



Evaluation

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

Final Report

Volume II – Complementary information
at judgement criterion and indicator level





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

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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:

VOLUME I – MAIN REPORT

1. Introduction
2. Key methodological elements
3. Overview of the EU external action in the area of GEWE
4. Main findings
5. Conclusions
6. Overall assessment
7. Recommendations

VOLUME II – COMPLEMENTARY INFORMATION AT JC AND INDICATOR LEVEL

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1. EQ 1 on policy and strategic framework
2. EQ 2 on leadership and accountability
3. EQ 3 on gender mainstreaming
4. EQ 4 on coordination and EU added value
5. EQ 5 on partnerships
6. EQ 6 on instruments and modalities

Cluster 2: Effects EQs

7. EQ 7 on effects on physical and psychological integrity
8. EQ 8 on effects on economic and social women's empowerment
9. EQ 9 on effects on women's voice and participation

VOLUME III – ANNEXES

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2. Complementary information on the methodology
3. Policy review
4. Mapping of EU support
5. E-Survey report country level (General and Enlargement)
6. E-Survey report HQ level
7. List of persons interviewed
8. Bibliography

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Country case studies: Afghanistan, Bangladesh, Brazil, Chad, Colombia, Georgia, Jamaica, Kosovo, Lebanon, Morocco, Myanmar and Zambia.

Regional case studies: Enlargement and Pacific regions

EU MS: France, Germany and Sweden

Thematic: Budget Support

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Complementary information at JC and indicator level

Volume II features the main findings identified per Judgement Criteria (JC) providing additional explanations, references to other reports and literature, detailed case study level examples and further references complementary to the more general and synthesised answers presented in Volume I.

The assessment of each JC builds on a set of specific indicators. The sections below present: i) the main sources of the evidence underpinning the JC assessment; and ii) the main findings and evidence identified per indicator. For further details on the evidence gathered by the team, please refer to the relevant annexes. The extent to which the various categories of sources have been used/explored is highlighted with a colour code:

Sources explored:	Substantial information already collected	Some information collected	No information (or not relevant for the indicator)
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The tables also indicate the strength of evidence for the assessment done under each indicator using a three-level scale as summarised below.

Strength of evidence	Description
● (strong)	The findings are consistently supported by a range of evidence sources, or evidence sources, while not comprehensive, are of high quality and reliable to draw robust findings.
● (medium)	There are at least two different sources of evidence with good triangulation, but the coverage of the evidence is not complete.
● (low)	There is no triangulation and / or evidence is limited to a single source.

Cluster 1: Strategy and implementation

1 EQ1 – Policy and strategic framework

EQ1 - To what extent has the EU external policy and strategic framework been conducive for gender-responsive programming and implementation of EU external action?



This Evaluation Question (EQ) covers issues related to Relevance and Coherence, and the analysis was structured around two Judgement Criteria (JC):

- **JC 1.1** The policy and strategic framework related to EU's external action support to GEWE has been **internally and externally consistent** over time.
- **JC 1.2** The policy and strategic framework related to EU's external action support to GEWE has been **comprehensive and responsive** to changing contexts and needs.

The assessment of each JC builds on a set of specific indicators. The tables below provide an overview of: i) the main findings identified per indicator, and ii) the main sources of the evidence underpinning these findings.

For further details on the evidence gathered by the team, please refer to the relevant annexes.

JC1.1 Internal and external consistency of GEWE support over time

JC 1.1 The policy and strategic framework related to EU's external action support to GEWE has been internally and externally consistent over time.

Main findings:

- The policy and strategic framework related to EU's external action support to GEWE has been internally and externally consistent.

- All EU key reference documents recognise the importance of 'gender mainstreaming'; however, gender mainstreaming is interpreted in different ways during policy implementation.

Overview of sources of information and evidence base

I-1.1.1 Degree of consistency, internally and over time, of key EU external action reference documents covering issues related to GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Policy documents on Gender and EU external actions (see Volume III Annex 3 for further details).	Mostly EU HQ: DEVCO, NEAR, EEAS	Not a source	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (programming docs, action fiches, ROM, evals, EAMRs, GAP II, studies, etc.) reviewed in the 11 country case studies (see Volume IV for further details)	Personal and virtual interviews with EUD staff.		
I-1.1.2. Degree of coherence between the EU external policy and strategic framework on GEWE and the broader EU external action policy and strategic framework			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Policy documents on Gender and EU external actions (see Volume III for further details).	Mostly EU HQ: DEVCO, NEAR, EEAS	Not a source	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (programming docs, action fiches, ROM, evals, EAMRs, GAP II, studies, etc.) reviewed in the 11 country case studies (see Volume IV for further details)	Personal and virtual interviews with EUD staff.		
Not a source	Not a source		
I-1.1.3. Degree of alignment of the EU external policy and strategic framework on GEWE with international commitments/ agreements			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Policy documents on Gender and EU external actions (see Volume III for further details).	Mostly EU HQ: DEVCO, NEAR, EEAS	Not a source	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (programming docs, action fiches, ROM, evals, EAMRs, GAP II, studies, etc.) reviewed in the 11 country case studies (see Volume IV for further details)	Personal and virtual interviews with EUD staff.		

(I-1.1.1, I-1.1.2 & I-1.1.3) Main findings and related evidence

This section covers the following indicators:

- I-1.1.1 Degree of consistency, internally and over time, of key EU external action reference documents covering issues related to GEWE
- I-1.1.2. Degree of coherence between the EU external policy and strategic framework on GEWE and the broader EU external action policy and strategic framework
- I-1.1.3. Degree of alignment of the EU external policy and strategic framework on GEWE with international commitments/ agreements

The policy and strategic framework related to EU's external action support to GEWE has been internally and externally consistent. A detailed policy review in Annex 3 (Volume III) confirms that high-level EU external action key reference documents have been consistent internally (i.e., between themselves) in aligning EU external action in all policy areas to European values related to GEWE. There are no contradictions between, e.g., the EU commitments to the Women, Peace and Security (WPS) agenda¹, the European Consensus on Development (ECD)², and the 2016 EU Global Strategy. (I-1.1.1)

All documents underpinning EU external actions relating to GEWE are also coherent with international covenants in the area, notably CEDAW, the Beijing Declaration and Platform and UNSCR 1325 and its follow-up resolutions on WPS. These frameworks are foundational to the global gender equality agenda because it is from them that the multitude of international commitments related to GEWE, still evolving at all levels, derives. Key reference documents also show alignment with the Agenda 2030, calling for a transformative agenda and an assertive role of the EU in the area of GEWE. Whilst GAP II references all main international frameworks (CEDAW, the Beijing Declaration and Platform, UNSCR, SDGs), it does not strongly encourage linkages with some of the related well-established processes which have shaped policy developments in the area of GEWE at partner country level. (I-1.1.3)

With respect to Policy Coherence for Development, the document review also reveals no inconsistencies between the EU's external gender policies and its policies in areas such as trade, security, environment and climate change, migration, etc. Worth noting is the EU's growing commitment to the WPS agenda, in line with the general trend towards emphasis on the development-conflict nexus and recognition that WPS encompasses not only GEWE in partner countries, but within the EU itself. The EU has made clear efforts to integrate GEWE in external action policy areas although the degree to which this has been done varies among policy areas. In particular, mainstreaming GEWE in trade policies emerges as an area where improvements can be made although recently negotiated trade agreements³ include a trade and sustainable development chapter which contains commitments on the ratification and implementation of international conventions related to access to decent work. (I-1.1.2)

While all EU key reference documents recognise the importance of 'gender mainstreaming', this central concept is interpreted in different ways. (I-1.1.1)

EU policy and strategic documents⁴ emphasise the importance of ensuring that an effective gender perspective is fully *mainstreamed* into EU internal processes, procedures and practices, as well as in external cooperation strategies and individual interventions. This is in line with the internationally agreed definition of *gender mainstreaming* which sees it as a strategy (or plan of action) to achieve GEWE – see Box 1 below.

Several development agencies adopted a dual approach (sometimes-called twin-track strategy) after the Beijing Conference in 1995, which consists of combining gender-targeted actions and *gender mainstreaming*. The EU, and some EU MS (e.g., Germany), adopted a three-pronged approach, which consisted of adding a dimension of policy dialogue to the dual approach followed by other agencies.

All EU key reference documents agree on some fundamental dimensions of *gender mainstreaming*. In particular, *gender analysis*, which identifies the differences between and among women and men in terms of their relative position in society and the distribution of resources, opportunities, constraints and power in a given context, is seen as the starting point to fully integrate a gender perspective into EU external action.

Fundamental dimensions of *gender mainstreaming* are integrated in the GAP II framework; however, the GAP II framework does not in (and of) itself provide a methodology for gender mainstreaming. The main documents detailing the GAP II framework make very few explicit references to *gender mainstreaming*, and to typical processes that underpin it. In contrast, the recent WPS Action Plan places more emphasis on the

¹ As spelled out in the 2008 Comprehensive Approach to WPS and the 2018 New Strategic Approach to WPS.

² Considering both the 2017 Joint Statement and its predecessor from 2006.

³ Deep and Comprehensive Free Trade Agreements with Georgia, the Republic of Moldova and Ukraine, Free Trade Agreements with Canada, South Korea, Colombia-Peru and Central America, and recently concluded agreements with Singapore, Vietnam and Japan.

⁴ See, for instance, the 2007 EU Council conclusions on GEWE in Development Cooperation.

need to strengthen EU capacity for *gender mainstreaming* at all levels, including through development of tools and methodologies, training and capacity building, and full application of mainstreaming processes.

Box 1 *Gender mainstreaming – definitions*

The United Nations Fourth World Conference on Women in Beijing in 1995 established gender mainstreaming as the global strategy for promoting gender equality. The Beijing Platform for Action called on governments and other actors to “*promote an active and visible policy of mainstreaming a gender perspective into all policies and programmes, so that, before decisions are taken, an analysis is made of the effects on women and men, respectively.*”

In 1997, the United Nations Economic and Social Council (ECOSOC), in their agreed conclusions 1997/2, defined gender mainstreaming as: “*the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, 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.*”

The document further states:

- “*Issues across all areas of activity should be defined in such a manner that gender differences can be diagnosed - that is, an assumption of gender-neutrality should not be made.*
- *Responsibility for translating gender mainstreaming into practice is system-wide and rests at the highest levels. Accountability for outcomes needs to be monitored constantly.*
- *Gender mainstreaming also requires that every effort be made to broaden women’s participation at all levels of decision-making.*
- *Gender mainstreaming must be institutionalized through concrete steps, mechanisms and processes in all parts of the United Nations system.*
- *Gender mainstreaming does not replace the need for targeted, women-specific policies and programmes or positive legislation, nor does it substitute for gender units or focal points.*
- *Clear political will and the allocation of adequate and, if need be, additional human and financial resources for gender mainstreaming from all available funding sources are important for the successful translation of the concept into practice.*”

The 2004 EU Toolkit on mainstreaming gender equality in development cooperation refers to the 1997 ECOSOC definition and emphasises four points in applying gender mainstreaming:

- the interdependent or complementary roles of men and women are recognised, so that one cannot be changed without also affecting the other;
- gender issues are not confined to one sector but must be addressed across the board;
- gender issues are not confined to the population of programme 'beneficiaries' but must be addressed also at macro (policy) and meso (institutional/delivery systems) levels;
- they must be addressed at every stage in the programme cycle, beginning with identification and formulation, and continuing through implementation, monitoring and evaluation phases.

In 1998, the Council of Europe defined gender mainstreaming as: “*The (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making.*” It further explains that:

- Gender mainstreaming is not about “*Adding women and stirring*”: ensuring the equal participation of women and men in decision making or in different activities is a necessary first step and an objective on its own; but, the presence of women does not mean that a gender mainstreaming exercise was undertaken, and it does not automatically lead to qualitative change towards gender equality in a specific policy, programme or activity.
- The aim is to include a gender equality perspective throughout the policy measures, documents or programmes; gender mainstreaming is not about including a paragraph in a document stating that a gender equality perspective will be integrated or simply mentioning “*women and men*” without also taking into account their different situations.
- “*Women*” and “*men*” are not homogeneous groups with single aims and needs: it is necessary to take into account women and men’s multiple identities in terms of age, ethnicity, sexual orientation, social status, (dis)ability, etc.

In its Toolkit on Gender Mainstreaming, EIGE recognises gender mainstreaming as a strategy towards realising gender equality and explains that it involves “*the integration of a gender perspective into the preparation, design, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes, with a view to promoting equality between women and men, and combating discrimination.*”

Source: Review of the documents mentioned above by the authors.

Despite the regularity with which the concept of *gender mainstreaming* is mentioned in EU key reference documents, it appears that the EU still does not operate with a clear and commonly shared model of what *gender mainstreaming* entails. In particular, the way the EU policy framework was implemented led to the introduction of dichotomies between gender-targeted support and gender mainstreaming, which reduced the strategic nature of *gender mainstreaming*. This confusion has been reinforced by the fact that some key reference documents (incl. GAP II) which build on the EU’s three-pronged approach do not clearly explain what *gender mainstreaming* actually entails – i.e., that it is a comprehensive strategy to achieve GEWE, which can be complemented/ reinforced by gender-targeted actions and policy dialogue. The limited understanding that *mainstreaming* is not an end in itself but mainly an approach, and a means to achieve

gender equality, is common to many organisations.⁵ As highlighted in EQ3, and as observed in other organisations, the application of *gender mainstreaming* in EU external action tends to be rather bureaucratic in nature and at the field level often focuses on processes as opposed to what actual gender equality (i.e., transformative change) really looks like and requires in terms of analytical tools, resource allocation and staff capacity. Very often, the development of gender analyses, which launch the process of gender mainstreaming, becomes an end in itself. The findings of these analyses are rarely integrated into new interventions.

The confusion has been reinforced by the emphasis put on the OECD DAC Gender Marker in the EU support to GEWE, which has led EU staff to reduce gender mainstreaming to the design of sector interventions that can comply somewhat with the requirement of the G1 marker, thus omitting the broader strategic nature of *gender mainstreaming*. This weakness does not necessarily reveal inadequate definitions used in the OECD DAC Gender Marker system. It highlights a more general challenge inherent to mainstreaming approaches and to the difficulties to identify clear mechanisms for tracking allocations and expenditures of resources and appropriately link them with the conceptual mainstreaming framework to which they are related.

JC1.2 Comprehensiveness and responsiveness to changing contexts and needs

JC 1.2 The policy and strategic framework related to EU's external action support to GEWE has been comprehensive and responsive to changing contexts and needs.

Main findings:

- The EU policy and strategic framework has been comprehensive and has evolved in line with changes in contexts and greater emphasis on specific GEWE dimensions at international level.
- Overall, EU external action has been responsive to partner countries' needs in the area of GEWE; however, it has lacked strategic orientations at country/regional level.
- Whilst there has been some engagement with national women machineries, the primary focus of EU gender-targeted support has been to support civil society in the area of GEWE.

Overview of sources of information and evidence base

I-1.2.1. Degree of responsiveness of the EU external policy and strategic framework on GEWE to regional specificities, including to evolving contexts and needs and priorities			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
EU regulations, strategy/ programming, Enlargement Progress Reports (2010-2019etc. (see Volume III for further details)	Mostly EU HQ: DEVCO, NEAR, EEAS	See country-level E-Survey reports (see Volume III for further details)	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (programming docs, action fiches, ROM, evals, EAMRs, GAP II, studies, etc.) reviewed in the 11 country case studies (see Volume IV for further details).	Personal and virtual interviews with EUD staff, EU MS, national authorities and other stakeholders at country level (see Volume IV for further details).		
I-1.2.2. Level of dedicated funding on GEWE and relevant sub-themes (incl. evolution over time)			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory

⁵ Office of the Special Adviser on Gender Issues and Advancement of Women (OSAGI), United Nations cited in UNICEF (2008): Evaluation of Gender Policy Implementation.

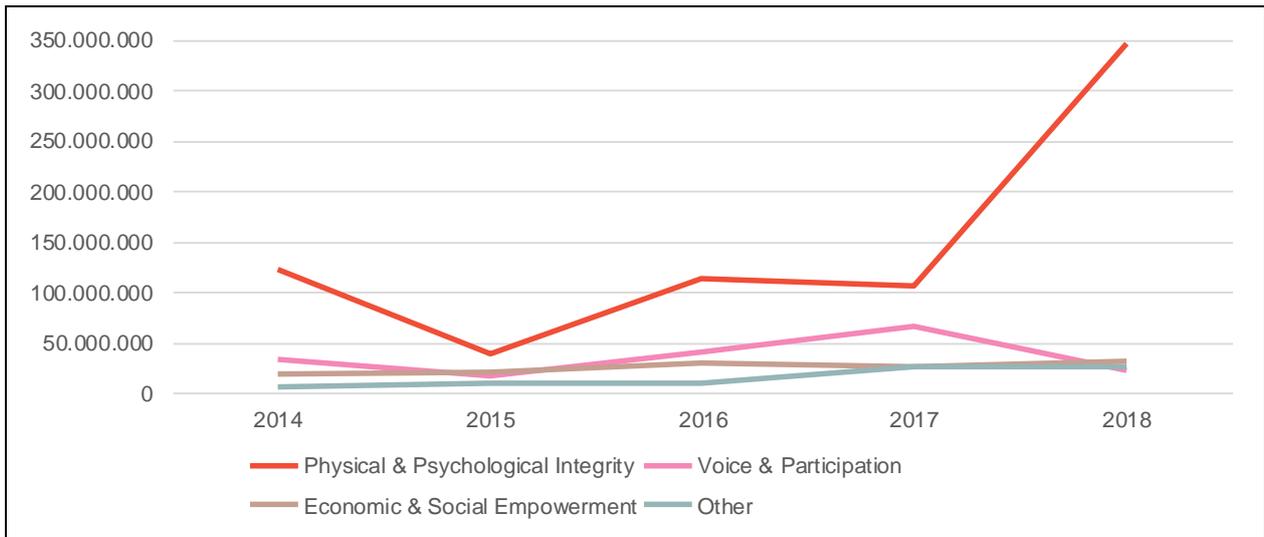
Review of Enlargement Progress Reports (2010-2019, GAP II reporting, EU strategy/ programming, project documentation (see Volume III for further details))	Mostly EU HQ: DEVCO, NEAR, EEAS	See country-level E-Survey reports (see Volume III for further details)	See Mapping details (see Volume III for further details)
Case study level – main sources of information			
Document review	Interviews		
Not a source	Not a source		

(I-1.2.1 & I-1.2.2) Main findings and related evidence

<p>This section covers the following indicators:</p> <ul style="list-style-type: none"> • I-1.2.1. Degree of responsiveness of the EU external policy and strategic framework on GEWE to regional specificities, including to evolving contexts and needs and priorities • I-1.2.2. Level of dedicated funding on GEWE and relevant sub-themes (incl. evolution over time)
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The EU policy and strategic framework has been comprehensive. The EU's external policy and strategic framework related to GEWE has embraced all aspects of equality and empowerment, although the attention to climate change and resilience related challenges, especially women's role as key actors in ensuring sustainable management of natural resources/biodiversity, has remained limited. The inventory of EU GEWE-targeted interventions shows a balanced attention to a variety of GEWE thematic areas during most of the period under review. It reveals a certain thematic focus of the various instruments used to finance EU external action in the area of GEWE (see EQ6). As evidenced in Figure 1, EU funding shows an increasing emphasis on VAWG across instruments in recent years. (I-1.2.2)

Figure 1 Amounts by thematic area and year for all regions, 2014-2018



Source: Author's analysis based on CRIS data.

In general, there are strong linkages between the various pillars of the GAP II framework. In particular, there is a strong link between the different objectives outlined under the Physical and Psychological Integrity theme in GAP II under which actions to reduce VAWG fall and the key objectives and related results and indicators in GAP II's other two thematic areas (Political and civil rights - Voice and Participation and Economic, Social and Cultural Rights - Economic and Social Empowerment). Positive changes in women's lives with regard to VAWG, for example, are often highly dependent upon women achieving both increased economic independence and changes to legal and enforcement systems based on the principle that domestic violence is a criminal act. The underlying gender values and practices that determine women and men's status and conditions in life are all closely inter-related. Thus, to effect a change in one aspect of gender equality often requires working concurrently on changes in social norms, economic access and legal reform, etc. in complementary areas. Key reference documents (including the Staff Working Document outlining GAP II) have not put a strong emphasis on the interlinkages within the GAP II framework. This has contributed to the lack of coherence between EU actions highlighted in the rest of the report (see EQ3 and EQs7-9). While many of the EU-funded actions were effective, they often stood as isolated or ad hoc actions/responses to key gender equality issues. (I-1.2.2)

The EU policy and strategic framework has evolved in line with changes in contexts and greater emphasis on specific GEWE dimensions at international level. EU support to GEWE is not new. There

has been continuity in the EU's engagement in this area, while integrating relevant legal and policy developments in gender, as well as evolving EU MS priorities. In recent years, the EU has also responded well to changes at global level, especially renewed momentum on the work around GEWE and, in particular, VAWG. As illustrated in EQ5, it has taken fully part in (and has often been the initiator of) global initiatives on GEWE such as the revision of the EU Comprehensive Approach to UNSCR 1325 and 1820 leading to the Council Conclusions on WPS from December 2018, the EU Strategic Approach to WPS and its Action Plan forming the EU comprehensive policy on WPS. (I-1.2.1)

EU external action has been responsive to partner countries' needs; however, it has not always relied on priorities shared with partner governments and, overall, it has lacked strategic orientations at country/regional level. In the countries reviewed, there has been alignment to national strategic frameworks related to GEWE (the development of which the EU contributed to in some instances). In the context of GAP II, most EUDs, often jointly with EU MS, have identified specific thematic objectives to pursue in priority. These objectives often corresponded to important GEWE challenges faced by the partner countries and, in general, implementation of EU external actions has been largely aligned with these priorities. The answers provided to the E-survey (question on responsiveness of EU support to the country's priorities/needs) confirm this finding.

