Assistant - Gender Equality
(EU) DG NEAR A4	Policy Officer - MFF, Programming & Evaluation
(EU) DG NEAR B2	Programme Assistant
(EU) DG NEAR D	Director
(EU) EEAS - Global 1	Policy Officer
(EU) EEAS - Global 5	Policy Officer
(EU) EEAS - Global 6	Policy Officer - Multilateral relations
(EU) FPI	Director
<b>EU MS</b>	
France - AFD	Evaluator
France - MAE	Gender Expert
Sweden - SIDA	Head of Cooperation/Dep Head of Mission at Embassy of Sweden, Sarajevo
Germany - Federal Ministry for Economic Cooperation and Development	Senior Policy Advisor - Gender and Inclusions of person with disabilities
Germany - Federal Ministry for Economic Cooperation and Development	Senior Policy Advisor - Human Rights, Gender and Inclusions of person with disabilities
Sweden - MFA	Gruppen för den feministiska utrikespolitiken/ Feminist Foreign Policy
Sweden - MFA	Administrative Agent
Sweden - SIDA	Senior Gender Advisor at the Department for Europe and Latin America
Sweden - SIDA	Senior Policy Specialist Gender Equality
<b>Other Stakeholders</b>	
Care International / CONCORD	Senior EU Advocacy Officer, Concord co-chair of the Gender Reference Group
Coordination SUD	Policy Officer - Analysis and Advocacy
CONCORD	Advocacy Adviser
CONCORD	Coordinator

CONCORD Sweden	Advisor EU financing
Consultant	Leader of GAP Gender Support Service (TA team) (EU) DG-DEVCO B1
Consultant	Member of GAP Gender Support Service (TA team) (EU) DG-DEVCO B1
Council of Europe	Head of the Programming Department, Office of the Directorate General of Programmes
Council of Europe	Office of the Directorate General of Programmes
ECDPM	Senior Adviser Strategy
Ecumenical Women's Initiative	Managing Director
European Institute for Gender Equality (EIGE)	Project Manager, International Stakeholders Relations
European Institute for Gender Equality (EIGE)	Stakeholders Relations
European Investment Bank	Head of Social Policy
European Investment Bank	Gender specialist (Gender Strategy and Action Plan)
Kosovo Women's Network	Program Director / Lead Researcher
Mediterranean Women's Fund	Executive director
Prospera Network of Women's Funds Europe (WFE)	Managing Director at Cultivate Partners and Brussels Representative for Prospera
UN Women	Deputy Director
UN Women	Director
UN Women	Georgia UN Women Representative
UN Women - Europe and Central Asia	Deputy Director Regional Office in Turkey
UN Women - Europe and Central Asia	Regional Advisor for Governance, Peace and Security for Europe and Central Asia
UN Women - Europe and Central Asia	Regional Evaluation Specialist

## 7.2 List of institutions consulted per case study

The table below presents the list of organisations consulted for each case study. Each case study note has its own list of persons that were interviewed during the desk and field phases. In order to ensure anonymity, respondents' full names have been excluded and only their positions and related organisation were kept. More details are provided in the case study notes.

Case study	Organisations consulted
<b>Afghanistan</b> (remote interviews)	<ul style="list-style-type: none"> <li>• Afghanistan Civil Society Forum Organization (ACSFO)</li> <li>• Independent Administrative Reform and Civil Service Commission of Afghanistan</li> <li>• EEAS/EUD</li> <li>• Oxfam Afghanistan</li> </ul>
<b>Bangladesh</b> (desk and field)	<ul style="list-style-type: none"> <li>• ActionAid Bangladesh</li> <li>• Bangladesh Nari Progati Sangha (BNPS)</li> <li>• CARE Bangladesh</li> <li>• Department of Women Affairs</li> <li>• Divisional DNA Screening Lab Project Implementation Unit Women Development</li> <li>• EEAS/EUD</li> <li>• Embassy of France</li> <li>• Embassy of the Kingdom of the Netherlands</li> <li>• Embassy of Sweden</li> <li>• NETZ Partnership for Development and Justice</li> <li>• Terre Des Hommes (Netherlands)</li> <li>• United Nations Population Fund (UNFPA)</li> </ul>
<b>Brazil</b> (desk and field)	<ul style="list-style-type: none"> <li>• A Coordenadoria Ecumênica de Serviço</li> <li>• Coletivo 8 de março</li> <li>• Confederação Nacional de Municípios - CNM</li> <li>• Embassy of Belgium</li> <li>• Embassy of France</li> </ul>