However, even though priority GAP II objectives were selected at country level and were sometimes adopted as an EU "action plan" at country level, the analysis carried out in the case studies and interviews at global level show that these EU priorities were designed mostly as a reaction to GAP II reporting requirements, and not to fulfil a strategic (forward-looking) purpose based on a clear identification of needs and opportunities of action. This has often resulted in scattered and inconsistent implementation of the EU gender agenda and limited approaches to structural challenges affecting progress towards GEWE at country/regional level. A case in point is the (often) narrow focus of the EU support to VAWG on domestic violence and the underlying construction of VAWG as a problem of battery not encompassing other forms of assault, such as sexual harassment (see EQ7). There were also mixed results achieved in the area of women's voice and participation (see EQ9). (I-1.2.1)

Whilst there has been some engagement with government machinery (see EQ5), the primary focus of EU support has been to support civil society in the area of GEWE. Excluding the substantial amounts that went into the Spotlight Initiative in 2018, EU gender-targeted funding channelled through CSOs represents more than 50% of total EU gender-targeted funding⁶. As further discussed under EQ7-9 and EQ5, given the crucial role played by CSOs in GEWE in all partner countries, the focus of the EU support on CSOs has brought benefits at various levels. **However, a disadvantage of overreliance on CSO support in the absence of a strategic framework common to development partners is that the resulting actions have sometimes not reinforced the national policy framework or have not contributed to a coherent set of initiatives at the country level.**

At a global level, the focus of the EU support on CSOs reflects the importance given to this stakeholder group in the overarching EU policy framework for external action. As highlighted in EQ3 and EQ6, this also reveals the still limited integration of GEWE in bilateral programming (geographic instruments) and the importance of thematic instruments and regional civil society facilities in EU external action in the area of GEWE. To some extent, and although the EU policy framework on GEWE has been largely framed on the international commitments in this area, this also reflects the fact that, within the EU itself (and globally), GEWE has long been a bottom-up, CSO-driven agenda.

The situation also partially reflects the persisting low priority given to the GEWE policy area by partner countries and the demand-driven nature of a large part of the EU programming. As a result of generally weak partner country interest, and despite increasing efforts by EU staff to ensure gender mainstreaming in EU external action, GEWE is still not a strong dimension of many large, bilateral sector programmes that are core elements of EU external action (see EQ3 and EQ6).

Weak government interest is somewhat reflective of EU-partner disagreements on what gender equality and women's empowerment really mean. However, there are also examples of countries where the EU and national authorities have managed to ensure progress in the national GEWE agenda despite significant divergences on what GEWE means. The case studies reveal that, in some countries (e.g. Chad), the benefits of integrating GEWE in bilateral cooperation have not really been discussed in the context of (2014) EU programming and there is room for increased advocacy efforts by the EU.

Moreover, it should be noted that significant goals and normative frameworks, including to prevent conflict and promote peace through women's participation, are not easily achieved in short or medium time frames. There are, in essence, multiple time frames and scales of reform processes that need to be considered, as well as many intersections between the various normative agendas that are contributing to GEWE. (I-1.2.1)

⁶ This figure is likely to be a strong underestimation of the actual volume being channeled through CSOs since a significant part of the EU funding channeled through several UN-led initiatives is ultimately financing actions implemented by CSOs.

2 EQ2 – Leadership and accountability

EQ2 - To what extent have European actors in EU external action responded to EU accountability commitments and internal capacity building needs on gender equality and girl's and women's empowerment?



This Evaluation Question (EQ) covers issues related to Leadership, Expertise and Accountability, and the analysis was structured around three Judgement Criteria (JC):

- **JC 2.1** European actors' institutional set-up was specifically geared to improving **leadership** on GEWE.
- **JC 2.2** European institutional actors' **technical expertise** on GEWE provides the right conditions for achieving results.
- **JC 2.3** Sound **accountability systems** on GEWE are in place and used for evidence-based decision-making.

The assessment of each JC builds on a set of specific indicators. The sections below present: i) the main sources of the evidence underpinning the JC assessment; and ii) the main findings and evidence identified per indicator.

For further details on the evidence gathered by the team, please refer to the relevant annexes.

JC2.1 Leadership

JC 2.1 European actors' institutional set-up was specifically geared to improving leadership on GEWE.

Main findings:

- Leadership on GEWE has increased at global and country level, but the situation is variable across EUDs and depends on the level of interest of the senior persons in charge.
- It emerged strongly from various sources (incl. the 2019 GFP survey) that leadership commitment was crucial for gender mainstreaming at the level of teams and units.
- The failure to embed GEWE in EU institutions, both at HQ and in EUDs, is the result of several factors.

Overview of sources of information and evidence base

I-2.1.1 Number (sex-disaggregated) of middle/senior gender champions appointed at HQ and country level			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS	<i>See country-level and global level E-Survey reports in Volume III for further details.</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Mostly GAP II and EAMR reporting reviewed in the country case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff.		
I-2.1.2 Incentives for middle and senior managers⁷ are in place and conducive to the achievement of results on GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory

⁷ including integration of GEWE in job descriptions and/or performance assessment mechanisms.

GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography-</i> for further details)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS	See country-level and global level E-Survey reports in <i>Volume III</i> for further details.	Not a source
Case study level – main sources of information			
Document review	Interviews		
Mostly GAP II and EAMR reporting reviewed in the country case studies (see <i>Volume IV</i> for further details).	Personal and virtual interviews with EUD staff.		
I-2.1.3 Participation of women in decision-making positions in relation to EU external action (incl. ratio of women as EU Heads of Missions/Heads of Operations)			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography-</i> for further details)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS	See country-level and global level E-Survey reports in <i>Volume III</i> for further details.	Not a source
Case study level – main sources of information			
Document review	Interviews		
Mostly GAP II and EAMR reporting reviewed in the country case studies. (see <i>Volume IV</i> for further details).	Personal and virtual interviews with EUD staff and EU MS officials.		
I-2.1.4 Perception by EU staff of management performance on GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography-</i> for further details)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS	See country-level and global level E-Survey reports in <i>Volume III</i> for further details.	Not a source
Case study level – main sources of information			
Document review	Interviews		
Mostly GAP II and EAMR reporting reviewed in the country case studies. (see <i>Volume IV</i> for further details)	Personal and virtual interviews with EUD staff.		

(I-2.1.1) Main findings and related evidence

This section covers the following indicator:

- I-2.1.1 Number (sex-disaggregated) of middle/senior gender champions appointed at HQ and country level

While there has been some increase in EU leadership on GEWE at country and global level, the situation still varies from one EUD to another and, within some EUDs, has been variable over time depending on senior personalities in post. According to the last GAP II annual report, there has been a significant increase in Senior Gender Champions at EUD and EU MS level. While the number of Gender Champions has increased (from 21 reported in 2016, to 112 in 2017 according to GAP II reporting), by 2018 EUD Gender Champions were appointed in only four out of the 12 countries reviewed (Colombia, Kosovo, Jamaica and Zambia). One third of EUD staff who responded to the *E-survey* perceived little or no increase in leadership on GEWE since 2014.

Table 1 Number of Gender Champions per country

Country	# Champion 2018
Enlargement	
Kosovo	1 (m)
Neighbourhood	
Lebanon	0
Morocco	0
Georgia	0
Caribbean	

Jamaica	1 (f)
Africa	
Chad	0
Zambia	1 (m)
Asia	
Afghanistan	0
Bangladesh	0
Myanmar	0
Latin America	
Brazil	0
Colombia	1 (f) ⁸

Source: GAP II reporting

In several instances where formal Gender Champions were not appointed, EU and EU MS Ambassadors still played an active role in speaking out on GEWE on behalf of the European actors. In Brazil and Colombia, for instance, although no formal Gender Champion system was put in place, there was an *ad-hoc* senior gender championship, which particularly gained strength after 2016, with committed Heads of Delegations (HoD) or EU Ambassadors consistently bringing gender issues to the table in in policy dialogues and major events.

According to the information gathered through the EU MS case studies, neither Sweden nor Germany are using the gender champion approach as described by GAP II. Nonetheless, though not formally appointed or designated, many senior officials regularly raise issues of gender equality and women's rights at events, meetings and via social media and are thus considered champions due to their active role. In the particular case of Sweden, for instance, given the fact that the government follows a feminist foreign policy and that gender equality is a top priority, all senior government officials are expected to champion gender equality.

(I-2.1.2) Main findings and related evidence

This section covers the following indicator:

- I-2.1.2 Incentives for middle and senior managers are in place and conducive to the achievement of results on GEWE

The commitment of senior management appears as a key element for mainstreaming gender within delegations, teams and units, as well as across EU interventions. However, efforts across countries, including in EU MS, and within HQ remain uneven and, in many cases, still dependent on personal initiatives. In the 2019 Annual survey internally circulated within the GFP network, hierarchy's commitment was highlighted as one of the most important factors determining the quality of gender mainstreaming in teams or units. Country case studies (Zambia, Kosovo, Morocco, Chad) show an improvement in the engagement of EUD senior management in the area of GEWE and stress the importance of leadership in the fulfilment of EU's GEWE-related commitments. The case of Zambia illustrates how an active HoD relying on committed GFP and middle/senior managers could provide a real impetus for change in the way EU addressed GEWE within and outside the institution. The cases of Kosovo and Morocco also show how a clear commitment by senior management can play a key role in putting GEWE-related issues at the centre of policy and political dialogue.

The response given by an EU Services staff to the *E-survey* illustrates the need to increase leadership on GEWE: *"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'".*

The EU has still not fully applied the GEWE principles it promotes externally. Adequate incentives⁹ for middle/senior managers to promote GEWE are still lacking, women are still underrepresented at the senior management level and the role of the GFP is not well recognised in several EUDs (Bangladesh). At HQ, GFPs remain few in number and sometimes operate in isolation from other services. At EUD level, capacity and workload are an issue – many GFPs are juggling multiple portfolios. The appointment of gender focal points, including in EU MS (e.g. France), is not usually done following specific or uniform criteria, but rather based on a voluntary basis or related to personal interest in the topic.

Activity 2.3 of GAP II refers to promoting gender equality by introducing incentives for managers to improve transparency and ensure delivery of results on gender equality by allocating financial and human resources, as well as by establishing a system of rewards, corrective measures and respect for the minimum standards.

⁸ Ad-hoc recognition not formally nominated.

⁹

At EU level, adequate incentives for middle/senior managers to promote GEWE are still lacking. These include non-monetary incentives that could be provided at different levels of the human resource management system. Diverse institutions have developed a range of incentive mechanisms coupled with accountability processes to encourage its mid to senior level managers as well its programme personnel to integrate GEWE issues and approaches in their work. This includes fostering an institutional culture in which addressing gender equality becomes a core objective of the organisation. Interviews and the documentary review carried out in this evaluation show that this is the case for both Sweden (Sida) and Global Affairs Canada in which personnel clearly understand that this is one aspect of their responsibilities. In Sweden, incentives to encourage its mid-level and senior managers to address gender equality within their areas of responsibility are based on a culture that views advancing gender equality as a proud common Swedish objective and on overall political support. There is an appeal to the core values on which institutions and countries pride themselves. The EU perceives itself as an organisation that promotes democracy, human rights and equality both within its EU MS and globally and there is a sense of pride among personnel from being able to be part of this type of organisation. This pride and identification with the promotion of greater equality can act as a powerful incentive for some personnel.

Soft incentives also include highlighting the work of staff and managers who have been successful and innovative with regard to the promotion of gender equality through their work. This type of incentives has partially been taken into account by EU institutions in the context of the annual GFP meeting and other events (e.g. European Development Days) which have been opportunities to highlight interesting initiatives supported by the EU in the area of GEWE. At EU MS level, Sweden developed motivational rewards for integrating gender aspects in foreign policy as part of the Feminist Foreign Policy system, inter alia in the form of recognition from the Ambassador for Gender Equality and publication of good examples at Swemfa.se. In Germany, GIZ has created an incentive system for including gender in technical cooperation programmes through a 'Gender Competition', which awards grants in different categories within GIZ units or country offices.

Some UN agencies and other development partners such as Global Affairs Canada also encourage their managerial personnel to include an aspect of promotion of gender equality as one of their annual key performance indicators. For Global Affairs Canada making progress on all of their KPIs is a key factor used to determine managers' annual performance bonuses.

In the *E-survey*, when EUD staff were asked about the level of leadership on GEWE within their EUDs, 62% responded that there were no or only a few incentives in place for middle or senior managers to promote GEWE. Several interviewees at EU HQ and EUD level highlighted the need to establish more stringent rules, including mandatory training, to ensure middle/senior managers commitment to GEWE. Interviewees and *E-survey* respondents also perceive that sometimes GEWE is not *"really seen as a major theme by most of senior manager"*¹⁰ and that it is only one among the various competing priorities that guide the EU actions. Top management ought to play a more prominent role to clarify and emphasise the importance of GEWE, said one respondent, *"otherwise slight improvements observed in senior management attention to the issue might be lost"*.¹¹

(I-2.1.3) Main findings and related evidence

This section covers the following indicator:

- I-2.1.3 Participation of women in decision-making positions in relation to EU external action (incl. ratio of women as EU Heads of Missions/Heads of Operations)

As mentioned in the indicator above (I-2.1.1), women are still underrepresented at the senior manager level. As of December 2018, only 25% of Heads of Delegation were women, an increase compared to 2016 (20%), but still indicative of a serious gender imbalance. A respondent to the *E-Survey* based in Asia deplored the fact that EUD management is still *"100% male"*. On a similar line, a high-level French diplomat illustrates the situation in French foreign policy, noting that *"Quai d'Orsay was, until very recently, a very masculine world where a few women were tolerated [...] and it should be borne in mind that the functions of the minister's chief of staff, secretary general or inspector general have never been held by a woman"*.¹²

At HQ level, in DG NEAR, 43% of senior management positions are held by women. The proportion goes down to 39 % (9 out of 23) for middle management positions. According to interviews, women are also underrepresented, esp. in middle manager positions, in other DGs. However, some interviews highlighted

¹⁰ E-Survey response by an EU Services staff

¹¹ E-Survey response by an EU Services staff

¹² <https://www.diplomatie.gouv.fr/fr/le-ministere-et-son-reseau/missions-organisation/l-egalite-femmes-hommes-au-ministere-de-l-europe-et-des-affaires-etrangeres/article/portrait-croise-de-trois-femmes-actuellement-diplomates>

that corrective measures (e.g. establishment of quotas) were taken to enforce a better balance in recent years.¹³

In the context of CSDP Missions, the role of the Gender Advisors and the system for appointing GFPs have been improved in recent years to enhance the capacity in key strategic areas (e.g., planning, security) with the goal to enhance leadership on GEWE at all levels. Yet, according to GAP II reporting, in 2018, only three out of ten civilian CSDP Missions were headed by a woman¹⁴ and two out of eight EU Special Representatives were women.¹⁵

In EU MS, women's participation in decision-making positions has increased over time, with some countries showing higher ratios than others. In France, the number of women in high-level positions has increased, particularly among diplomats: in 2018, 26% of the ambassadors' positions were occupied by women, as compared to 11% in 2012. In Sweden, the ratio of women to men in the position of Heads of mission was 40%¹⁶ in 2017 and, according to interviewees, this ratio is almost 50% today.

(I-2.1.4) Main findings and related evidence

This section covers the following indicator:

- I-2.1.4 Perception by EU staff of management performance on GEWE

As mentioned above (I-2.1.1), the commitment of senior management appears as a key element for mainstreaming gender within delegations, teams and units, as well as across EU interventions. In the 2019 GFP survey, hierarchy's commitment was highlighted as one of the most important factors determining the quality of gender mainstreaming in teams or units.

In a few cases, **GEWE leadership at EUD level has fluctuated over time (Lebanon, Bangladesh, Jamaica), which points to a situation that still largely depends on individuals** and commitment levels of individual senior leaders. In Jamaica, gender-responsive leadership is recent, and it is the Ambassador who, trained as a gender expert, personally motivates and reminds everyone to keep gender in policy dialogue.

GEWE leadership among senior management appears as a relevant factor in shaping the positioning of the GFP role, including in resource and time allocation. In the 2019 GFP survey, only 44% of the respondents stated that they felt their hierarchy granted them the appropriate amount of time to carry out their GFP role (admittedly, an improvement from data collected in 2015 when the percentage was 32%). In Brazil, for instance, although the GFP's functions are established in the job description, no additional working hours are allocated for the function and no additional resources are granted. The last GFP survey launched in the context of GAP II reporting also highlights that, while the appreciation of the role of GFP has increased at EUD level, this perception is still *"not globally shared among the (GFP) network; as such, further work remains to be done to equip management with much-needed guidance"*. Results of the same survey depict that a clear understanding of the importance of gender mainstreaming by colleagues working hand in hand with GFPs is still lacking, with 28% of GFP respondents considering that their co-workers do not perceive the relevance of mainstreaming gender issues in their unit or delegation.

JC2.2 Technical expertise

JC 2.2 European institutional actors' technical expertise on GEWE provides the right conditions for achieving results.

Main findings:

- The level of technical expertise on GEWE within the EU has steadily increased, partly due to training.
- At EUD level, there has been an overall increase in GEWE expertise, and a number of good practices emerged from the country case studies.
- Despite the increase in training over the years, the situation is less than fully satisfactory.
- The GFP function is still too often marginalised. The crucial question is whether the GFP is located close to senior management.

¹³ In 2014, the former EC President Jean-Claude Juncker committed that, by the end of his mandate, 40% of the EC middle and senior managers should be women. In the EC, female managers at all levels stand at 41%, up from 30% in 2014 (38% Directors-General and 42% middle managers or Heads of Unit) according to latest data published in October 2019

¹⁴ the EU capacity building mission (EUCAP) in Somalia, the EU Rule of Law Mission (EULEX) in Kosovo and EUCAP Sahel Niger up to March 2018

¹⁵ EUSR for Kosovo, EUSR for the Middle East Peace Process.

¹⁶ Sweden EU GAP II Reporting Capital, 2017, p. 7.

Overview of sources of information and evidence base

I-2.2.1 Degree of <u>dedicated technical expertise</u> ¹⁷ in place to provide support to European institutional actors' staff for both targeted and non-targeted interventions			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation, CSDP guidelines (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS, CSOs.	See <i>country-level and global level E-Survey reports in Volume III for further details.</i>	Not a source
Case study level – main sources of information			
Document review	Interviews		
Mostly GAP II and EAMR reporting reviewed in the country case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff		
I-2.2.2 Existence of clear and accessible EU operational guidance on GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II guidance note, GAP II reporting, EAMRs, EU MS documentation & guidelines, EU toolkits and resources packages, CSDP guidelines (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS, CSOs.	Not a source	Not a source
Case study level – main sources of information			
Document review	Interviews		
Mostly GAP II and EAMR reporting reviewed in the country case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff		
I-2.2.3 Level (coverage/frequency) and quality of <u>training</u> ¹⁸ and coaching/backstopping provided to non-specialized staff ¹⁹			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU online platforms & other internal documentation, EU MS documentation & guidelines, (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, <u>EU MS</u>	See <i>country-level and global level E-Survey reports in Volume III for further details.</i>	Not a source
Case study level – main sources of information			
Document review	Interviews		
Mostly GAP II and EAMR reporting reviewed in the country case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff		
I-2.2.4 <u>Incentives</u> for technical staff are in place and conducive to the achievement of results on GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory

¹⁷ incl. specialized staff and technical support mechanisms.

¹⁸ incl. comprehensiveness of training materials.

¹⁹ incl. degree of gender mainstreaming in non-GEWE targeted training.

GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, <u>EU MS</u>	<i>Not a source</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Mostly GAP II and EAMR reporting reviewed in the country case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff.		

(I-2.2.1) Main findings and related evidence

<p>This section covers the following indicator:</p> <ul style="list-style-type: none"> I-2.2.1 Degree of dedicated technical expertise in place to provide support to European institutional actors' staff for both targeted and non-targeted interventions
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Overall, there has been a progressive increase in the number of staff with some expertise on GEWE within the EU during the period under review; but needs to strengthen the capacity and readiness of EU staff to integrate a gender perspective in their work remain important. The EU has implemented several measures to strengthen its internal expertise on GEWE in recent years. GEWE has been increasingly integrated in training organised by HQ. At DG DEVCO, a new technical assistance desk on 'Gender-Responsive, Rights-Based Approach' (GR-RBA) was established in 2018; it provided quality support for action design, technical support and related services, as well as delivering specific GR-RBA training and other technical support to EUDs and services. In 2018, trainings were organised in the delegations of Azerbaijan, Armenia, Guinea Conakry, Pakistan, Kyrgyzstan, Ethiopia and Zimbabwe. DEVCO staff also continuously populated and updated the platforms DEVCO Academy²⁰ and Capacity4DEV²¹, which are also available to NEAR staff, with new training material, training opportunities and guidance documents on GEWE, especially between 2015-2017. Capacity building for NEAR staff is covered under the framework of the Service Level Agreement between DEVCO and NEAR. GAP II reporting shows little evidence on specific training targeted at strengthening gender capacity or of gender being mainstreamed in other trainings in both DG DEVCO and DG NEAR at HQ level. Among the few examples, it's worth highlighting DG NEAR A4's²² efforts to mainstream gender in M&E and Budget Support trainings, and DG DEVCO C6's²³ information and training sessions on gender mainstreaming in energy projects.²⁴

At EEAS, a joint 'IcSP and PI Gender, Age & Diversity Facility' was established in 2019. It builds on two previous IcSP Gender Facilities (2014-2016 and 2017-2018) and one previous PI Gender Facility (2018-2019). EEAS has also worked closely with EU MS and various capacity-building actors in Europe to strengthen GEWE expertise in the context of the WPS agenda.

In the context of CSDP Missions, and as mentioned in JC 2.1 above, the role of the Gender Advisors and the system for appointing GFPs have been improved in recent years to enhance the capacity in key strategic areas (e.g., planning, security). In June 2018, the Civilian Operations Commander issued Operational Guidelines for mission management and staff on gender mainstreaming and appointed a full-time in-house Advisor on gender/Women, Peace and Security for civilian CSDP missions, a position reporting directly to the Commander, and whose main role is to provide advice to the senior management on gender mainstreaming in relation to the implementation of the Mission's mandate. This document also points out that all staff in CSDP Missions, and in particular members of the senior management, are to be responsible for gender mainstreaming, and that gender advisors and focal points are to be considered as facilitators in the process. In addition to defining responsibilities and guide mainstreaming efforts, these guidelines provides access to material and templates for the missions to use, including a Gender Analysis Tool, a Gender equality policy marker, a template of ToR for GFP, a template for an internal Gender Action Plan and a template for a Mission annual report on the GAP.²⁵

In addition, European Security and Defence College provided 16 courses to CSDP staff, incl. general courses on GEWE and WPS, specific courses related to pre-deployment training and human resource management and specific courses targeting EU military staff. Bridges were also built between EU entities: three civilian CSDP missions²⁶ have provided advice or training to the EUDs in 2017/2018.

²⁰ <https://webgate.ec.europa.eu/devco-academy/course/index.php?categoryid=9>

²¹ <https://europa.eu/capacity4dev/topic/gender>

²² MFF, Programming and Evaluation.

²³ Sustainable Energy, Climate Change.

²⁴ GAP II reporting

²⁵ EU (2018): Civilian Operations Commander Guidelines for Mission Management and Staff on Gender Mainstreaming

²⁶ EULEX Kosovo, EUBAM Libya and EUCAP Sahel Niger

Among other gender mainstreaming actions taken upon by civilian CSDP missions, EUMM Georgia, for instance, has supported activities through the Mission's Gender Focal Point Network providing regular guidance, advice and capacity building on gender issues. The mission has also continued to seek ways to improve the gender balance within the mission, for instance by reviewing job descriptions to ensure the inclusion of gender-neutral language. In this same direction, following the adoption of the Operational Guidelines on Gender Mainstreaming, EUCAP Sahel Mali adopted its first Gender Action Plan agreed in consultation with all Mission units and set up a Gender Focal Point network within the mission in order to ensure more systematic gender mainstreaming into mission's internal and external activities.²⁷

EU MS have dedicated specific resources to training and raising awareness among their officials, and to developing reference documents and toolkits. However, results and take up levels in the different EU MS under review have been uneven so far. In France, for instance, the number of staff trained in GEWE in the Ministry for Europe and Foreign Affairs (MEAE) and AFD has increased, but the evaluation of the 2013-2017 gender and development strategy flags that most sessions were limited to short awareness raising gatherings with little 'multiplier effect'.²⁸

Responses to the *E-survey* indicate a positive perception as to the availability of GEWE-related expertise at HQ level. 86% of the respondents (91% for the EUD category) gave a positive answer regarding the expertise made available by HQ. Overall, 85% perceived that there has been a significant increase in expertise since 2014. An *E-survey* respondent from an EUD in Sub-Saharan Africa highlights the increase in support from HQ and its value:

"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. 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".

The centralisation and availability of gender expertise at HQ differs between different DGs and services. Interviews with EU staff at both HQ and EUDs highlighted the need for increased resources dedicated to gender at HQ level. This was also evidenced in data from GAP II reporting.

The picture is more varied at the EUD and EU MS level. **The country case studies illustrate an overall increase in GEWE expertise and several good practices** in this area such as: i) the development of training materials tailored to the country context with an external organisation playing a help desk- and capacity-building role (Kosovo, Tunisia, Sweden); ii) the establishment of a gender task force to enhance the GFP support function within the EUD (Chad). However, the need to strengthen gender expertise and readiness of staff to integrate a gender perspective in their work remains a challenge in many EUDs and MS. This is confirmed by the responses to the *E-survey* and interviews carried out. The weaknesses observed in gender mainstreaming (see EQ3) also point in this direction.

Both at country (e.g., Tunisia, Colombia, Senegal, Morocco), EU MS (e.g. France, Sweden) and HQ level, the EU has resorted to outsourcing of gender expertise under different mechanisms: i) the setting up of externalised 'help desks' at global and country level; ii) the embedding of ad-hoc technical expertise in specific projects (TA contracts); iii) short term experts in different steps of the project cycle. These different modalities have proved effective as a cost and time-efficient way to bring qualified gender support to the delegations and services. Nonetheless, *E-survey* respondents and interviewees have identified some challenges.

Externalisation of expertise can be to the detriment of building capacity within the EU. As expressed by an EUD staff member in the Enlargement region, *"the goal should be that all staff, to some extent, are gender experts, and that there are more experts within the EU system"*. At country level, externalisation experiences have also highlighted the importance of keeping the local context in mind. The case of Tunisia illustrates that in some cases outsourced experts (based outside the country) lacked expertise on the local context. The case of Colombia shows that even when based in-country, external experts could lack knowledge regarding the situation in the field (when working only 'from capital'). At country level (Colombia, Brazil, Jamaica), the need for sectoral gender expertise was identified as an area for further improvement, which could help make gender mainstreaming more effective along thematic units.

Other challenges identified relate to the fact that setting up this type of external support (particularly helpdesks and short-term contracts) implies stimulating demand to make sure the expertise is mobilised which, in many cases, entails a coordination challenge. In addition, support under these mechanisms is usually time-bound, which represents an added difficulty in terms of sustainability.

²⁷ EU (2018) - GAP II reporting

²⁸ Haut Conseil à l'égalité entre les femmes et les hommes (2017): Rapport final d'évaluation de la mise en œuvre de la seconde Stratégie Genre et Développement 2013-2017. Rapport n°2017-09-29-INT-029. http://haut-conseil-egalite.gouv.fr/IMG/pdf/seconde_strat_genre_develop - v3.pdf

This has been illustrated by the following *E-survey* respondents:

“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.” (E-survey respondent from EUD Caribbean)

“Gender expertise is available in the EC services on temporary basis through short- or longer-term technical assistance contracts, and through secondments of experts from MS agencies. These are usually timebound and do not provide expertise on continuous basis. Gender expertise in different thematic sectors (trade, environment, infrastructure, budget support, etc.) is often not included in terms of references of sectoral TA contracts.” (E-survey respondent from EU services)

Overall, the development of gender expertise within the EU is still linked to sectors associated with women’s issues (education, health) with much less emphasis on development of gender expertise in ‘non-conventional’ sectors, such as public finance, security, infrastructure and trade policies. This illustrates a certain level of gender segmentation in the EU’s approach to reinforcing its knowledge base on GEWE. In Jamaica, for instance, GEWE training was highlighted as a specific need within the Delegation, particularly in sectors such as PFM, fisheries and security. In Brazil, it is also a general perception among EUD staff that more GEWE training is necessary in more specialised themes such as trade and digitalisation.

(I-2.2.2) Main findings and related evidence

This section covers the following indicator:

- I-2.2.2 Existence of clear and accessible EU operational guidance on GEWE

A Guidance note on the implementation of GAP II was developed for EU staff and published in 2016. Interviewees in the field and HQ have highlighted the good quality of the Guidance. However, interviews also illustrate that limited time and other pressing responsibilities have been hampering factors regarding accessibility. Overall, interviews with GFPs based in EUDs point to a limited use of the operational guidance mentioned above. No reference to them was found in the project documentation.

A Resource package on Gender Mainstreaming in EU development cooperation has been put online with various partners (e.g., ILO, UN Women) in 2016.²⁹ However, the material was not updated since then. The EU also stopped contributing to the Learn4Dev platform³⁰ at the start of the period under review.

A Toolkit on Mainstreaming Gender Equality in EC Development Cooperation was developed in 2004 and updated in 2009. It is available on the EU website³¹ and is referred to in the 2016 Guidance note on GAP II and the Resource package on Gender Mainstreaming. However, interviews at HQ point to the fact that it was not actively disseminated in recent years.

DEVCO staff continuously populated the platforms DEVCO Academy³² and Capacity4DEV³³ with new training material, training opportunities and guidance documents on GEWE.

In 2018, the EU also developed a guidance on evaluating gender as a crosscutting issue, which has been used in the development of recent terms of reference for evaluation assignments.

As mentioned in indicator I-2.2.1 above, in June 2018 the Civilian Operations Commander issued Operational Guidelines for CSDP mission management and staff on gender mainstreaming. The guidelines aim to: i) facilitate the systematic mainstreaming of a gender perspective and adopt gender equality policies, including the implementation of EU policy on WPS; and ii) foster a more uniform approach to gender equality, women’s empowerment and the WPS Agenda in missions.³⁴

In France, the sectoral GEWE reference documents and toolkits developed by AFD and the MEAE *vademecum* have been positively assessed and considered as useful tools by its users. In addition to the internal -and sometimes external- training efforts of each area of Sweden’s foreign policy (e.g. SIDA provides gender training through targeted workshops and seminars as part of its knowledge management that are also open to partners) the country has pushed for a sectoral approach and cooperated with

²⁹ <http://eugender.itcilo.org/>

³⁰ <http://www.learn4dev.net/expertise/gender>

³¹ https://ec.europa.eu/europeaid/toolkit-mainstreaming-gender-equality-ec-development-cooperation_en

³² <https://webgate.ec.europa.eu/devco-academy/course/index.php?categoryid=9>

³³ <https://europa.eu/capacity4dev/topic/gender>

³⁴ EU (2018) - Civilian Operations Commander Operational Guidelines for Mission Management and Staff on Gender Mainstreaming

UNCTAD by financing a Trade and Gender Toolbox, which aims to help governments, officials and other actors to assess the effects of trade policy on gender equality.³⁵

(I-2.2.3) Main findings and related evidence

This section covers the following indicator:

- I-2.2.3 Level (coverage/frequency) and quality of training and coaching/backstopping provided to non-specialized staff

At EUD level, training on GEWE is far from been systematic although a clear increase in training is visible in recent years; overall, training remains insufficient to see a substantial change in GEWE expertise within the EU, especially given the high turnover of EUD staff and the important needs that prevail in most EUDs. Country case studies, including EU MS, reveal that, even where specific mechanisms have been established to ensure some gender expertise within the EUD's or country structures, needs in terms of training of staff on GEWE remain important. In Zambia, the GFP has played an important role to develop gender expertise within the EUD, including through "peer-to-peer exchanges" and "on-the-job training" provided to colleagues. In Kosovo, through an externalised helpdesk, a basic training package was developed and offered to more than 150 EU staff. Although existing, in many cases trainings have not been extensive enough to provide the level of knowledge that is needed and, as a EUD staff stresses, *"the trainings are more elaborated sensitizations than trainings providing very sharp set of skills"*³⁶. In several country cases, the last training on GEWE was organised when a country-level Gender Analysis was carried out. This means that training took place only once in the last 4-5 years. It additionally appears as a surprising fact that, according to the last GFP survey (2019), as much as 36% of the GFP in EUDs and HQ had not completed a training where gender was the main topic in the two previous years of the survey being conducted. As highlighted in interviews, this is insufficient and worrying given the high turnover of staff. Stand-alone training is also insufficient to foster and build an institutional cultural shift related to GEWE.

At the global level, data available regarding participants in training on GEWE points to an increase in GEWE training within the EU since 2016.³⁷ This increase was mostly driven by training provided on RBA, which included a component on GEWE.³⁸ Out of the 1,430 participants in (either face-to-face or online) training identified in the available datasets, only 3% were senior staff (e.g., Directors, Head or Deputy Head of Delegations/ Division / Unit). There is no indication of an upward trend in the participation of senior staff in GEWE-related training in recent years.

An observation regularly made in interviews is the importance of responding to the actual needs of the participants in the training and distinguishing between general 'awareness training' and specific training on gender mainstreaming in sector interventions. Moreover, some interviewees that attended training in recent years highlighted the fact that the content tended to be too theoretical. A promising trend has been the increased integration of GEWE in training provided in individual sectors such as Agriculture and Nutrition³⁹ or trade.⁴⁰ However, according to the evidence gathered, the number of sectors where this has taken place and the overall number of participants remain limited.

(I-2.2.4) Main findings and related evidence

This section covers the following indicator:

- I-2.2.4 Incentives for technical staff are in place and conducive to the achievement of results on GEWE

While in some EUDs and EU MS, GFPs have had a crucial role in enhancing gender mainstreaming in EU external actions and strengthening gender expertise of EU staff, the GFP function is still too-often marginalised. There are a few cases (Kosovo, Senegal and, until recently, Bangladesh) where GFPs have been located in the organigram of the EUD close to the top management, i.e., 'above' all sector teams. This combined with the active backing of senior management (e.g., Zambia, Sweden), has allowed them to play an instrumental role in gender mainstreaming in their EUD or country office. As mentioned above, other good practices include the establishment of task forces involving staff from all sector teams in the Cooperation Section (e.g., Chad) from all teams of the EUD, including the Political section (e.g., Kosovo),

³⁵ <https://unctad.org/en/Pages/DITC/Gender-and-Trade.aspx>

³⁶ E-Survey response by EUD staff from Sub-Saharan Africa.

³⁷ There is no consistent dataset on training covering the pre- and post-2016 periods.

³⁸ According to the data on participation recorded by the EU between 2016 and 2019, the training covered around 700 EU staff (around 330 participants for the year 2019), most of them based in EUDs in various regions.

³⁹ Different webinars were delivered on 'Gender equality matters for nutrition', 'Gender mainstreaming into Agriculture, Rural development and Food security', 'Gender, Agriculture and Rural development' between 2017 and 2019. According to the data on participation recorded by the EU, they covered around 50 EU staff, most of them based in various EUDs in Africa, and, to a lesser extent, the Neighborhood and enlargement region, Asia and Latin America.

⁴⁰ Trade and Gender Toolbox (Sweden).

or the establishment of a gender coordination group consisting of both staff at HQ level and GFPs of the different departments/organizational units, as is the case of Germany (GIZ).

However, in most cases, GFPs are located in a specific EUD sector team (often in the team covering issues related to governance, human rights and/or CSOs). GFPs are not senior enough or sufficiently well positioned in the EUD to fully take part in relevant decision-making processes or have significant influence on other teams. As illustrated by a development partner in Asia in the *E-survey*, although “*GFPs in the EUDs are generally very substantive and supportive, their ability to influence the other teams in the Delegations to shape the investments in other sectors varies*”. According to the last GFP survey (early 2019), 36% of GFPs are still Junior Managers, Administrative Staff or Other (incl. interns), and 39% of them are at the middle-level (e.g., head of section, team leader, project manager) or at the top level of the hierarchy (e.g., head of unit, head of cooperation)⁴¹. Compared to the situation in 2015, there has been no notable change. Interviews point to a similar situation (GFP not sufficiently high up in the hierarchy of the units) at HQ.

Overall, **the GFP role is still mainly feminised**. According to the 2019 GFP survey, in 72% of the cases the GFP role was occupied by a woman and shows no significant variation to levels in 2015 (70%).

As has been commented upon by different interlocutors, **the process of filling in the GFP role does not follow homogeneous criteria among Delegations or EU MS**. In many cases, GFPs are gender experts themselves or have already performed the role previously in other delegations. In others, however, GFPs are just people “*that are interested in the subject or that have become acquainted with gender issues by holding the position*” and, hence, as highlighted in the *E-survey* by an EUD staff in the Enlargement region, “*the figure of GFP at the Delegations cannot be considered a real 'gender expertise' within the system*”. The fact that in many cases the focal point nomination is done on a voluntary basis (e.g. France) or based on personal interests goes in detriment of and explains the difficulty in measuring the technical effectiveness of these networks.

The number job descriptions that contain gender equality as an area of responsibility and performance assessments systems that include performance on gender remain areas for further improvement. Despite some progress, 61% of GFPs do not have the GFP tasks and responsibilities reflected in their job descriptions (incl. 5% who do not have a formal job description for their current role). This situation is worse than in 2015 (51%). This also differs from the objective set in the GAP II guidance note which foresaw that all GFPs “*should have his/her role reflected in their job description*”. In addition, according to the latest GFP survey, 83% of GFPs spend less than one third of their time on their GFP responsibilities, a slight improvement compared to 2015 (93%). This is also far from the objective set in the GAP II guidance note: at least 40-60% of their time.

At HQ level, according to GAP II reporting, job descriptions that contain gender equality as an area of responsibility also remain low: in DEVCO, 6% of staff profiles includes gender as a responsibility (this rate is higher among female staff), while in NEAR it is only around 1.5%. Also, according to GAP II reporting, less than half (47%) of DEVCO units have included an item on performance on gender equality in performance assessments of at least one staff member. This is even lower for NEAR, were only four out of 21 units have included at least a gender item in the assessment systems for relevant staff. In FPI, performance on gender equality is not included in performance assessment. In the case of EEAS, there is also no specific mentioning of gender included in the performance assessment. In its 2018 GAP II reporting, the French MEAE indicated that no information was available on the number of job descriptions that contain gender equality as an area of responsibility, by seniority according to staff classification. A year earlier, in its 2017 reporting, the MEAE indicated that no top managers had gender equality as a responsibility in his/her job description. Reporting for that same year for Germany depicts that at least 22 individuals from top management positions had GEWE as an area of responsibility, but this number decreased to nine in the 2018 reporting.

Within Germany, the case of GIZ is worth noting. The institution has developed job descriptions for gender officers in the field and in thematic areas. In addition, the job descriptions for the GIZ Gender Commissioner and for gender focal points are published as Annex to the GIZ Gender Strategy and can be adapted for use by each department and corporate unit.

In Sweden, the integration of aspects is seen as part of the overall Feminist Foreign Policy and hence, as is the case of SIDA, few formal requirements are placed on staff members' job descriptions.

JC2.3 Accountability/reporting

JC 2.3 Sound accountability systems on GEWE are in place and used for evidence-based decision-making.

Main findings:

⁴¹ The remaining GFPs are technical staff (e.g. adviser, analyst, thematic specialist).

- While there have been significant improvements, internal accountability mechanisms in place are still insufficient to substantially contribute to an EU institutional culture shift on GEWE.
- GAP II identified five minimum standards of performance for a successful institutional culture shift. However, and as highlighted in the last GAP II annual report: “far more progress is still needed to implement the EU’s gender equality policy in external relations and attain these five minimum performance standards.”
- Based on evidence from interviews, and the E-survey, GAP II reporting is useful but falls short in several ways.

Overview of sources of information and evidence base

I-2.3.1 Quality of internal reporting mechanisms with regard to GEWE⁴²			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS.	See <i>country-level and global level E-Survey reports in Volume III for further details.</i>	Not a source
Case study level – main sources of information			
Document review	Interviews		
Mostly GAP II and EAMR reporting reviewed in the country case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff.		
I-2.3.2 Adequacy of resources allocated to measure results and track progress⁴³			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
EU annual reports, GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography - for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS.	Not a source	Not a source
Case study level – main sources of information			
Document review	Interviews		
Mostly GAP II and EAMR reporting reviewed in the country case studies. (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff		
I-2.3.3 Quality external reporting mechanisms			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EU Annual Reporting, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS.	See <i>country-level and global level E-Survey reports in Volume III</i>	Not a source
Case study level – main sources of information			
Document review	Interviews		
Not a source	Personal and virtual interviews with EUD staff, EU MS, CSOs and government stakeholders		
I-2.3.4 Evidence of use of reporting data in decision-making/design processes			
Overall strength of the evidence base: ● (medium)			

⁴² incl. clear requirements for reporting on GEWE actions, funding and results, and clear focus on the most useful information for accountability and learning.