Case study	Organisations consulted
	<ul style="list-style-type: none"> <li>• Embassy of the Kingdom of the Netherlands</li> <li>• EEAS/EUD</li> <li>• EUROSOCIAL</li> <li>• FIIAPP</li> <li>• ILO Brazil</li> <li>• ILO Regional Office for Latin America</li> <li>• Instituto Socioambiental</li> <li>• Micro rainbow Brazil</li> <li>• Programa Tem Saída - Secretaria de Desenvolvimento Econômico</li> <li>• Secretaria Estadual de Políticas para as Mulheres da Bahia</li> <li>• SOS Corpo</li> <li>• UN Women Brazil</li> <li>• We World</li> </ul>
<b>Colombia</b> <i>(desk and field)</i>	<ul style="list-style-type: none"> <li>• AECID Colombia</li> <li>• Alianza por la solidaridad (APS)</li> <li>• CIASE</li> <li>• Colombia Diversa</li> <li>• Consejería Presidencial para la Equidad de la Mujer</li> <li>• EEAS/EUD</li> <li>• FAO Colombia</li> <li>• Forum Syd Colombia</li> <li>• Fundacion Alpina</li> <li>• ILSA</li> <li>• Ministry of Agriculture Colombia</li> <li>• Mercy Corps Colombia</li> <li>• PLAN Colombia</li> <li>• Ruta Pacífica de las Mujeres</li> <li>• Sisma Mujer</li> <li>• Tejedoras de Vida</li> <li>• UN Women Colombia</li> <li>• YMCA Colombia</li> </ul>
<b>Georgia</b> <i>(desk and field)</i>	<ul style="list-style-type: none"> <li>• Anti-Violence Network of Georgia</li> <li>• CARE Georgia</li> <li>• EEAS/EUD</li> <li>• EUMM CDSP Mission in Georgia</li> <li>• Georgian Young Lawyers Association</li> <li>• GIZ Georgia</li> <li>• Government Administration</li> <li>• Kvinna till Kvinna</li> <li>• Parliament of Georgia</li> <li>• Public Defender (Ombudsman) of Georgia</li> <li>• SIDA Georgia</li> <li>• Tanadgoma - Center for Information and Counseling on Reproductive Health</li> <li>• United Nations Population Fund (UNFPA) Georgia</li> <li>• UN Women Georgia</li> <li>• Georgian Young Lawyers Association</li> <li>• UN Women Georgia</li> </ul>