⁴³ incl. staff and partners have sufficient time and access to clear monitoring tools and systems to be able to report and track progress on GEWE results.

Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography-</i> for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS.	Not a source	Not a source
Case study level – main sources of information			
Document review	Interviews		
Not a source	Personal and virtual interviews with EUDs, EU MS officials, CSO and government stakeholders.		

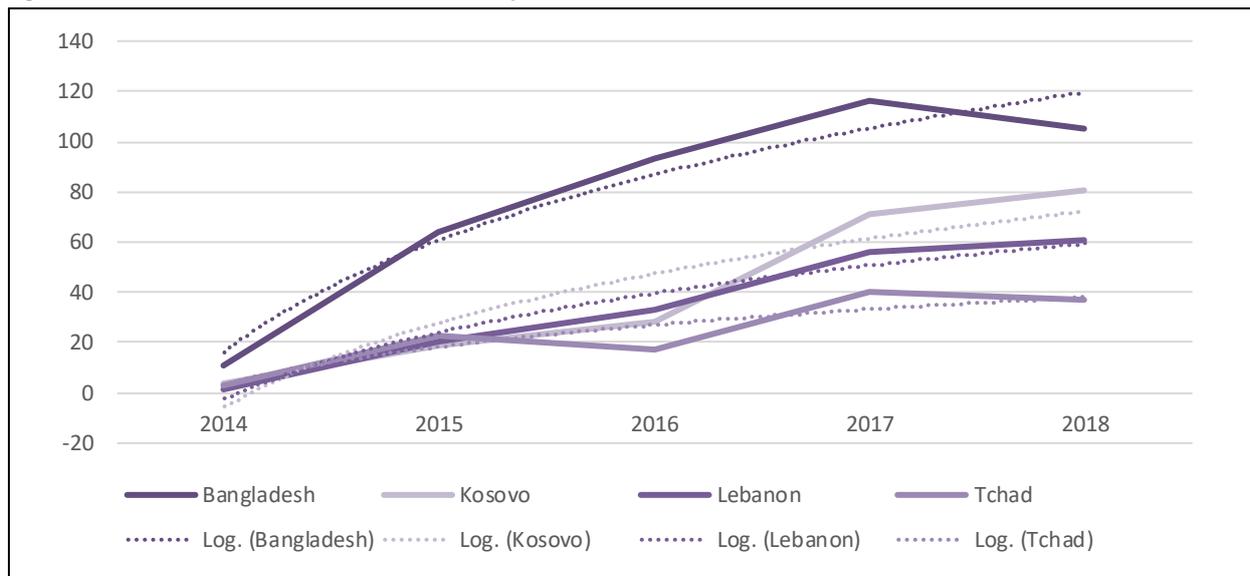
(I-2.3.1) Main findings and related evidence

This section covers the following indicator:

- I-2.3.1 Quality of internal reporting mechanisms with regard to GEWE

While there have been notable improvements in terms of internal accountability, mechanisms in place are still insufficient to substantially contribute to an institutional culture shift on GEWE. The most notable improvement in internal accountability has been the strengthening of the annual EAMR⁴⁴ reporting system. In 2015, the EU introduced specific reporting requirements on GAP II implementation in the EAMR system. Few references to GEWE were found in 2014 EAMRs. EU support to GEWE is not discussed in almost all sections of these EAMRs. As illustrated in Figure 2 below, which focuses on illustrative cases among the country case studies, there has been an upward trend throughout the period under review.

Figure 2 Occurrences of GEWE keywords in EAMRs



Source: authors' own compilation based on the review of 2014-2018 EAMRs

Notwithstanding these improvements, internal accountability mechanisms still suffer from various weaknesses. No targets were defined in the GAP II results frameworks and a few Institutional Culture Shift indicators⁴⁵ were not reported on. Based on the evidence gathered, there has been only a limited integration of GEWE in job descriptions at EUD and HQ level. A GFP from HQ pointed out: "How should there be accountability if the ToR/job description of the person I report doesn't include anything on Gender?". As highlighted in the GAP II Annual Report on Year 2017: "Little progress has been recorded in including gender equality as an area of responsibility in job descriptions, or as a point in assessing staff performance." There has been some progress on that only in specific parts of the EU external action, in particular in Civilian CSDP missions. The limited availability of sex-disaggregated data had been previously identified as a major

⁴⁴ External assistance management report.

⁴⁵ E.g. '3.3.2. N# of job descriptions that contain gender equality as an area of responsibility, by seniority', '3.2.1. N# of staff, disaggregated by level, trained on gender equality per year, and reporting changes in the way they work'. Regarding the indicator '6.1.1. N# of research projects co-financed by EU (EUD/MS) on gender related issues' GAP II reporting includes information on the nr. of research projects financed by the EU, but not on the nr. of research project 'co-financed' although this indicator relates to the GAP II objectives on 'Partnerships'.

obstacle to analysing women's representation in CSDP missions, particularly from an accountability perspective. Since 2019, the template for the report in which statistics on the human resources of civilian CSDP missions are gathered has been updated and now all data in these reports are broken down by sex.⁴⁶

GAP II identified five minimum standards of performance for a successful institutional culture shift. The GAP II reporting has monitored the attainment of these standards⁴⁷. After the standards were included in 2016, the 2017 GAP II implementation report already shows some progress being made, with the justification of OECD Gender Marker-0 and the use of sex-disaggregated data scoring the lowest out of the five minimum criteria of performance (while selection of GAP II Objectives, gender analysis of priority sectors and availability of gender expertise scored highest in that order). At the time of the 2017 report very few EU delegations and MS Embassies reached all of these standards.⁴⁸ The 2018 GAP II implementation report indicates that EUDs and many EUMS across all geographical regions had shown some improvement in reaching the five minimum standards. For instance, the overall use of gender analysis to inform project design and formulation had increased year-on-year since 2016 and, according to the 2018 implementation report, there had been an average increase of 25% in the use of gender analysis to inform of new initiatives between 2017-2018. Nonetheless, as seen in Table 2 below, the justified use of G marker O continued to be the least performing criteria across the regions in 2018.

Table 2 Compliance of the EU Delegations across regions with the five minimum criteria for performance

2018	Africa East & South	Africa Central & Western	Latin America	Central America	Caribbean	Asia & Pacific	Centr. Asia	The Gulf	Neighbourhood & Enlargement regions ⁴⁹
Gender Marker 0 is always justified	0%	30%	57%	40%	50%	6%	0%	10%	41%
There is a gender analysis done for all priority sectors	86%	91%	100%	100%	100%	94%	75%	10%	91%
Sex-disaggregated data used throughout the project and programme cycle	55%	83%	86%	80%	83%	65%	100%	10%	73%
Gender expertise is available and used timely in the programme cycle	82%	100%	100%	100%	100%	100%	100%	10%	91%
GAP II (SWD) Objectives are selected and reported on	86%	78%	86%	60%	67%	88%	100%	10%	86%

Source: EU Gender Action Plan II, Annual Implementation Report, 2018

As highlighted in the last GAP II annual report: “far more progress is still needed to implement the EU’s gender equality policy in external relations and attain these five minimum performance standards.” The decline in compliance with the standard of selecting and reporting on GAP II objectives in various regions (e.g., Central America, Central and Western Africa, Asia and the Pacific) is a worrying trend. The different way in which the standards have been reported on suggest that their understanding is still low and that standards are still not sufficiently clear among reporting agents. This had already been spotted as a potential risk in the first GAP II implementation report after the minimum standards were included in the EAMRs: “the

⁴⁶ (2019) SIPRI – Towards a more gender-balanced European Union Civilian CSDP

⁴⁷ The five minimum standards are: i) a justification whenever an action scores ‘0’ using the OECD DAC gender equality marker (‘G0’), thereby indicating that an action has no discernible gender dimension; ii) a gender analysis is done for all priority sectors; iii) sex-disaggregated data is used throughout the project and programme cycle and programming; iv) gender expertise is available and used in a timely manner in the programme cycle and programming; and v) GAP II objectives are selected to be reported on.

⁴⁸ EU Gender Action Plan II, Annual Implementation Report, 2017

⁴⁹ Algeria, Egypt, Lebanon, Palestine, Libya, Syria, Israel, Tunisia, Jordan, Morocco, Moldova, Belarus, Ukraine, Armenia, Georgia, Azerbaijan, Albania, Bosnia and Herzegovina, North Macedonia, Kosovo*, Montenegro, Serbia and Turkey.

responses to the questions integrated in the EAMR format are informative and encouraging. Although it becomes clear that not all the EUD interpret the question in the same manner, thus some revision of the question (and/ or a further clarification as to what is expected as an answer) may be necessary”.⁵⁰

Despite improvements, internal reporting mechanisms suffer from many weaknesses. The *E-survey* results show an overall positive appreciation of the accountability and learning purpose of existing reporting systems (e.g., EAMRs, GAP II annual reporting, Country Annual Reports in the context of Association Agreement/Enlargement negotiations). For instance, more than 70% of the respondents have a positive perception on the usefulness for ‘institutional learning’ of both EAMR and GAP II annual reporting mechanisms. Several respondents (74%) also highlighted that GAP II reporting “*can be useful for my work*” and that “*the process has increased awareness and attention to GAP*”. Some GFPs have particularly highlighted that GAP II reporting has been useful to strengthen internal communication and data collection processes on EU support to GEWE.

However, there is a consensus among all stakeholders consulted in this evaluation (via *E-survey* or interviews) that the GAP II reporting presents several shortcomings, including:

- The format is **not adequate for a ‘strategic’ use**: There is an emphasis on quantitative process indicators; the insufficient number of qualitative results-oriented indicators limits: i) the development of a joint understanding among contributors to the report on what has been achieved and what the strengths and limitations of the EU support to GEWE are; ii) the identification of areas where additional efforts are required. Moreover, an *E-survey* respondent highlighted that, because it is separated from other reporting mechanisms (e.g., EAMR), GAP II reporting “*seems to engage primarily those that are already working on gender related issues, not necessary all services*”. It has also been stressed that the qualitative aspect needs to be further strengthened and that “*more information on promising practices and lessons learnt would help to identify how interventions contribute to gender equality and to improve women's lives*”.⁵¹
- The format and data collection process are **cumbersome** and are perceived, at times, as an **additional workload**: The number of indicators, the type of indicators (many quantitative indicators, as highlighted above) and the reporting tools (e.g., IT tools, Excel files) made GAP II reporting appear very heavy. There have also been difficulties with the gathering of EU MS contributions at partner country level through EUDs⁵². The process was so cumbersome for some EUDs that they ended up mobilising external Technical Assistance to support them in this exercise. As explained by an EU Services staff member in the *E-survey*, “*the GAP is a very cumbersome tool, and at operational level, most Project Managers 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 enough data*”.
- The tool is **not seen a tool common to all European actors**: Several EU MS local representations, including some that were active in the area of GEWE, have not contributed to the GAP II reporting. There is a general perception that GAP II reporting is more a tool imposed by the EU than a joint tool for learning and accountability purpose. More generally, there is a perception that the results from the reporting exercise are not sufficiently disseminated among its contributors and beyond, and that not enough backstopping from HQ has been put in place. In Kosovo, the reporting exercise was perceived as helpful by EU staff, but they would have wanted to receive feedback from HQ on the reporting.

At country level, there have been several examples of adoption of GAP II reporting practices, including the development of internal tools or systems. In Colombia, a set of tools for GEWE mainstreaming and M&E has been developed including a matrix to perform cross-sectional analysis of the interventions to align them with GAP II thematic priorities and classify them according to the Gender Marker. In North Macedonia⁵³, after the adoption of GAP II, the format of the programme documents changed, for example to include a G marker, but there is still no reward system in place, encouraging the promotion of gender equality and no corrective measures have been implemented so far. The fact that GAP II requirements have not been granted a specific resource allocation in most countries and that they are also perceived, in many cases, as an additional workload contributes to the level of advancement on terms of accountability still appears insufficient compared with GAP II requirements.

⁵⁰ EU Gender Action Plan II, Annual Implementation Report, 2016

⁵¹ E-Survey response by an EU Services staff

⁵² Some EUDs have faced difficulties in collecting data from local EU MS representations. Some EU MS also complained that the reporting made by EU MS embassies/agencies should go through EU MS HQs.

⁵³ (2019) Kvinna Til Kvinna - The Implementation of GAP II in North Macedonia

(I-2.3.2) Main findings and related evidence

This section covers the following indicator:

- I-2.3.2 Adequacy of resources allocated to measure results and track progress

Overall, resources allocated to measure results and track progress on GEWE are insufficient. As mentioned above (see I-2.3.1), while it contains a wealth of information, GAP II reports suffer from an insufficient number of qualitative results-oriented indicators; this limits the assessment of EU's achievements and the identification of barriers/success factors.

As discussed in EQ6, and as it is also evidenced in the individual country notes, a clear gender dimension is almost never present in the results/logical framework of the documentation reviewed in the country case studies. This is particularly the case for programming documents and project documentation of interventions marked as gender sensitive.

According to the annual GFP survey conducted in the context of GAP II reporting, 83% of GFPs spend less than one third of their time on their GFP responsibilities, a slight improvement compared to 2015 (93%). This is far from the objective set in the GAP II guidance note⁵⁴.

As also mentioned above (see I-2.3.1), the limited availability of sex-disaggregated in CSDP missions data had been pointed out as a major obstacle for accountability. Since 2019, however, the template for the report in which statistics on the human resources of civilian CSDP missions are gathered has been updated and now all data in these reports are broken down by sex.⁵⁵

In EUMM Georgia CDSP mission, according to GAP II reporting and interviews, gender was included in the Performance Evaluation Reports (PER) at first only for the GFPs and ultimately for other positions as well. It is worth highlighting that, the EUMM conducts regular (every 12 to 24 months) internal gender mainstreaming assessments. The latest report available covers the period November 2016 – October 2018.⁵⁶

In EU MS under review, resources to measure results and track progress have been allocated to different extents in line with each country's gender strategy and internal processes. In France, for instance, the evaluations of the 2008-2012 and 2013-2017 strategies highlighted monitoring weaknesses and recommended further strengthening, which led to the strategy 2018-2022 providing a stronger logical framework for accountability. In Germany, the BMZ Action Plan is implemented through Annual Road Maps, which are monitored through an annual monitoring system. This system of developing concrete annual Road Maps has been described as exceptional and as a good practice among other EU MS. In Sweden, follow-up and internal reporting for gender equality is not separate from general reporting on foreign policy activities and takes place through the common reporting channels. In addition, there has been dedicated follow-up and reporting on the Feminist Foreign Policy as such (3-4year follow-ups). Both Sweden and Germany have dedicated specific efforts to report to the Action Plan for UNSCR 1325.

(I-2.3.3) Main findings and related evidence

This section covers the following indicator:

- I-2.3.3 Quality external reporting mechanisms

External reporting has mostly been done through the GAP II reporting (See I-2.3.1 on GAP II reporting), and annual reports on the implementation of the European Union's instruments for financing external actions.

In the E-survey, GAP II reporting has been recognised as a useful tool for institutional internal learning. In addition, 78% of EUD and 78% of EU MS respondents found that GAP II reporting was also valuable in terms of external accountability.

As mentioned above, there is a perception that the results from GAP II reporting are not sufficiently disseminated among its contributors and beyond, which could also be an opportunity to further enhance external accountability, as evidence by the following *E-survey* response by an EU MS:

*“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”.*⁵⁷

(I-2.3.4) Main findings and related evidence

This section covers the following indicator:

- I-2.3.4 Evidence of use of reporting data in decision-making/design processes

⁵⁴ The GAP II Guidance note foresees that all GFP spend at least 40-60% of their time on their GFP tasks.

⁵⁵ (2019) SIPRI – Towards a more gender-balanced European Union Civilian CSDP

⁵⁶ EU (2017) - GAP II reporting

⁵⁷ E-Survey response by an EU MS.

As highlighted in EQ6, several EUD GFPs interviewed complained about the lack of feedback loops, which would allow EUD staff to apply lessons from GAP II reporting to their daily work. There is limited evidence of the EU having used in a systematic use the information available on GEWE in EAMRs for learning purpose. As it has also been mentioned above, there is perception that the results from the reporting exercises of GAP II have not been sufficiently disseminated among its contributors and beyond, which is also an impeding factor regarding learning.

Regarding the reporting format, as also mentioned above, it has been highlighted that GAP II as a separate exercise “seems to engage primarily those that are already working”. “Embedding GAP reporting in broader exercises (e.g., EAMR, EUTFs, etc.) seems to be more conducive for the purpose of [...] policy coherence/coordination.”⁵⁸

In the E-survey, GAP II reporting was perceived by 73% of EUD respondents and 81% of EU MS respondents as potentially useful to enhance policy coherence and coordination between European stakeholders. However, there is no evidence of GAP II being used in a ‘strategic’ way or in decision-making processes. On the contrary, responses from the E-survey depict that GAP II reporting could provide room for further coordination between EU actors in design and programming processes, as explained by the following E-survey respondent from an EUD: “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”. Also in the E-survey, EU MS have mentioned that “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” and that them “as EU MS, have no visibility as to the extent of data use by the EUD”.⁵⁹

3 EQ3 – Gender mainstreaming

<p>EQ3 - To what extent has the EU ensured gender mainstreaming in EU external spending and non-spending actions?</p>	
<p>This Evaluation Question (EQ) covers issues related to Gender mainstreaming, and the analysis was structured around three Judgement Criteria (JC):</p> <ul style="list-style-type: none"> • JC 3.1 Detailed and sound gender evidence is available for EU staff and used in programming and monitoring of EU external action. • JC 3.2 GEWE is adequately mainstreamed in spending actions. • JC 3.3 GEWE is adequately mainstreamed in non-spending actions. <p>The assessment of each JC builds on a set of specific indicators. The tables below provide an overview of: i) the main findings identified per indicator, and ii) the main sources of the evidence underpinning these findings. For further details on the evidence gathered by the team, please refer to the relevant annexes.</p>	

JC3.1 Gender analysis

<p>JC 3.1 Detailed and sound gender evidence is available for EU staff and used in programming and monitoring of EU external action.</p>
<p><u>Main findings:</u></p> <ul style="list-style-type: none"> • While GAP II has resulted in increased attention to gender analysis, this evolution has been uneven both in quantity and in quality. • Gender analysis has tended to be a one-off exercise; once done, rarely updated, gaps identified rarely filled. • The shortage of data disaggregated by sex in all sectors and areas has been a major constraint.

Overview of sources of information and evidence base

I-3.1.1 Existence, type (internal/external) and quality of gender analyses used for programming and design

⁵⁸ E-Survey response by an EUD staff

⁵⁹ E-Survey response by an EU MS.

Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography-</i> for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS.	See E-Survey reports (see <i>Volume III</i> for further details)	Not a source
Case study level – main sources of information			
Document review	Interviews		
Gender analyses and various other documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see Volumes III and IV for further details)	Mostly EUD staff and GFPs.		
I-3.1.2 Degree of use of sex-disaggregated and gender-sensitive indicators in M&E frameworks and policy matrices used in budget support			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography-</i> for further details)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS/	See E-Survey reports (see <i>Volume III</i> for further details)	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see Volume II of the desk report for further details)	EUD staff and GFPs.		

(I-3.1.1 & I-3.1.2) Main findings and related evidence

This section covers the following indicators:

- I-3.1.1 Existence, type (internal/external) and quality of gender analyses used for programming and design
- I-3.1.2 Degree of use of sex-disaggregated and gender-sensitive indicators in M&E frameworks and policy matrices used in budget support

The launch of GAP II resulted in an increased attention by the EU to gender analysis; however, investment have been uneven both in terms of quantity and quality.

About two-thirds of respondents to the country-level *E-survey* think that the EU has supported gender analyses, to some degree, but less than one-third share the perception that the EU has played a very active role in this area (see Volume III Annex 5).

While EU support to the development of gender evidence is well established⁶⁰, the supply of gender evidence improved markedly after 2016, corresponding to the launch of GAP II. To respond to one of the requirements of GAP II (spelled out in Objective 2, activity 2.3⁶¹), DEVCO established a fund in early 2016 to finance gender analysis. A total of 32 EUDs benefitted from an envelope of around 50.000 EUR to carry out such studies.⁶²

The last GAP II implementation report⁶³ notes that most EUDs have complied with the GAP II performance criteria on gender analysis. The proportion of compliant EUDs is above 90% in all regions except in East and Southern Africa (86%), Central Asia (75%) and Enlargement region (71%). The report further states: “*Although regional variations exist, the overall use of gender analysis to inform project design and formulation has increased year-on-year since 2016. Many EU Delegations (...) reported the value of the mandatory GAP II gender analysis, alongside sector-specific analysis.*”

However, other sources of information show a more contrasted picture. The last GAP II implementation report depicts a negative picture regarding EU MS investment in such gender analyses: “*For EU Member*

⁶⁰ The process of gender analysis/gender mainstreaming has been around in the EU since at least 2004 with earliest production and wide dissemination of a detailed toolkit on gender mainstreaming.

⁶¹ One of the minimum standards of performance established by GAP II was that “there is a gender analysis done for all priority sectors (by end 2016)”.

⁶² DEVCO B1 also supported the quality revision of ToR and the gender analysis produced.

⁶³ 2019 GAP II report, covering the year 2018.

States' in partner countries, the performance standards met least frequently, on average, were undertaking a gender analysis for priority sectors (37 % of those who submitted a report responded confirmed that such analyses were undertaken)". This statement needs to be contrasted with some positive examples of EU MS (e.g., Sweden or Austria in certain Western Balkans or Asian countries) building their support in the area of GEWE on a detailed understanding of the main needs and challenges in this area.

The table below gives an overview of the EU-funded sector analyses carried out in the case study countries. While most EUDs produced a gender analysis in the period 2014-2017, very few updated it in recent years. Documentary analysis and interviews carried out in the context of these case studies also reveal the depth and quality of these analyses varied from one EUD to another.

Also, of concern is the low degree of appropriation of these analyses by EUD staff and other stakeholders (e.g., National Authorities, development partners, CSOs). An internal assessment of gender analyses carried out in 2017 reveals that the "implementation of the gender analysis was seldom a joint effort among colleagues, even in cases where the GFP has tried to get colleagues involved, particularly with regard to their own sector or policy area."

The low degree of awareness of EUD staff and other stakeholders of these studies is an observation that also came out in interviews carried out by the evaluation team and, as illustrated below, in some responses to the E-Survey, as well:

Because the research is done with little to no engagement by government counterparts, the final product is not collectively owned and referenced. (E-Survey response by an International donor / UN agency, Sub-Saharan Africa)

Regarding sector-specific analyses (as opposed to "comprehensive" gender analysis), the country case studies point to an increased investment in this type of studies (see table below). The cases reviewed show that such studies are usually more detailed and follow a more inclusive process in terms national stakeholders' involvement. In Malawi, the gender analysis carried out by the EU in the transport sector was used by a development finance institution to integrate a gender lens in the design of its investment operation.

In addition to detailed gender (comprehensive or sector) analyses, the evaluation found anecdotal evidence of ad hoc analyses carried out in the context of the design of specific sector interventions. However, it was not possible for the evaluation team to assess trends in this regard.

Moreover, the evaluation has found only ad hoc evidence of support to "research only" studies on GEWE. Most of the general gender analyses carried out had a strong focus on (EU) programmatic aspect.

There is no clear plan to sustain EU efforts related gender analyses. In the countries reviewed, the team did not identify any plans to update previous gender analyses nor any strategy to fill the most important data gaps identified in these studies. The low level of appropriation of these gender analyses by EUD staff and national partners clearly undermine the sustainability of efforts in this area. To finance gender analyses, several EUDs used funds from the envelope allocated to the bilateral programming Technical Cooperation Facility (TCF)⁶⁴. The TCF envelope represents a useful source of funding for carrying out new (comprehensive or sector) gender analyses. However, interviews show that some GFPs having intended to use such funds for gender analyses were facing resistance from the top management of their EUD because the funds had been planned for "other priorities".

There are also important obstacles posed by the large resources needed to implement useful and sound gender analyses. The response given by an EUD staff to the E-Survey illustrates well various challenges faced in implementing such analyses:

The Delegation [which covers several countries] had been requested to commission sector-, country- and region-specific gender analyses – additional to the already existing and relatively recent 'Country Gender Assessments' of another donor – which are widely considered to be "the best there is" by important other stakeholders in the region, and which the Delegation had initially suggested to use for the purposes of the Gender Action Plan II.

Due to the number of experts (nine consultants), limited budget (eventually made available by headquarters), a deficient team leader and no effective quality control at framework contractor level, the quality of the different [country] reports received differs significantly, and it is highly questionable that the additional analyses have added significant value to the existing analyses in the region, apart from the specific angle of the title of the assignment to cover specifically the EU's cooperation concentration areas and additional desk review. Nonetheless, some of the better-drafted sub-reports have already contributed to the formulation of some of the Delegation's future

⁶⁴ In the ongoing EU financing cycle, a small portion of the envelope allocated to bilateral programming with a partner country can be used for the functioning of a "Technical Cooperation Facility" (TCF) and the financing of activities of cross-cutting nature that are aimed at facilitating the implementation of bilateral programmes. In some contexts (e.g. ENI), the TCF is called "global allocations".

programmes, and it is hoped that the outputs of this assignment will also provide input for current activities. (E-Survey response by an EUD staff)

Table 3 Overview of gender analyses supported by the EU during the evaluation period

	Gender analyses	Specific sector analyses	Support to Nat. Stats
Enlargement & Neighbourhood			
KOS	2018	No	Yes
GEO	2016	No	Yes
MAR	2015	2019 (13 sectors)	Planned support ⁶⁵
Africa			
ZMB	2016	2019 (1 sector: energy)	No
TCD	2017	-	No
Asia			
BGD	2014 (GAP I)		No
MYA	No	(7 sectors)	Planned support
Latin America			
COL	2017	No	No
BRA	2016	No	No
Caribbean & Pacific			
JAM	2017	Indirectly ⁶⁶	No
Pacific	Pre 2017?	No	No

Source: Interviews and various documents (GAP II reporting, EAMR, project documentation, specific studies).

The case of Chad also illustrates the difficulties faced by some EUD in implementing such studies. In this country, the EUD launched the process of producing a gender analysis in early 2017. Due to the low performance of the external team of consultants, the process was quickly suspended. The activities resumed after the team's replacement and the product was finalised more than one year after the start of the process. Interviews carried out in the context of the Chad case study reveal a low awareness of EUD staff and other stakeholders of these studies.

The case of Morocco shows a positive experience. In 2018, the EU and France (AFD) developed a common Gender-Responsive Budgeting (GRB) support framework which covered: i) the provision of budget support with the development of policy matrices which included joint indicators and targets; and ii) accompanying technical support (development of a coordinated support framework for the Moroccan GRB Centre of Excellence by the EU, AFD, UN Women and the Ministry of Economy). The joint work in the context of GRB also led to the production of 13 sector gender analyses in 2019. Despite some shortcomings, several interviewees highlighted the participatory approach adopted for the production of these sector analyses and stressed the positive effects it generated on national institutional actors' engagement on GEWE-related issues.

In Zambia, an important gender analysis of the energy sector was concluded in 2019 as a basis for the enhancement of the policy, legal and regulatory environment in the sector and capacity building for renewable energy and energy efficiency. The EU-funded assessment, which was conducted through desk and literature reviews, and extensive interviews with state and civil society, has invoked and built upon the government of Zambia's long history of commitment to promoting gender equality, which, while clearly expressed through a number of key documents, remained largely dormant until recently. The analysis shed light on how inequalities operate in the sector and helps analysing and foreseeing the gender impact of interventions.

Overall, there has been limited EU support geared towards the strengthening of national statistical capacities; however, there are some regional specificities and this area of support benefitted from a renewed momentum in recent years associated to the increased integration of GEWE into budget support and the increased support to Gender Responsive Budgeting. As illustrated in Table 3 above, the EU has supported the strengthening of national statistical capacities in only a few of the countries reviewed. However, in several countries (e.g., Morocco, Myanmar), the EU was in advanced discussions on the provision of support to national statistical capacity on GEWE in 2019. Some countries (e.g., Colombia,

⁶⁵ So far, statistical national capacity indirectly supported through the GRB reform and the identification/monitoring of budget support indicators.

⁶⁶ Three sectors covered in the 2017 Gender analysis: justice, environment and climate change.

Morocco) also show that the increased integration of GEWE into EU budget support and the development of Gender Responsive Budgeting resulted in increased EU efforts to strengthen national statistical capacities on GEWE. In some Eastern Partnerships countries such as Georgia where the EU provided technical assistance to the national statistical agency (GEOSTAT) on gender-related indicators.

There are also some regional specificities. In the Western Balkans, some EU MS (e.g., Sweden) and the EU, through EIGE, have been actively supporting the strengthening of national statistical capacities on GEWE. In particular, EIGE has provided technical support to the national women machinery and statistical offices through an IPA-funded intervention (“Cooperation with EU candidate and potential candidates: improving monitoring on gender equality progress”), aiming at developing Gender Equality Indices and a Gender Statistical Database for all countries in the region. So far, the index has been published for Serbia (2018), North Macedonia (2019), Albania (2020) and Montenegro (2020).

At the end of the evaluation period, there is still a significant gap between availability and utilisation of gender evidence, the first far exceeding the second. While some gender analyses had been produced by then, in 2007, an internal review carried by DEVCO (EuropeAid) highlighted that none of the EUDs had implemented a gender analysis as part of the situation analysis previous to the formulation of the Country Strategy Papers.⁶⁷ One of the objectives of the gender analysis at country level is the identification of gender gaps and gender issues that need to be addressed in the multi-annual programming in order to enhance human rights for all women and men in all their diversity, and to leave no one behind. The evaluation team reviewed 61 MIPs for the period 2014-2020 covering all regions. In only one case the team found an explicit reference to a gender analysis. The team was not able to assess how many gender analyses were available in 2013 when most of the MIPs were developed. The evidence gathered suggests that the number of available analyses was low at that time⁶⁸, which could explain the limited references to gender analysis. More recent evidence (e.g., GFP surveys carried out in the context of GAP II Reporting) suggests an increase in the use of gender analyses for multi-annual programming.

It is still early to judge how effectively recent efforts to increase gender analysis is translating into improved overall programming. What is of concern is the still limited of explicit references to gender profiles/gender analyses in the design of recent interventions (see next JC). The project documentation reviewed in the context of the case studies (see Volume IV) also show limited references to the existing national policies and institutional frameworks for addressing gender inequalities and the situation of women in the country and limited references to studies/gender analyses carried out by other organisations.

Interviews carried out confirm that major factors explaining the current limited use of gender evidence by EU staff and other stakeholders are related to the fact that the staff responsible for design and implementation (at EU and implementing partner level) do not have the time and technical ability to absorb and apply the analytical material available (see EQ2). There is also a lack of professional incentive and, in some EUDs, a lack of involvement of GFPs in discussions on programming organised at middle/senior management level. A respondent to the GFP survey organised in the context of the annual GAP II reporting highlighted: *“Very hard internal battle; we are not even close to putting gender at the front and centre with the current management; the best we may get is a sentence on cross-cutting issues (including gender) and a sentence on [Women Economic Empowerment] in the MIP review.”*

An EUD respondent to the E-survey implemented in this evaluation explained: *“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.”*

JC3.2 Mainstreaming in spending actions

<p>JC 3.2 GEWE is adequately mainstreamed in spending actions.</p> <p><u>Main findings:</u></p> <ul style="list-style-type: none"> • The volume of EU support marked as gender sensitive (G1 marker) substantially increased in the first years of the period under review but, it has remained flat thereafter. • The evidence analysed here suggests that the gender marker system presents two limitations. • Although there have been significant improvements in some countries, the evaluation reveals many limitations in the way gender has been mainstreamed in EU external action in recent years.
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⁶⁷ source: 2007 ITC-ILO Gender Helpdesk - Internal Review on gender in Country Strategy Papers prepared for the 10th EDF

⁶⁸ An EuropeAid internal survey in 2008 showed that only 13% of the EUDs had participated or commissioned a gender analysis.

- The level of gender-targeted support has remained low over the period under review; this is particularly true for the part of the EU portfolio funded through geographic instruments (bilateral/regional programming).

Overview of sources of information and evidence base

I-3.2.1 Extent to which programming documents apply a gender sensitive lens			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Review of Enlargement Progress Reports (2010-2019), MIPs, GAP II reporting, EAMRs, (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS	See country-level E-Survey reports (see <i>Volume IV for further details</i>)	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Interviews with EUD and EU MS staff (see <i>Volume IV for further details</i>)		
I-3.2.2 Level of funding marked as having a significant objective on GEWE – quantitative assessment			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Review of Enlargement Progress Reports (2010-2019), GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS.	Not a source	See Mapping details (See <i>Volume III for further details</i>)
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume II of the desk report for further details</i>)	Interviews with EUD and EU MS staff (see <i>Volume IV for further details</i>)		
I-3.2.3 Extent to which non-targeted interventions reflect a gender-sensitive perspective – qualitative assessment			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Review of Enlargement Progress Reports (2010-2019), GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS.	See country-level E-Survey reports (see <i>Volume IV for further details</i>)	See Mapping details (see <i>Volume III for further details</i>)
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, GAP II reporting, EAMRs) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Interviews with EUD and EU MS staff		
I-3.2.4 Degree of compliance with GAP II performance criteria – e.g., Marker 0 is justified			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory

Review of Enlargement Progress Reports (2010-2019), GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography - for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS.	<i>Not a source</i>	See Mapping details (see <i>Volume III for further details</i>)
Case study level – main sources of information			
Document review		Interviews	
Various documents (e.g., project documentation, GAP II reporting, EAMRs) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)		Interviews with EUD and EU MS staff (see <i>Volume IV for further details</i>)	

(I-3.2.1, I-3.2.2, I-3.2.3 & I-3.2.4) Main findings and related evidence

<p>This section covers the following indicators:</p> <ul style="list-style-type: none"> • I-3.2.1 Extent to which programming documents apply a gender sensitive lens • I-3.2.2 Level of funding marked as having a significant objective on GEWE – quantitative assessment • I-3.2.3 Extent to which non-targeted interventions reflect a gender-sensitive perspective – qualitative assessment • I-3.2.4 Degree of compliance with GAP II performance criteria – e.g., Marker 0 is justified
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The level of targeted support has remained limited over the period under review; this is particularly true for the part of the EU portfolio funded through geographic instruments (bilateral/regional programming). The inventory carried out in this evaluation (see Volume III Annex 4) shows an upward trend in EU-funded targeted support during the period 2010-2018 for the Enlargement region, and 2014-2018 for the rest of the portfolio. However, in terms of relative value, the level of targeted support has clearly remained below 3% of all support funded through the EU external financing instruments. Although it is difficult to put forward precise figures, various calculations made by the evaluation team show that the *ratio* of targeted support in the total volume of EU external action seems to have fluctuated around 2% without a clear upward trend during the period under review.

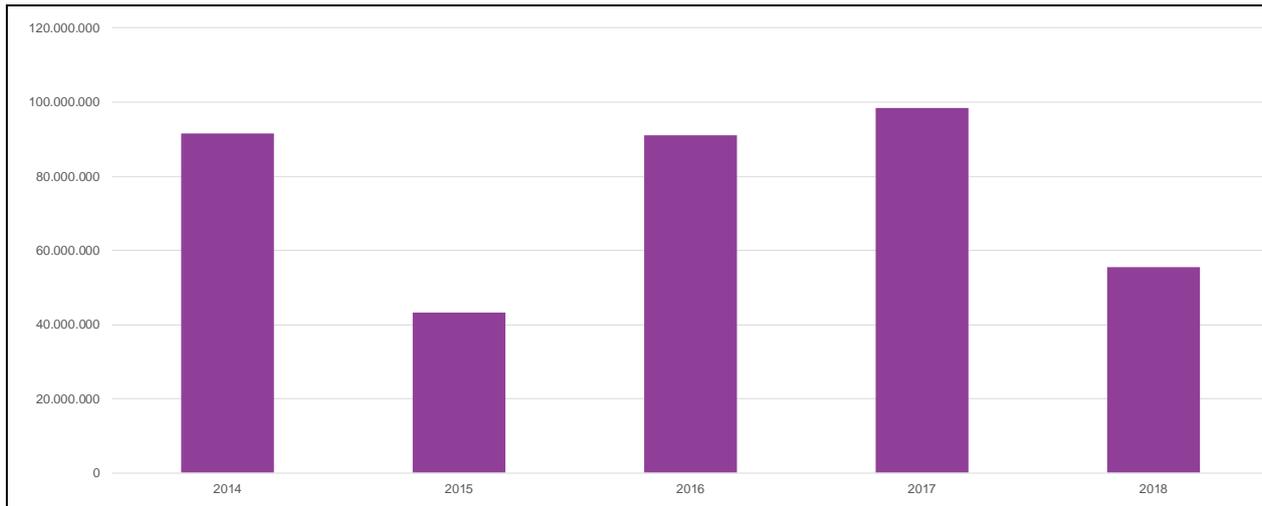
Moreover, the increase in absolute values mainly resulted from a surge in targeted support in 2018 (almost +90% compared to the previous year), which is largely explained by the EU-UN global Spotlight Initiative to eliminate violence against women and girls (EUR 220 million contracted in 2018). This initiative has been funded through various financing instruments. The EDF counts for 76% of the amounts contracted in 2018, the rest coming from the DCI GPGC thematic programme.

Figure 3 below presents the evolution of targeted support (contracted amounts) funded through geographic instruments, excluding the funding that went to the Spotlight Initiative in 2018. It shows that, like for the evolution covering all instruments, there is no clear upward trend in “geographic instrument” funding going to targeted support. This points to a likely stagnation of targeted support in bilateral programming during the period under review.

The analysis carried out at the level of the country case studies (see Volume IV) confirms the absence of an upward trend in the volume of targeted intervention. Moreover, in some countries (e.g., Bangladesh and Jamaica), GEWE-targeted interventions represented a minor proportion (3% and 5%, respectively) of the country-level support (contracted amounts) funded through either thematic or geographic instruments during the period 2014-2018.

One exception of this is the case of Sweden, a country that strengthened its level of interventions with gender equality as a principal objective. In 2015, 17% of SIDA’s portfolio had GEWE as a primary objective, and by the end of 2018 this share has increased to 22% - the highest level among OECD DAC countries.

Figure 3 EU targeted support funded through geographic instruments (w/o Spotlight Initiative) - contracted amounts per year⁶⁹



Source: Authors' calculation based on CRIS data.

The volume of EU support marked as gender sensitive (G1 marker) seems to have substantially increased in the first years of the period under review, but there was a stagnation after. It is worth noting, however, that the gender marker system has not been used in a consistent way across years and EU services, which might be an important limitation in the accuracy of this analysis. In GAP II, the EU set a target of 85% of the new programmes are marked as G1 or G2 (using the OECD gender equality policy maker system). The last GAP II report reviewed by the team (published in 2019) shows a steady progress towards this target, but the recent pace of this progress will be insufficient to reach the target by the end of 2020. In 2018, the number of new actions marked G1 or G2 reached: 55% in the Neighbourhood and Enlargement regions ('DG NEAR countries'), compared to 43% in 2017; 68% in the other regions ('DG DEVCO countries') compared to 66% in 2017, 59% in 2016 and 52% in 2015. These indicators give only a partial picture of the proportion of G1/G2 interventions in external action since they focus on the "number" of new actions without taking into account the size (financial volume) of these actions.

A similar trend, though more promising in some cases, is followed by the EU MS reviewed under this evaluation. In 2016, France reported 51% of new programmes as either G1 or G2, while they report 46% in 2017 and 50% in 2018. Germany reported 65% of new allocated funds to G1/G2 programmes in 2016, peaking at 72% in 2017 and then going back to 65% in 2018. Sweden, meanwhile, had reported 90% in 2015 and 88% by the end of 2018 of G1/G2 interventions. This decrease may have also stem from an increase in the quality of those projects that can justify a gender marker 1 after more attention has been put to mainstreaming.

The evaluation team has tried to analyse trends in the volume of EU support marked as gender sensitive (G1/G2). Several issues limit the possibility to carry out a comprehensive and sound analysis. In particular: i) it is not possible to easily extract information for all EU external actions in a consistent way at once⁷⁰; ii) the gender marker system has not been used in a consistent way across years and EU services; iii) any analysis of the distribution of funding per sector is strongly limited by the fact that sector categorisation itself (whether through the OECD DAC purpose codes or the EU internal sector codes) has not been made in a consistent way across years and EU services. The team has carried out a detailed inventory exercise, which including an extensive "cleaning" process aimed at reducing the margin of error and rendering the results of the analysis exploitable. While these results still need to be taken with care given all the existing limitations, the 'enhanced analysis' carried out by the team points to an increase in the volume of EU external action marked as G1 between 2014 and 2016 (from around 28% to 43%) and a stagnation between 2016 and 2018. The four biggest sectors in EU external action (Governance/Justice, Education, Agriculture/Forestry, Health)⁷¹ have followed the same trend and they alone explain to a large extent the

⁶⁹ Maternal health represents a big part of targeted support in 2014, 2016 and 2017. If these amounts are also excluded, an upward trend is even less apparent.