Case study	Organisations consulted
<b>Jamaica</b> <i>(desk and field)</i>	<ul style="list-style-type: none"> <li>• EEAS/EUD</li> <li>• Equality for ALL Jamaicans (JFLAG)</li> <li>• Eve for Life</li> <li>• Fredrick Ebert Stiftung Jamaica</li> <li>• Jamaica Network of Seropositives (JNPlus) (CSO)</li> <li>• Ministry of Justice Jamaica</li> <li>• Planning Institute of Jamaica (PIOJ)</li> <li>• Stand Up for Jamaica</li> <li>• UN Women Jamaica</li> <li>• UWI – Equal Rights and Justice (Academic)</li> <li>• Women's Empowerment for Change</li> <li>• Women to Girls Development Foundation</li> </ul>
<b>Kosovo</b> <i>(desk and field)</i>	<ul style="list-style-type: none"> <li>• Agency for Gender Quality</li> <li>• Austrian Development Agency</li> <li>• EEAS/EUD</li> <li>• Kosovar Gender Studies Center</li> <li>• Kosovo Women's Network</li> <li>• Ministry of European Integration</li> <li>• Ministry of Justice</li> <li>• NGO 'Žensko Pravo' Women Rights</li> <li>• SHpK Besiana</li> <li>• SIDA</li> <li>• SIDA/AGE</li> <li>• UN Women</li> </ul>
<b>Lebanon</b> <i>(remote interviews)</i>	<ul style="list-style-type: none"> <li>• EEAS/EUD</li> <li>• Italian Embassy in Beirut</li> <li>• National Commission for Lebanese Women</li> <li>• Safadi Foundation</li> <li>• Women's association of Deir el Ahmar (WADA)</li> </ul>
<b>Morocco</b> <i>(field)</i>	<ul style="list-style-type: none"> <li>• AECID Morocco</li> <li>• AFD Maroc</li> <li>• Association démocratique des femmes du Maroc (ADFM)</li> <li>• Association Marocaine de lutte contre la violence à l'égard des femmes (AMVEF)</li> <li>• Belgium Embassy in Morocco</li> <li>• Danish Embassy in Morocco</li> <li>• EEAS/EUD</li> <li>• Independent consultant (EU AT)</li> <li>• Ministry of Solidarity, Social Development, Equality and Family</li> <li>• UN Women Morocco</li> </ul>
<b>Myanmar</b> <i>(remote interviews)</i>	<ul style="list-style-type: none"> <li>• EEAS/EUD</li> </ul>

Case study	Organisations consulted
<b>Chad</b> <i>(desk and field)</i>	<ul style="list-style-type: none"> <li>• Association des femmes juristes du Tchad (AFJT)</li> <li>• Association pour la Promotion des Libertés Fondamentales (APLFT)</li> <li>• Associazione di Cooperazione Rurale in Africa e America Latina (ACRA)</li> <li>• AFD Chad</li> <li>• CARE Chad</li> <li>• Cellule de Liaison et d'Information des Associations Féminines (CELIAF)</li> <li>• Coopération Suisse Chad</li> <li>• CONAF</li> <li>• EEAS/EUD</li> <li>• GIZ Chad</li> <li>• Ministère de la femme, de la protection de la petite enfance et de la solidarité nationale</li> <li>• Ministère de l'Economie et de la Planification du Développement, Section Suivi-Evaluation du Service FED</li> <li>• PILC - Public Interest Law Center</li> <li>• Union des femmes pour la paix</li> <li>• United Nations Population Fund (UNFPA) Chad</li> </ul>
<b>Zambia</b> <i>(desk and field)</i>	<ul style="list-style-type: none"> <li>• BBC Media Action</li> <li>• EEAS/EUD</li> <li>• GIZ Zambia</li> <li>• Lifeline/Childline</li> <li>• Ministry of Gender Zambia</li> <li>• Non-Governmental Gender Coordinating Council (NGOCC)</li> <li>• UN joint Program - ILO, UNDP and FAO WILDAF</li> <li>• World Vision International Zambia</li> </ul>
<b>Enlargement (desk and field)</b>	
<i>Kosovo</i>	<ul style="list-style-type: none"> <li>• Agency for Gender Quality</li> <li>• Austrian Development Agency</li> <li>• EEAS/EUD</li> <li>• Kosovar Gender Studies Center</li> <li>• Kosovo Women's Network</li> <li>• Ministry of European Integration</li> <li>• Ministry of Justice</li> <li>• NGO 'Žensko Pravo' Women Rights</li> <li>• SHpK Besiana</li> <li>• SIDA</li> <li>• SIDA/AGE</li> <li>• UN Women</li> </ul>
<i>Serbia</i>	<ul style="list-style-type: none"> <li>• Government of Serbia</li> <li>• EEAS/EUD</li> <li>• UN Women Country Office Serbia</li> </ul>
<i>Montenegro</i>	<ul style="list-style-type: none"> <li>• EEAS/EUD</li> </ul>

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