⁷⁰ There is also an issue of level of disaggregation. The contract level in the EU internal information system (CRIS) covers small contracts of a few thousands Euros (e.g. contracts related to visibility activities, grants to NGOs), larger contracts of a few million Euros (e.g. Technical assistance contracts, average budget support disbursements) and multi-million Euros contracts (e.g. Contribution to Trust Funds, large budget support disbursements). Moreover, it is not possible to extract information to see how the allocation to the EU Trust Funds were used in the same way as for the rest of the EU portfolio which results in risks of inconsistencies in the analysis.

⁷¹ Putting aside the support provided through the EU Trust Fund for Africa and the Madad Trust Fund, these four sectors represent around 40% of the EU external action during the period 2014-2018.

evolution observed at the overall level. The stagnation in funds marked as gender sensitive after 2016 is explained by a slower increase in these sectors as well as by an increased importance of the 'Infrastructure' (Transport, Energy) and 'Peace and Security' sectors in the overall EU portfolio which was not accompanied by a similar increase in funds marked as G1 in these sectors.

The results of this macro-level analysis are consistent with the evidence from other sources of information (interviews, review of project documentation), which, in particular, points to a higher degree of integration of a gender perspective in the social sectors (education, health) and limited progress in the areas more challenging for gender mainstreaming such as trade, infrastructure and private sector investment. The social sectors have traditionally been the ones where a higher level of attention has been placed on GEWE issues and interviews show that EU staff managing interventions in these sectors is generally more gender sensitive than their colleagues are.

The results of this macro-level analysis are also consistent with the evidence gathered from the team from other sources (e.g., interviews, review of documentation at global level), which points to an increased attention by the EU to gender mainstreaming in the Agriculture sector (and, more largely, in the Rural development sector). This increased attention is illustrated by the development of specific training on gender mainstreaming in this sector, but also by the partnership developed with organisations such as FAO, which have increasingly paid attention to GEWE in their actions.

Overall, the evidence gathered shows some improvements in the integration of a gender perspective in sector interventions, but not to the extent suggested by the gender marker system. The gender marker system presents two limitations. First, due to inconsistencies in the way it has been applied, it is not possible to make definitive observations on the extent of the evolution in gender mainstreaming in sector interventions.⁷² Second, the quantitative evolutions suggested by the marker system does not say much about qualitative improvements in the way a gender perspective has been integrated in the design of new interventions. While the evidence gathered from other sources (E-survey, interviews at the general level, GAP II reporting, interviews and documentary review carried out in the context of the case studies) points to some positive evolutions both in terms of quantity and quality, the pace of change has remained slow. Moreover, the document review and the interviews carried out show that the OECD/DAC Gender Equality Policy Marker System and sections on crosscutting issues in programming and project design templates are still often used reactively and hastily rather than as a planning guide.

Case studies reveal clear efforts made by some EUDs (e.g. *Zambia, Morocco*) to ensure an adequate integration of gender perspective in new sector interventions. The cases of *Jamaica, Colombia* and *Morocco* also illustrates an increased attention to the integration of GEWE-related indicators in the design of recent budget support interventions (see Volume IV and EQ6 below).

Table 4 below presents the results of a review of the action documents of randomly selected interventions marked as G1 in case study countries. All interventions selected correspond to programmable support (i.e. financed through the envelope for bilateral cooperation under the relevant EU geographic instruments). All action documents selected for the review were finalised after 2016 – i.e. after the launch of GAP II. The review highlights a high variability in the quality of gender mainstreaming in recent EU interventions. It also highlights some common pitfalls (e.g., limited explicit references to GEWE in the logframe and limited explanation on GEWE issues to be addressed) and good practices (see the *Zambia* case). In the case of Morocco, while the logframe still suffers from a very limited explicit gender dimension, the project documentation of the new EU programme on territorial development finalised in 2018 shows: i) a discussion on GEWE in the “cross-cutting section”; ii) references to the national strategic framework on gender equality and iii) references to past and ongoing EU interventions which also target GEWE-related objective. Similarly, the recent Support to the Youth programme in Morocco (reviewed in the context of the country case study and not presented in the table below) shows an advanced integration of GEWE issues in various parts of the intervention’s design and a coherence in the approach (with references to clear strategic anchor points such as the national framework on GEWE and cross-references to other EU interventions covering objectives in this area). Other sector interventions in Morocco where gender has been largely mainstreamed include the support programme to the justice sector, interventions in the PFM area, the support programme to the civil society and specific interventions on migration.

⁷² As highlighted above and further detailed in Volume III, the coding of the gender markers has suffered from many deficiencies during the period under review. Moreover, the evidence reviewed by the team did not allow to conclude on a general improvement in the way the EU interventions are encoded. As underlined under EQ2, this has important implications for accountability.

Table 4 Review of the integration of GEWE issues in selected action documents

	<i>Descr. of the action (objectives)</i>	<i>Logframe (mainstreaming)</i>	<i>Logframe (sex-dissagreg.)</i>	<i>Other sections</i>
	<ul style="list-style-type: none"> ● Medium <ul style="list-style-type: none"> - The programme will support the Government of Bangladesh to implement essential reforms on quality, access and governance in education sector, with focuses on two specific sub-sectors: primary education (including pre-primary education) and Technical Vocational Education and Training. - Objective 2 mentions "Improved and equitable access to primary education and TVET services." - Policy dialogue reference to reduced gender disparities of access and quality - Monitoring will include data system with appropriate disaggregation and evaluation 	<ul style="list-style-type: none"> ● Low <ul style="list-style-type: none"> - Of 15 Outputs only one that explicitly mainstreamed or targeted: increased female students and students with disability in TVET - 1 of 3 Outcomes: increased female students and students with disability in TVET 	<ul style="list-style-type: none"> ● Low <ul style="list-style-type: none"> - Only 1 impact indicator sex disaggregated (and most of the rest at this level could be) - Outcome 2 on equitable access in primary and TVET. Indicators are not sex disaggregated - Outputs level: most of the quantitative indicators are not sex-disaggregated (and could be), but the output related to % of female students in TVET is. - None of indicators related to teacher training are sex disaggregated - Reduction in rate of out of school children not sex-disaggregated - Implementation of MoE's gender and disability strategies 	<ul style="list-style-type: none"> ● Medium <ul style="list-style-type: none"> - Some references to GE in cross-cutting section. - Context section provides data on no. of female teachers but not as compared to no. of male teachers; discusses girls' participation but does not give no. of girl/boy enrolment. - Under problem analysis, there is section on access and equity. Good m/f enrolment and drop out data for primary and secondary but employment data is not sex-disaggregated. - Risk assessment mentions women's organisations as one stakeholder group, but does not say what their role is.
	<ul style="list-style-type: none"> ● Absent <ul style="list-style-type: none"> - States that GE is a significant objective but does not carry this through. - The purpose of this program is to consolidate the rule of law and democratic institutions in Chad with regard to the performance of the civil registration system and the intervention capacities of local authorities. - Objectives do not make reference to gender or inclusive governance. - Activities will work to States that will raise public awareness of the importance of civil status documents and systematic declaration of civil status events, but no mention of any differences between m/f in this regard. - For all activities and results, population is referred to as an aggregate group. 	<ul style="list-style-type: none"> ● Absent <ul style="list-style-type: none"> - Impact level result is not gender inclusive. - Specific objective is not gender inclusive. - None of results statement are gender inclusive or responsive. 	<ul style="list-style-type: none"> ● Low <ul style="list-style-type: none"> - One of four main impact indicators will be disaggregated by sex. - No specific objective indicators disaggregated by sex or gender-sensitive. - None of results indicators are disaggregated by sex. 	<ul style="list-style-type: none"> ● Low <ul style="list-style-type: none"> - Some (vague) references to GE in crosscutting section. - No mention of any GE issues related to governance in problem analysis. - Will strengthen capacity of CSOs, but no explicit mention of women's CSOs. - Stakeholder analysis mentions m/f citizens as beneficiaries. - No mention of GE as risk factor in risk assessment section.

⁷³ CRIS number: ACA/2017/39656 and ACA/2018/040-643.

⁷⁴ CRIS number: TD/FED/040-777

	Descr. of the action (objectives)	Logframe (mainstreaming)	Logframe (sex-dissagreg.)	Other sections
Colombia <i>Contrato de Reforma Sectorial para el Desarrollo Rural en Colombia - Fase II</i>	<ul style="list-style-type: none"> ● Absent - GE listed as significant objective but not integrated effectively. - Purpose is to support GoC to overcome the social and economic disadvantages of the country's marginalized rural regions and populations. - Specific objective is to contribute to the implementation of the rural development policy whose objectives are reduction of poverty and promotion of competitive, sustainable and inclusive growth in the Colombian countryside. (N.B. Rural poverty in Colombia is highly gendered in nature). - Expected results make no mention of gender or link between gender and rural poverty. - In results section, all indicators are aggregated by family groups only, but are inclusive of ethnicity (NB. This is also a key factor in rural poverty) 	<ul style="list-style-type: none"> ● Low - Atypical logframe (budget support) – includes detailed diagnostic (only one of which refers to GE related issues) and appears to be done by implementing institution as well as overall results categories. - Variable Tranche evaluation framework result 4 is to increase rural women's access to productive assets and housing, but this does not appear to be a direct part of the action's log frame so not clear how this will be applied. - One indicator area (5) notes that the data collection will track direct benefits to women but does not includes that would measure this. - Indicator 7 is that women will benefit from rural activities. 	<ul style="list-style-type: none"> ● Low - Only one indicator in entire programme addresses GE issues. Balance are all aggregated by families or population groups. - Indicator 7 states that 37,996 women will benefit (29.4% of the total) through land formalization processes; productive projects; peasant, family and community agriculture programs; financial instruments; agricultural extension services and rural housing. But no specific indicators provided to show how this would be measured for each category. 	<ul style="list-style-type: none"> ● Absent - No mention of GE in any aspect of the context and problem analysis sections. No mention of GE in other sections. - No mention of GE in intervention logic even though it mentions land ownership as an issue (n.b., there are significant GE issues related to land ownership) and migrant status – for the latter group there are significant gender differences in the situation of m/f migrants.
	Georgia <i>European Neighbourhood Programme for Agriculture and Rural Development (ENPARD III)</i> ⁷⁵	<ul style="list-style-type: none"> ● Low - Purpose: to promote inclusive and sustainable growth and development, creating employment and livelihoods for the poor and excluded. Special measures will help build the resilience of vulnerable people in remote regions, and to promote the economic and social empowerment of rural women. - Objectives are not that explicit with regard to GE. One mentions inclusive growth and development but none of the rest make any relevant mention of GE related objectives. This appears to be a disconnect with all of the GE related activities planned. 	<ul style="list-style-type: none"> ● Absent - Impact and Specific outcome indicators mention inclusive growth and the latter also creation and livelihoods for the poor (not sex disaggregated) 	<ul style="list-style-type: none"> ● Medium - Impact level not disaggregated despite fact that reduced rural poverty for women is explicit target - Specific Outcome objective level indicators are sex disaggregated - 4 of 6 Indirect output level indicators are disaggregated by sex - None of direct output indicators are disaggregated by sex

⁷⁵ CRIS number: ENI/2016/039-318

	<i>Descr. of the action (objectives)</i>	<i>Logframe (mainstreaming)</i>	<i>Logframe (sex-dissagreg.)</i>	<i>Other sections</i>
Kosovo <i>EU4Education</i> ⁷⁶	<p>● Low</p> <ul style="list-style-type: none"> - Action will contribute to development of a quality-based, all- inclusive and accountable education and training system - States that GE is a significant objective but none of the stated results mention GE. There is a mention of addressing needs of disadvantaged children (likely Roma, other minorities and poor in this context). - Women's CSOs to be involved in action when deemed appropriate. - States that the present action will support through the activities described the necessary implementation of the relevant framework by ensuring the equal participation of youth women, men, and people from disadvantaged groups. However, apart from minorities it is not evident how this will be done in the activities outlined. 	<p>● Absent</p> <ul style="list-style-type: none"> - Overall objective: To contribute to development of a quality-based, all-inclusive and accountable education and training system, in line with the best international practices. - Specific objectives make no mention of GE - None of specific objectives results statements make any reference to gender or inclusiveness 	<p>● Low</p> <ul style="list-style-type: none"> - 1 of 2 impact indicators disaggregated by sex - None of indicators for specific objectives disaggregated by sex - 2 of 14 indicators for specific objectives results are disaggregated by vulnerability group but none by gender 	<p>● Medium</p> <ul style="list-style-type: none"> - Some references to GE in crosscutting section. - Link of action with EU the objectives of the Bologna process and Declaration, and free access to all levels of education and training for all (especially for vulnerable groups, such as women, LGBTI and members of non-majority communities). - Problem analysis makes no mention of gender equality nor does it provide any relevant sex-disaggregated data.
Morocco <i>Programme d'appui au développement territorial au Maroc</i> ⁷⁷	<p>● Absent</p> <ul style="list-style-type: none"> - GE identified as significant objective but not effectively integrated in the objectives. - Programme's objective is sustainable improvement to living conditions and a reduction in regional disparities in rural and mountain areas. Specific objectives do not mention gender or being inclusive. - None of Results areas or objectives are gender responsive or inclusive in the stated result. - None of the principle activities mention gender 	<p>● Absent</p> <ul style="list-style-type: none"> - No explicit mention of GE at any of the results levels 	<p>● Absent</p> <ul style="list-style-type: none"> - No disaggregation of indicators by sex at any result level. 	<p>● Medium</p> <ul style="list-style-type: none"> - Discussion on GE in crosscutting section.⁷⁸ Clear references to the national strategic framework on GE. - Brief mention of m/f inequality in problem analysis but no reference re how m/f participation are affected by GE issues/values and how these will be addressed in action. - References to past and ongoing EU interventions which also target GEWE-related objective

⁷⁶ CRIS number: IPA 2018/041246/09/

⁷⁷ CRIS number: ENI/2018/041-398

⁷⁸ Cross cutting issues section indicates that planned action will contribute to women's access to healthcare, keeping girls in school and job creation for rural women, but also the strengthening of their influence within decision-making bodies at all levels of local government. It states that is will also support integration of gender approaches in planning, monitoring and evaluation systems for territorial development, at central, regional and local levels and that the formulation of this action paid particular attention to taking gender specificities into account in process and impact indicators. This is belied by the fact that none of the action results and indicators are disaggregated by sex and no related activities outlined.

	<i>Descr. of the action (objectives)</i>	<i>Logframe (mainstreaming)</i>	<i>Logframe (sex-dissagreg.)</i>	<i>Other sections</i>
Zambia: Support to the Sustainable Commercialisation of Zambia's Smallholder Farmers ⁷⁹	<ul style="list-style-type: none"> ● High - GE considered to be a significant objective - Gender integrated into all four results areas. - Activities for Results Areas – Three of the results areas specifies activities that are explicitly inclusive of women – in addition to men. 	<ul style="list-style-type: none"> ● Medium - Not mainstreamed at impact results level - Also not mainstreamed in Specific objective despite inclusion of GE in all Key results areas - Mainstreamed into outputs 1, 2, 3 and 4 	<ul style="list-style-type: none"> ● High - Incidence of rural poverty indicator at impact level will be disaggregated by sex - But again, is included in 2 key indicators for this specific objective - Almost all output indicators disaggregated by sex 	<ul style="list-style-type: none"> ● High - Clear references to GE in crosscutting section. Commit to further gender analysis, with a proposed focus on women's economic empowerment (especially access to inputs, services and assets) and nutrition (esp. mothers, female-headed households, adolescent girls). - Inclusion as risk factor in risk assessment section (but only in one area and likely to affect other key areas). Inclusion in lessons learnt section (but again could be expanded to fit other areas than the need for gender analysis)
	Pacific region: Pacific-European Union Marine Partnership Programme (PEUMP) ⁸⁰	<ul style="list-style-type: none"> ● Medium - States that GE is a significant objective and that it will contribute to SDG5 - Programme purpose is to support sustainable management and development of fisheries for food security and economic growth, while addressing climate change resilience and conservation of marine biodiversity. - Includes Inclusive economic benefits from sustainable tuna fishing - Indicates that the design also based on mainstreaming of human rights and gender equality through a rights-based approach toolbox to improve the livelihoods of men, women and youth in the region. But not always clear how this will be done. 	<ul style="list-style-type: none"> ● Medium - Two KRAs are gender inclusive, but this is not reflected in the action's logframe. - KRA2 = Inclusive economic benefits from sustainable tuna fishing increased through supporting competent authorities and strengthening private sector capacities to create decent employment. - KRA3 = KRA 3 – Sustainable management of coastal fisheries resources and ecosystems improved through better quality scientific information, legal advice, support, mentoring and empowerment at community level. - Overall impact objective has no reference to being inclusive - Same applies to the specific objective outcomes - 2 of 6 outputs make reference to either inclusive growth or empowerment of coastal communities 	<ul style="list-style-type: none"> ● Medium - Overall impact objective only measured in terms of growth of GDP. - Outcome indicators are not sex-disaggregated nor make any mention of GE or human rights - Three outputs indicators are sex-disaggregated (from total of 14, of which two more could be reasonably expected to be sex-disaggregated).

Legend: ● High clear integration of GEWE ● Medium some direct references to GEWE ● Low a few (light) direct or indirect references to GEWE ● Absent no GEWE dimension explicitly mentioned.

Source: Authors' analysis of action documents from selected interventions in case study countries

⁷⁹ CRIS number: ZA/FED/039-612

⁸⁰ CRIS number: FED/2017/38828

In general, the evaluation also reveals many limitations in the way gender has been mainstreamed in EU external action in recent years. Country case studies and responses to the evaluation's *E-survey* highlighted the tendency to reduce gender sensitivity to a simple perspective emphasising sex-disaggregated data, identification of women as a target group, and concentration on economic rather than more fundamental social, cultural, and political aspects of GEWE. A 2017 internal assessment on the use of gender analysis in action documents has shown that only 5% of the 86 Action Documents reviewed over the period Oct. 2016 - Apr. 2017 have done very well with regard to the incorporation of a gender perspective. This echoes the findings emerging from various country case studies.

Various measures have been implemented at HQ level to enhance the integration of a gender perspective in sector interventions; however, they still face important limitations. To improve gender mainstreaming, the EU has taken various measures at HQ and EUD level since 2014. At the Overall level, the EU has invested in increasing the availability of gender analysis (see above JC31) as well as in expanding gender training (see EQ2). There have also been improvements in the way gender is mainstreamed in EU procedures. In particular, in the last two years, some adjustments have been made to the DG DEVCO "Companion to financial and contractual procedures" to better include references to GEWE and the action document template used for the design of new interventions to better integrate a human rights-based approach, which is also used by DG NEAR. The Quality Review process applied during the formulation of new interventions has been updated to strengthen the attention given to GEWE during this process. In DG DEVCO, a specific team of external gender experts has been mobilised to enhance the integration of a gender perspective in action documents. DG NEAR has also put efforts into integrating GEWE in action documents by mobilising internal efforts, and even having a full-time person dedicated to this for the ENI East region. As highlighted in EQ2, the reporting template used for EAMRs has also been substantially reviewed through joint work of both DGs to give a more prominent place to GEWE.

The update of various guidance documents through joint work between DG DEVCO and DG NEAR (e.g., on budget support) has offered the opportunity to the EU to strengthen the integration of GEWE dimension in these documents. Some thematic units specifically at DG DEVCO have also produced specific guidance such as the "Because Women Matters" guideline that was developed in 2017 (and updated in 2019) to enhance the integration of a gender perspective in the 'Food Security, Nutrition, Agriculture and Rural Development' sector.

Interviews highlight some positive contributions of all these measures to enhancing gender mainstreaming in EU external actions. Respondents to the *E-survey* from EU delegations have also acknowledged that internal processes are increasingly conducive to gender mainstreaming, particularly in what relates to identification and formulation of new interventions, highlighting the usefulness (for gender mainstreaming) of specific sections on cross-cutting issues in action document template.

However, interviews and documentary review also reveal that there is scope for increasing more substantially the attention to GEWE in EU procedures. Not all sector guidance put a strong emphasis on GEWE. The integration of a GEWE dimension in the action document template still does not give it a prominent place in the design of new intervention.

Regarding the QRM process, while there is evidence of some positive effects on the integration of a gender perspective, interviews reveals that the cost-effectiveness of the measures established is not high. Due to the fact that review by (internal or external) gender experts during the QRM process often comes "late" in the design process, it tends to push EU staff in charge of the design of new interventions more towards tick-boxing than ensuring a qualitative improvement in the way a gender perspective is integrated in the intervention. Moreover, although the team could not measure this in a precise way, some interviewees highlighted that the involvement of (internal or external) gender experts in the QRM process is still far from being systematic.

Measures implemented at the local level to ensure a qualitative improvement in gender mainstreaming appear to have been more effective than some of the ones adopted at HQ; overall, the availability of in-house gender capacity and strong push from the senior management remain the main determinants of gender mainstreaming in sector interventions.

Some EUDs (e.g., TCD) have established a 'gender task force' involving staff from various sector teams to discuss the integration of GEWE into new sector interventions and planning specific GEWE-related spending or non-spending actions. While their degree of formalisation (incl. the frequency of meetings) varied over time and from one EUD to another, such task force has proved to be useful to strengthen the role of the GFP in supporting his/her colleagues in enhancing their work on GEWE. As also described in EQ2, other EUDs (e.g., TUN, KOS) have resorted to an external technical support mechanism to accompany EUD staff in the integration of a gender perspective into new interventions. The support was provided either by a national/regional NGO (KOS) or by private consultants (TUN).

Several EUDs also mobilised ad hoc gender expertise in the context of formulation missions. In these cases, the team mobilised for the formulation of the new intervention integrated a gender expert, which sometimes

was also mobilised to carry out additional awareness activities among EUD staff such as training or review of log frames.

Overall, the information gathered through interviews underlined the importance not only of having dedicated gender expertise mobilised during the design of an intervention, but also that the experts mobilised have a good understanding of the local context.

Responses to the GAP II survey to GFP highlighted the fact that the incorporation of gender analysis in the project design is considered by the GFP as the most difficult part of gender mainstreaming. The 2017 internal assessment on the use of gender analysis in action documents of new interventions showed a positive correlation between the availability of sound gender analysis and the integration of a gender perspective in the design of new interventions. Yet, the documentation reviewed by the evaluation team in the context of the case studies highlights a persisting limited number of explicit references to gender profiles/gender analyses or other sources of gender evidence in the project documentation of new interventions pointing to a very low uptake of the available gender analyses by EU staff (see also JC31).

Albeit quite effective, most of the above measures implemented at the local level faced some limitations. In KOS, interviews highlighted that the external support could not be fully used because of a lack of appetite for gender mainstreaming among EUD staff and the fact that a GFP cannot compensate for that. In all cases reviewed, the external support has always proved to be useful, but the GFP had to invest a lot of energy and time to “create the demand” because many colleagues were reluctant to make additional efforts regarding gender mainstreaming. They saw this external support as an additional layer of complexity which added up to the already heavy process of formulating a new intervention. The results of the 2017 internal assessment on the use of gender analysis in action documents highlighted that: “*GFPs are often consulted but cannot take over the responsibility of all her/his colleagues to make their action documents gender responsive*”.

In summary, the evidence gathered, including through interviews (with EUD, EU MS local representation and other stakeholders), point to the weak EU gender capacity available at EUD level to be the main limiting factors to gender mainstreaming. This weak capacity is related to both: i) limited expertise available, incl. limited basic gender awareness of EU staff; and ii) limited time available of all staff (including those with advanced level of expertise).

Moreover, when available, expertise available (e.g., GFP with specific expertise in the area GEWE) is not often taken into account in programming discussions involving medium/senior management, which limit the integration of GEWE already in the very first steps of the project cycle. Overall, the evidence gathered through interviews point to a limited integration of GEWE throughout the project cycle (incl. during implementation and M&E). Again, the limited availability of gender capacity within the EU as well as at the level of the other main stakeholders involved (e.g., implementing organisations, national partners) appears to be the main explanatory factor (see also EQ2).

As shown in some countries (e.g., COL), partner country’s interest has also played a determinant role. A positive shift in the perception of national authorities of the importance of integrating GEWE in national policies has allowed the EUD to transform a gender-blind support into a gender-sensitive one in just a few years (see Volume IV).

JC3.3 Mainstreaming in non-spending actions

JC 3.3 GEWE is adequately mainstreamed in non-spending actions.
<p><u>Main findings:</u></p> <ul style="list-style-type: none"> • The introduction of GAP II has strengthened the EU’s engagement in policy dialogue, including high-level dialogue, on GEWE. • However, EU engagement in policy dialogue at country level has often consisted more in general advocacy on GEWE issues than concrete discussion of national priorities in the area of GEWE and how the EU can contribute to addressing them.

Overview of sources of information and evidence base

I-3.3.1 Degree of integration of a gender perspective in high-level (political) dialogue, including human rights dialogue			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory

Review of Enlargement Progress Reports (2010-2019), GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	EU HQ (DEVCO, NEAR, EEAS, EU MS) and international organisations	See country-level E-Survey reports (see <i>Volume IV for further details</i>)	<i>Not a source</i>
Case study level – main sources of information			
Document review		Interviews	
Various documents (e.g., EAMRs, GAP II reporting) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>) as well as in the budget support thematic case study		Interviews with various stakeholders at country level (see case study reports)	
I-3.3.2 Evidence of mainstreaming in dialogue related to budget support and other forms of (policy) dialogue at sector level, from technical to senior level			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Review of Enlargement Progress Reports (2010-2019), GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS.	See country-level E-Survey reports (see <i>Volume IV for further details</i>)	<i>Not a source</i>
Case study level – main sources of information			
Document review		Interviews	
Various documents (e.g., EAMRs, GAP II reporting) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>) as well as in the budget support thematic case study		Interviews with various stakeholders at country level (see <i>Volume IV for further details</i>)	
I-3.3.3 Degree of responsiveness of the EU's engagement with gender to the level of political will in partner countries			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Review of Enlargement Progress Reports (2010-2019), GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS.	See country-level E-Survey reports (see <i>Volume IV for further details</i>)	<i>Not a source</i>
Case study level – main sources of information			
Document review		Interviews	
Various documents (e.g., EAMRs, evaluation, project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)		Interviews with various stakeholders at country level (see <i>Volume IV for further details</i>)	
I-3.3.4 Evidence of improved programming/design due to the increased integration of a gender perspective in policy dialogue			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Review of MIPs	Mostly EU HQ: DEVCO, NEAR, EEAS	<i>Not a source</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review		Interviews	
Various documents (e.g., EAMRs, evaluation, project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)		Interviews with various stakeholders at country level (see <i>Volume IV for further details</i>)	

(I-3.3.1, I-3.3.2, I-3.3. & I-3.3.4) Main findings and related evidence

<p>This section covers the following indicators:</p> <ul style="list-style-type: none"> • I-3.3.1 Degree of integration of a gender perspective in high-level (political) dialogue, including human rights dialogue • I-3.3.2 Evidence of mainstreaming in dialogue related to budget support and other forms of (policy) dialogue at sector level, from technical to senior level • I-3.3.3 Degree of responsiveness of the EU's engagement with gender to the level of political will in partner countries • I-3.3.4 Evidence of improved programming/design due to the increased integration of a gender perspective in policy dialogue
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The introduction of GAP II has strengthened the EU's engagement in policy dialogue, including high-level dialogue, on GEWE. In general, interviews and the documentary review (e.g., EUD reporting to HQ) show that the EU and EU MS have increasingly integrated gender into policy dialogue, including dialogue at high level. The case studies reveal many examples where Heads of Delegation have raised GEWE-related issues in their dialogue with national counterparts, revealing the high level of visibility of such efforts and the potential role they can play in strengthening actions supported in the context of specific EU-funded interventions. (I-3.3.1, I-3.3.2)

Around 40% of the EUD and EU MS respondents to the E-Survey, and a slightly higher share of the other respondents, strongly agrees with the assertions: i) “overall, the EU has the capacity influence the dialogue related to gender equality”; and ii) “the EUD has been actively engaged in policy/political dialogue focussing on gender equality”. In general, a large majority (>80%) agrees at least to some extent with these assertions. A similar large majority of respondents also perceived some increase in EUD's engagement in dialogue related to GEWE since 2014. Regarding the integration of GEWE into dialogue related to other sectors (or in general dialogue at country level), the responses are still largely positive, but, a higher share of respondents (28%) are of the opinion that this has not been the case, or only to a little extent. (I-3.3.1, I-3.3.2)

As highlighted in the GAP II reporting and confirmed through interviews, GEWE and the implementation of the WPS agenda has been standing items of political and human rights dialogues/sub-committees⁸¹ during the period under review. VAWG, including in fragile and conflict-affected contexts, has been a major point for discussion in these dialogues. According to interviews with EEAS⁸², the discussions that took place in the context of the human rights dialogues covered multiple levels: review of the legal and policy framework, and, in some instances, discussions on practical measures to implement policies and the allocation of gender-responsive resources. The EU has also engaged in ad hoc discussions on GEWE issues (e.g., in relation to the WPS agenda or issues of women's economic empowerment) with regional/inter-governmental bodies such as the African Union. (I-3.3.1)

At the global level, the EU was active in multilateral fora during the period under review. This includes participation of European actors (EC/EEAS and EU MS) in the annual session of the Commission on the Status of Women, the quarterly sessions of United Nations Human Rights Council and the annual session of the United Nations General Assembly's Third Committee. The EU has also actively advocated for GEWE in other fora such as NATO and the G7 Summit. (I-3.3.1)

However, EU engagement in policy dialogue at country level has often consisted more in general advocacy on GEWE issues than concrete discussion of national priorities in the area of GEWE and how the EU can contribute to addressing them. The evidence gathered through the case studies or the review of the general documentation (e.g., GAP II reporting) shows a strong engagement of EUD and EU MS staff in special events organised at country level such as the ones frequently organised around the International Day for the Elimination of Violence Against Women in November and the International Women's Day in March of each year. Top management (Ambassador or Head of cooperation level) have often actively taken part in these events. In several instances (e.g., KOS, TCD), there has also been ad hoc exchanges between the EU top management and “key influencers” at national level such as women parliamentarians. (I-3.3.1, I-3.3.2)

However, given the limited integration of GEWE into bilateral (geographic) programming, dialogue on GEWE has often represented more an opportunity to make joint hortatory statements than an opportunity to discuss strategic options and how to pursue shared goals through cooperation. In the reviewed countries, the EU engagement in GEWE-related high-level dialogue has had the tendency to be only weakly connected from the EU support provided through bilateral programmes. Instances where strong policy dialogue took place are limited to a few cases (e.g., MAR, TCD) where large GEWE-targeted support programme were implemented by the EU. (I-3.3.4)

⁸¹ It is worth noting that the number of human rights dialogues (incl. formal human rights dialogues, informal human rights consultations, exploratory talks) with partners countries has increased from 48 in 2016 to 59 in 2019.

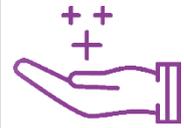
⁸² The evaluation team has not been granted access to the content/reports of these dialogues.

The example of Colombia (Agriculture / Rural Development sector) shows that the integration of GEWE into budget support (through specific indicators) has created strong opportunities for policy dialogue on GEWE. However, in general, from a beneficiary point of view (and sometimes from EUD staff point of view also), GEWE is often a minor irritant, which may also mean that it is not being presented well with a solid, evidence-based rationale behind it that shows how the country will directly benefit from addressing GEWE issues. As a result, gender mainstreaming in sector dialogue and budget support has usually been limited. (I-3.3.2)

The fact that gender is often not high on the priority list of partner countries' governments partially explains the general limited scope/depth of the GEWE-related policy dialogue that took place in recent years. An EUD respondent to the E-survey explains: *"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'."* As also discussed under EQ1 and EQ5, EU's engagement with national women's machinery has often been limited, and that machinery (despite EU support to it in a few instances) has often been marginalised in the broader partner country institutional framework. While some exceptions exist (e.g., MAR) and despite a strong partnership at the global level, there is limited evidence that UN agencies (e.g., UN Women) and European actors at country level (EUD and EU MS local embassies/agencies) have established a strong joint approach to policy dialogue in the area of GEWE. (I-3.3.3)

4 EQ4 – Coordination and EU added value

EQ4 - To what extent has the EU maximized the EU added value and European cooperation potential in external action related to GEWE?



This Evaluation Question (EQ) covers issues related to Coordination and EU added value, and the analysis was structured around three Judgement Criteria (JC):

- **JC 4.1** European actors (e.g., EC + EEAS + EU MS + EU agencies) have established functional **coordination mechanisms** covering GEWE in the areas of policy planning, prioritisation, research and monitoring and evaluation.
- **JC 4.2** European actors' actions on GEWE are **complementary** at local, country, regional and global levels.
- **JC 4.3** Commission support **added benefits** to what would have resulted from action taken by the EU MSs on their own.

The assessment of each JC builds on a set of specific indicators. The sections below present: i) the main sources of the evidence underpinning the JC assessment; and ii) the main findings and evidence identified per indicator.

For further details on the evidence gathered by the team, please refer to the relevant annexes.

JC4.1 Coordination mechanisms between European actors

JC 4.1 European actors (e.g., EC + EEAS + EU MS + EU agencies) have established functional coordination mechanisms covering GEWE in the areas of policy planning, prioritisation, research and monitoring and evaluation.

Main findings:

- In international fora, the EU and EU MS generally, but not always, speak with one voice on GEWE.
- At the country level, EU Delegations and EU Member States' embassies use informal and formal public and political events, such as launch events for programmes or campaigns to feature gender equality issues exclusively or prominently.
- At HQ level, joint activities between European actors, e.g., EC, EEAS, EU MS and EU agencies have been mainly confined to the exchange of ideas and GEWE related training, and to a lesser extent to the joint development of strategy and policy monitoring.
- The value of twice-yearly EU MS group of gender experts mostly lies in exchange of experience and lessons, in networking as such, thus providing inputs also in further developing own approaches.

- At the country level, overall coordination between the EU and EU MS is usually good.
- Beyond joint contributions to GAP II reporting and a small number of joint efforts in the context of the production of gender analyses at partner country level, joint European GEWE-related initiatives in the area of monitoring, evaluation and research at HQ, regional and country level remain limited.
- There have been genuine efforts to integrate GEWE in EU joint programming although the degree and quality of gender mainstreaming in joint programming varies from one country to another.

Overview of sources of information and evidence base

I-4.1.1 Frequency and quality of exchanges on GEWE within the existing EU networks at HQ level			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS and EU MS.	See E-Survey HQ level report (see <i>Volume III for further details</i>)	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Mostly EUD staff (see <i>Volume IV for further details</i>)		
I-4.1.2 Quality of GEWE related mechanisms in place for joint planning at policy level and, where relevant, joint programming (prioritization at country and regional level)			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation, EU Joint Programming Evaluation (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS	See E-Survey reports (see <i>Volume III for further details</i>)	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Mostly EUD staff and EU MS officials at country level (see <i>Volume IV for further details</i>)		
I-4.1.3 Number of GEWE related joint initiatives carried out in the area of monitoring, evaluation and research			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation, EU Joint Programming Evaluation (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS. EIGE, international organisations, CSO networks.	See E-Survey reports (see <i>Volume III for further details</i>)	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Mostly EUD staff and EU MS officials at country level. (see <i>Volume IV for further details</i>)		

(I-4.1.1) Main findings and related evidence

This section covers the following indicator:

- I-4.1.1 Frequency and quality of exchanges on GEWE within the existing EU networks at HQ level

At HQ level, joint activities between European actors, i.e. EC, EEAS, EU MS and EU agencies are mainly confined to the exchange of ideas and GEWE related training, and to a lesser extent to the joint development of strategy and policy monitoring. EEAS as well as each Commission Directorate / Division and each EUD have appointed Gender Focal Points (GFP) who have played an important role in advising and coordinating all efforts and actions related to the implementation of GAP II. The Common Security and Defence Policy (CSDP) missions and operations already had a GFP.

The EU has set up functional coordination mechanism covering GEWE at HQ level. In particular, since 2016, main EU services involved in external relations (DEVCO, NEAR, ECHO, FPI, EEAS) are meeting on a weekly basis to discuss GAP II implementation. Other “contributors” to GAP II reporting (e.g., DG Trade) were also invited, but they came only a few times. Coordination mechanisms, however, do not fully achieve their potential yet in making an effective contribution to policy monitoring and joint development of strategy. GFPs from EUDs, CSDP missions and HQ (DEVCO, NEAR and FPI) gather during a few days once a year in Brussels to exchange information and good practices. This event has been a useful opportunity to discuss and collectively reflect on the implementation of GAP II, including on issues such as gender mainstreaming in EU external action and the role of media in addressing VAWG.⁸³

According to one interviewee, coordination related to GAP II implementation has been “constant”, but the “content and quality of the discussions depended a lot on the individuals present in the meetings”. The fact that some services have several GFPs with no clear hierarchy/division of role between them has sometimes hampered the quality of the discussions within the existing coordination mechanisms.

Some collaboration between EC services and the European Institute for Gender Equality (EIGE) has also taken place. In 2013, shortly after starting its activities (in 2010), EIGE initiated its cooperation in the enlargement region funded by the Instrument of Pre-Accession Assistance (IPA). According to some interviewees, the GFPs in EUDs in the Western Balkans region and Turkey, as well as from DG NEAR, DG JUST and EEAS have emerged as an increasingly important stakeholder group and key partners for EIGE. Under its score of IPA-funded project EIGE coordinates a Regional Platform for Cooperation of EU Candidate Countries and Potential candidates bi-annually and gathers GEWE key national stakeholders from GEWE mechanisms, National Statistical offices, EUD GFPs, representative persons from DG NEAR and DG JUST, civil society, and international community. The Regional platform allows for IPA beneficiaries to share updates in the area of GEWE, receive updates from the EU on GEWE, but also discuss lessons learned and good practices.

As for EU MS, there has been close cooperation in the context of the twice-yearly EU MS group of gender experts as well as between some of them and EEAS on training related to WPS. At EU level, some exchanges on GEWE also took place in CODEV meetings. Moreover, EU MS have been strongly involved in the development of external action financing instruments, including in the setting of targets such as the 85% target related to the number of EU-funded interventions marked as G1 or G2 in the OECD policy marker system (see EQ2).⁸⁴

The EU MS case studies (see Volume IV) show that:

- *Sweden*, for example, has regularly participated in the Gender focal point network at the EU level and tried to contribute to its work as much as possible, including by, inter alia, providing concrete input and proposing links to the discussions and meetings of the EU Task Force for Women, Peace and Security. The gender team in the Policy support unit at Sida saw scope to further increase the frequency of exchanges on GEWE with the EU team at DG DEVCO and the relevant networks.
- For *France*, EU coordination, particularly meetings of the EU Gender Expert Group, is considered useful. They allow France to get up to date information on the implementation of the GAP. Furthermore, it is considered to be a useful space for information exchange, enhancing synergies and coordination among peers. As such, it provides useful lessons and networking to support France’s own approach to integrating GEWE in its foreign policy. For example, the exchanges have helped to coordinate shared positions in the context of the G7, which France presided in 2019.
- *German* institutional actors have regularly participated in EU Gender Expert Group meetings. During recent years, participation of the BMZ gender thematic unit at EU gender related meetings in Brussels seems to have decreased. However, a mandated participation from GIZ on behalf of BMZ

⁸³ See <https://www.eulex-kosovo.eu/?page=2,11,1096>

⁸⁴ See also [http://www.europarl.europa.eu/RegData/etudes/BRIE/2018/628251/EPRS_BRI\(2018\)628251_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/BRIE/2018/628251/EPRS_BRI(2018)628251_EN.pdf)

made the information exchange between the EU and the BMZ possible. At country level, the EU coordination efforts, learning and exchange on gender issues are also appreciated.⁸⁵

However, some EU MS highlighted that, while the EU has set up functional coordination mechanism covering GEWE, these mechanisms do not fully achieve their potential yet in making an effective contribution to policy monitoring and joint development of strategy and guidance for the implementation of EU commitments in the area of GEWE. Several interviewees saw a stronger role and added value for the EC to expand on the current HQ level exchanges in order to strengthen the sharing of lessons learned, discuss division of labour and to work together more closely. According to the views of one EU MS, the value of the EU Gender Expert Group would increase further if the group's gatherings would be used more to prepare and coordinate the positioning of the EU and Member States in multilateral fora. In the perspective of another EU MS, to increase effectiveness, gender equality in all EU external action would need to be higher up the political agenda and subject to more horizontal and strategic discussions and coordination in the EU system.

According to the E-Survey Report at HQ level, the overwhelming majority of respondents are of the view (98%) that EU support has promoted the development of joint actions with other international development partners, incl. EU Member States, to a great or some extent.

(I-4.1.2) Main findings and related evidence

This section covers the following indicator:

- I-4.1.2 Quality of GEWE related mechanisms in place for joint planning at policy level and, where relevant, joint programming (prioritization at country and regional level)

At country level, in most cases, the identification of GAP II priority objectives was made jointly by EUDs and relevant local EU MS embassies/agencies. The evidence from the country case studies shows good overall coordination between the EU and EU MS; however, the situation varies from one country to another and the number of joint support initiatives remain limited. The table below presents selected findings from the case studies.

Table 5 Summary of case studies' findings on coordination and complementarity at country and regional level

<i>Country/region</i>	<i>Coordination mechanisms between European actors</i>	<i>Complementarity between European actors</i>
Enlargement & Neighbourhood		
<i>Kosovo</i>	EUO and EUSR work closely together on gender issues, though EUSR appears to have more expertise, more visibility and is significantly more politically engaged	Complementary is evident between the IPA- and EIDHR-funded interventions and the activities of EU MS, notably Sweden (SIDA), Austria (ADA) and the Netherlands, with some level of synergy achieved in a few cases
<i>Georgia</i>	The EU and Sweden are lead donors co-chairing the informal donor coordination group on gender issues. There is, however, no formal division of labour in GEWE	A concern, discussed in some reports (e.g., ROM), is that multiple donors are supporting the IAC and GeoStat, with potential for duplication, inefficiency, and confusion.
<i>Morocco</i>	Overall, there has been a good level of coordination between the EU and EU MS. An EU "Working Group" on Gender was established in 2015. The group met regularly (more than 4 times per year although the frequency fluctuated from year to another) and appears as one of the most active donor working groups in Morocco.	In addition to some progress towards EU joint programming, there has been some recent promising examples of synergies, particularly through the provision of budget support, created between EU and EU MS efforts in the area of GEWE. However, there is no evidence that the EU and EU MS have been jointly engaged in dialogue with national authorities on sensitive topics related to GEWE.
<i>Enlargement region</i>	Interviewees characterised information flows between Brussels and EUDs as good, but mentioned, as well, the frequently encountered problem that EUDs feel they receive insufficient information regarding (and control over) regional programmes designed by and managed from Brussels.	A number of EU MS (e.g., Sweden, Austria) are active in VAWG in the region. The EU, Sweden, and Austria have provided complementary support to the same organisations working in the area of VAWG, which has indirectly created synergies between these actions. However, there is no evidence that synergies were actively sought between the actions of the European actors.

⁸⁵ EU MS case study notes Sweden, France, Germany.

Country/region	Coordination mechanisms between European actors	Complementarity between European actors
Africa		
<i>Zambia</i>	European actors have jointly agreed objectives related to gender interventions in Zambia at local and country levels. There is coordination with EU MS across all areas as they continue to work closely on GAP reporting and updating of Civil Society Roadmap. There is especially close coordination with respect to SGBV at local and country levels.	The gender dimension is included in all EU MS policy dialogues and in dialogue with the Zambian government. EU/MS are in regular dialogue with CSOs working on gender issues (EUJSP). The gender donor coordination mechanism (Gender Cooperating Partners Group) is now chaired by GFP/EUD
<i>Chad</i>	The EU and some EU MS active in the area GEWE have developed a GAP for Chad; while it supported information sharing, it did not serve as a framework for strategic planning or monitoring of European efforts in this area. No coordination mechanism has been established between donors on GEWE issues	No EU MS contributed to the last annual GAP II reporting exercise. There have been some attempts to integrate GEWE issues in the joint programming activities that took place in 2019.
Asia		
<i>Bangladesh</i>	There appears to be little or no coordination amongst GFP at EUD and MS embassies other than fleetingly in the context of GAP reporting. While several EU MS (Denmark, Germany, the Netherlands and Sweden) contributed to the latest GAP II reporting exercise, this reporting is regarded as cumbersome and largely irrelevant by MS interviewed as they already report annually to their HQs.	The EUD and MS GFP coordinate their work under the supervision of Development Counsellors. There have been also exchanges between Heads of Mission on the efforts of the European actors in the area of VAWG.
<i>Myanmar</i>	There is no formally agreed division of labour in the specific area of GEWE but coordination takes place with regards to funding and non-funding actions of the EU and EU MS. For example, the EU and EU MS coordinate to send common statements in key days of the calendar: one EU MS takes the led in each event and then all send out common public statements.	There is a high level of complementarity and synergies exist in the strategic approaches. Development Partners started engaging in Joint Programming in late 2012, with a joint analysis. At the level of interventions, the EU and several MS have contributed to joint programmes with a strong gender commitment
<i>Afghanistan</i>	There is no formally agreed division of labour, but regular consultation and coordination took place among European actors. The EUD coordinated positions with EU MS and other donors in the policy dialogues around the GMAF indicators 2019-2020 on NAP 1325. Due to the security situation, it was not possible to continue with the EU+HRG working group, which was a long-standing mechanism for cooperation with the EU member states and other missions in Afghanistan.	Evidence of synergies achieved between the actions of European actors at country/regional level in the area of GEWE is available to a limited extent. In September 2018, the EU and MS released the new Roadmap for engagement with the civil society in Afghanistan 2018-2020. The EU and MS follow similar policies and approaches to women empowerment and are perceived as having a have a common agenda on gender.
Latin America		
<i>Colombia</i>	Coordination and consultation on GEWE have become more systematic in recent years, following alignment of EUD GEWE objectives with GAP II Action Plan and with national agenda for post-conflict development. Since 2017, the coordination and articulation between the EUD and EU MS takes place in the frame of the multi-donor International Working Group on Gender Equality (IWGG)	There is no evidence of a formal division of labour among EU MS but ad hoc efforts can be traced back to 2013, when GEWE division of labour was ensured through the EU delegation, as chair of the donor cooperation group. Evidence was found of a tendency by EU MS to consider GAP II as an EC framework (rather than an EU one) and assume a passive role with regard to its requirements.

Country/region	Coordination mechanisms between European actors	Complementarity between European actors
Brazil	The EU has deployed efforts towards effective coordination and consultation on GEWE between European actors at local, country, regional and global level. However, this coordination has not been based on formal mechanisms, but rather happens ad hoc and through concrete GEWE actions.	The EU has strong GEWE convening power, which has reinforced complementarity and synergies between actors. Interviews highlighted that the EUD's initiative to align GAP II priorities to the Brazilian context in consultation with CSOs and MS (in the framework of two existing sector dialogues: human rights and cooperation) had been useful for stronger collaboration.
Caribbean & Pacific		
Jamaica	There is no EU-MS with a development portfolio and budget. For this reason, collaboration around gender issues has been sporadic, although thanks to EUD efforts, it reached momentum in the context of GAP II and drafting of the EU-funded Gender Country Profile	As there was no cooperation between the countries represented and other MS (except for the UK) there was scarce opportunity for joint programming or reporting on gender indicators. Throughout 2018, EUD continued to mainstream GEWE issues in meetings with EU-MS and government interlocutors.
Pacific	There are only a few Member States working in the region, the primary ones being Germany through GIZ and Sweden, and the UK prior to Brexit. The big players in the region are Australia and New Zealand. The EU, however, does participate in a multi-stakeholder gender equality coordinating group. It is led by the SPC and facilitated by UN Women.	The EU and EU-supported actors are working on several projects in the target countries covered by the Root Causes project and in the region that have complementary objectives. At the regional level there are complementary actions funded under the European Instrument for Democracy and Human Rights EIDHR and the CSO-LA budget lines.

Source: Country Case Study Notes

There have been genuine efforts to integrate GEWE in EU joint programming although the degree and quality of gender mainstreaming in joint programming varies from one country to another. The GAP II Report 2018 presents a generally positive balance sheet of coordination, including in terms of EU joint programming, highlighting that EU Delegations and EU Member States took more active steps towards burden-sharing through joint programming on a range of gender equality issues in several partner countries, such as Albania, Egypt, Moldova, Tunisia and Ukraine.

Overall, however, the GAP II Report addresses joint programming only in passing. Palestine is given as the only concrete example where “*the new ‘Gender Country Profile’ contained recommendations on the use of the GAP II’s objectives and informed the EU’s joint programming results-oriented framework for 2017-2020, which was extensively sex-disaggregated*” (p. 18).

The Evaluation of the EU Joint Programming process (2011-2015) highlighted these differences among countries as well. The evaluation mentions that though EU values of respect for human rights, rule of law and gender equality were included in a number of joint programming processes and documents, the degree to which they were operationalized in the form of performance or results frameworks or targets varied. In addition, though gender equality was addressed at that time in a number of documents, only a few countries made reference to specific gender studies and programmes.⁸⁶

A more recent EU document re-emphasises that “*Joint Programming processes should integrate GAP objectives in order to move towards gender equality and women’s empowerment as a key driver of inclusive sustainable development and economic growth. Joint programming provides a paramount opportunity to speak with one voice and strengthen coordination on gender equality and women’s rights*”.⁸⁷

In several countries, joint programming in the area of GEWE is already under way. For example, in Burkina Faso the EU and MS agreed on a detailed work plan, provisions for close cooperation and coordination, including a mapping of gender-related interventions that is de facto an outline for a division of labour.⁸⁸ Gender is also prominently and comprehensively included in joint programming for Honduras based on a 2018 gender analysis,⁸⁹ and – in a less detailed approach – in joint programming for Senegal.⁹⁰

⁸⁶ European Commission (2017): Evaluation of EU Joint Programming Process of Development Cooperation (2011-2015)

⁸⁷ EU (2020): Joint Programming and the EU Gender Action Plan.

⁸⁸ EU (2017): Burkina Faso - Stratégie conjointe de l’Union européenne et des Etats membres 2017-2021

⁸⁹ EU (2019): Honduras - Documento de programación conjunta 2019-2022 de la Unión europea, sus estados miembros y Suiza.

⁹⁰ EU (2018): Senegal - Document de Stratégie Conjointe Européenne pour le Sénégal, 2018-2023.

Several examples of joint programming are also evident for the countries included in the sample, with the strongest evidence present for Morocco and Myanmar.

Box 2 *Joint programming in selected countries*

In **Morocco**, discussions around joint programming started in 2016. After a period of low activity, they were revived in 2019. According to interviews, joint programming efforts faced various challenges related to diverging programming cycles, sometimes rapidly evolving EU MS political priorities and the general cooperation context in Morocco where bilateral relations play a more prominent role than multi-partner/multi-donor frameworks and entail a strong political dimension. Main EU MS participating in joint programming efforts include Belgium, Denmark, France, Portugal and Spain. Belgium, Denmark and France have been particularly active in discussions with the EUD on GEWE-related subject in the last two years. In recent years, the EUD has also been pro-active in involving EIB in joint programming efforts. (source: interviews, EAMRs and GAP reporting)

Development Partners in **Myanmar** started engaging in Joint Programming in late 2012, with a joint analysis. According to interviews, since then, they have endorsed The Joint Transitional Strategy for Myanmar 2014-2016, providing a country analysis, setting out an indicative Division of Labour between sectors and provisional financial allocations. The Joint Programming partners in Myanmar are Czech Republic, Denmark, the EU Delegation, Finland, France, Germany, Hungary, Ireland, Italy, Luxembourg, the Netherlands, Poland, Sweden and the UK.

In **Bangladesh**, as the Joint Programming exercise is about to start, collaboration at country level could contribute to: i) a collaborative & comprehensive situation analysis using inter alia data generated by interventions supported by EUD/MS across all sectors and levels; ii) a practical gender training course based on this situation analysis to provide information on gender issues and different sectors and situations and how to address them; and iii) an archive of information generated by actions supported which could provide a data-base for updating the analysis & establishing M&E mechanisms.

In **Chad**, there have been some attempts to integrate GEWE issues in the joint programming activities that took place in 2019.

In other countries, joint programming was absent. In Jamaica, even though a gender analysis had been done for all priority sectors and GAP II (SWD) objectives were selected and reported on, there was no cooperation with EU MS (except the UK) and consequently there was very little opportunity for joint programming or reporting on gender indicators. In Lebanon, while some steps towards EU / EU MS Joint Programming have been taken, gender has not been integrated into this process. The 2018 EAMR notes a lack of enthusiasm on the part of EU MS. In Kosovo, the different timing of donors' programming cycles has hindered EU joint programming in Kosovo.

(I-4.1.3) Main findings and related evidence

This section covers the following indicator:

- I-4.1.3 Number of GEWE related joint initiatives carried out in the area of monitoring, evaluation and research

Beyond joint contributions to GAP II reporting (see also JC 4.2) and a small number of joint efforts in the context of the production of gender analyses at partner country level, joint European GEWE-related initiatives in the area of monitoring, evaluation and research at HQ, regional and country level remain limited. Even in countries where the EU and some EU MS active in the area of GEWE developed a joint country-level Gender Action Plan (e.g., Chad), this merely supported information sharing and did not serve as a framework for strategic planning or monitoring of European efforts in this area. A notable exception is the 2019 report '*Gender-based Discrimination and Labour in the Western Balkans*' which was co-funded by the EU and Sweden and is one of the very few joint initiatives at multi-country level.

The Spotlight initiative (see JC5.2), which represented more than half (52%) of all EU GEWE-targeted in 2018 is a good example of joint initiative. In its qualitative answer to E-survey, a representative person from EU services stated:

"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 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 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."⁹¹

JC4.2 Complementarity between European actors

JC 4.2 European actors' actions on GEWE are complementary at local, country, regional and global levels.
Main findings:
<ul style="list-style-type: none"> While there is no general institutionalised or commonly agreed approach to coordination on GEWE in general, and division of labour and burden-sharing in particular, in many cases complementarity and, to a lesser extent, synergies have been achieved through a broad range of formal and informal as well as regular and ad hoc mechanisms. While GAP II has provided a conducive framework for joint efforts, GAP II reporting has contributed only to some extent to strengthening coordination between European actors.

Overview of sources of information and evidence base

I-4.2.1. Degree of coordination and consultation on GEWE issues between European actors at local, country, regional and global level			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS.	See country-level E-Survey reports (see <i>Volume III for further details</i>)	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Mostly EUD staff, EU MS, development partners and implementing organisations (see <i>Volume IV</i>)		
I-4.2.2. Evidence of a clear division of labour between European actors at country/regional level in the area of GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EU MS	Not a source	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Mostly EUD staff, EU MS, development partners and implementing organisations at country level (see <i>Volume IV for further details</i>)		
I-4.2.3. Evidence of synergies achieved between the actions of European actors at country/regional level in the area of GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory

⁹¹ E-Survey Report at HQ level.

GAP II reporting, EAMRs, EU MS documentation (see Volume III – Bibliography for further details)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS.	Not a source	Not a source
Case study level – main sources of information			
Document review		Interviews	
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see Volume IV for further details)		Mostly EUD staff, EU MS, development partners and implementing organisations at country level (see Volume IV for further details)	

(I-4.2.1) Main findings and related evidence

<p>This section covers the following indicator:</p> <ul style="list-style-type: none"> I-4.2.1. Degree of coordination and consultation on GEWE issues between European actors at local, country, regional and global level
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While there is no general institutionalised or commonly agreed approach to coordination in general, and division of labour and burden-sharing in particular, in many cases complementarity and, to a lesser extent, synergies have been achieved through a broad range of formal and informal as well as regular and *ad hoc* mechanisms.

European actors have often actively taken part in various forms of consultation and coordination mechanisms, such as the EUD Gender focal point meeting in Brussels, and at county level in coordination fora and working groups (see JC 4.1). Complementarity on GEWE was achieved, *inter alia*, through regular exchanges between EUD, EU MS, and, in some specific cases, EU HQ, as well as joint participation in working and coordination groups, which are led by either European or non-European actors (e.g., Kosovo, Lebanon, Zambia). Complementarity was also achieved through: i) coordinated positions in policy dialogues (e.g., Brazil, Zambia); ii) coordination within trust funds or multi donor programmes (e.g., Myanmar, Colombia) or with regards to budget support (Jamaica); and iii) jointly agreed objectives related to gender interventions or speaking with one voice on gender among European actors (e.g., Chad, Zambia, Afghanistan, Myanmar).

For the country level, the *E-Survey* Report reveals that a clear majority was to a great extent or some extent of the view that:

- EU support has been complementary to the support provided by other international development partners (82%);
- the EU support promoted the development of joint actions with other international development partners (incl. EU Member States) (74%).

There is evidence that the EU and EU MS often speak with one voice on gender in international fora.

In recent years, joint efforts were particularly visible in relation to the development of the WPS agenda at global level. EU MS have been closely associated to the design of GAP II and there are plans to closely associate them for the development of the follow-up strategic framework. EU MS have also been strongly involved in the development of Neighbourhood, Development and International Cooperation Instrument (NDICI), the new EU financing instrument for development and international cooperation, which foresees to make gender equality and women's and girl's rights a principal or a significant objective in at least 85% of ODA-funded programmes.

EU Delegations and EU Member States' embassies also reported several informal and formal public and political events, such as launch events for programmes or campaigns, at which EU Ambassadors spoke and gender equality issues featured exclusively or prominently. High-profile occasions marked by EU actors' active engagement included International Women's Day, the International Day against Homophobia, Transphobia and Biphobia, the 16 Days of Activism on Gender-based Violence, and International Human Rights Day.⁹²

In its qualitative answer to E-survey, a representative person from EU services presented a contrasted picture:

“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 Commission on the Status of Women (CSW) meeting in New York. In cases where the issues are not too contentious, this is effective, but in other situations such as the 2019 UN High Level Meeting on Universal Health Care, coordination fails, and the EU MS are split.”

⁹² Sources: interviews and GAP II Report.

(I-4.2.2) Main findings and related evidence

This section covers the following indicator:

- I-4.2.2. Evidence of a clear division of labour between European actors at country/regional level in the area of GEWE

Evidence of a formally established and institutionalised division of labour between European actors at the country or regional level is limited. There is, in most cases, a broad range *ad hoc* mechanisms.

As mentioned above (JC 4.1), at country level, in most cases, the identification of GAP II priority objectives was made jointly by EUDs and relevant local EU MS embassies/agencies. In the case of Colombia, coordination and consultation on GEWE have become more systematic following GAP II. Although the same finding was not explicitly reported for other countries, it is likely that this also applies to EU support to GEWE in general terms.

The case studies also highlight that, in several cases, it has been difficult to establish effective mechanisms for joint planning/programming in the area of GEWE. While, as highlighted under I-4.2.1, there are several examples of complementarity between European actors, evidence of explicit divisions of labour remain limited.

Despite these challenges, the country case studies depict some examples worth mentioning. In Myanmar, for instance, an indicative division of labour has been agreed upon between Joint Programming partners and while there is no formally agreed division of labour in the specific area of GEWE a high level of complementarity and synergies exist in the strategic approaches, funding and non-funding actions of the EU and EU MS. In Colombia, though there is no evidence of a formal division of labour among European actors, ad hoc efforts can be traced back to 2013 through the donor cooperation group in the country.

(I-4.2.3) Main findings and related evidence

This section covers the following indicator:

- I-4.2.3. Evidence of synergies achieved between the actions of European actors at country/regional level in the area of GEWE

Synergies between the actions of European actors at country or regional level have been achieved to a limited extent. The small number of positive examples include the Enlargement region where the EU and some EU MS (e.g., Sweden and Austria) have provided complementary support to the same organisations working in the area of VAWG, which has indirectly created synergies between these actions. However, there is no evidence that synergies were actively sought. In Afghanistan, some synergies in EU-EU MS relations were created through the joint release of the new Roadmap for engagement with the civil society in Afghanistan (2018-2020) that includes a short analysis of gender-responsive programming. Among the country case studies, only in Myanmar and, to a lesser extent, Brazil, has EU has been proactively developing and promoting synergies at national and regional level and with a wide range of stakeholders. In Morocco, there have been some recent promising examples of synergies, particularly through the provision of budget support, created between EU and EU MS efforts in the area of GEWE.

The GAP II 2018 report indicates “*the implementation of the GAP II is playing a key role in streamlining and leveraging resources, as well as strengthening the voice of the EU in support of gender equality and women's empowerment. While much has been achieved thus far, much still remains to be done*”. This is confirmed by some country case studies. In Colombia, coordination and consultation on GEWE have become more systematic in recent years following the reported alignment of GEWE objectives followed at country level with GAP II. Myanmar is another case in point: While, as in other countries, there is no formally agreed division of labour in the specific area of GEWE a high level of complementarity and synergies exists in the strategic approaches, funding and non-funding actions of the EU and EU MS. For example, the EU and EU MS coordinate to send common statements in key days of the calendar: one EU MS takes the led in each event and then all send out common public statements. In 2018, this was done on the occasion of International Women's day, 16 days of activism and International Day on the Elimination of Sexual Violence in Conflict.⁹³

In this context, GAP II reporting as such is seen as a contributor to a coordinated and complementary contribution to GEWE. “*At the partner country level, Member States' progress was reported together with that of EU Delegations. At the capital level, EU Member States reported on a wide range of good practices and measures that aim to correct weaknesses in the GAP II's implementation. For example, external gender expertise was contracted for strategic and ad hoc issues, and specialised task forces and working groups were created on gender equality and women's empowerment. Other examples include the application of the OECD DAC gender marker at the budgetary approval stage, the use of gender-sensitive corporate results frameworks and the increased collection of sex-disaggregated data.*”

⁹³ EU (2019). Gender Action Plan (GAP) Report Myanmar 2018, p. 7.

This is generally mirrored by national GAP II reports. For example, in the case of Myanmar, in 2018, based on the GAP II 2017 Report, an exercise to map EU gender actions was conducted with Member States. As a result, GAP II areas of intervention were prioritised.⁹⁴

However, usually only a few EU MS present in a given country provide inputs to GAP II reporting. In Chad, for example, no EU MS contributed to the 2018 annual GAP II reporting exercise. Furthermore, strong evidence of a rather critical MS's perception of GAP II has emerged. For instance, in Colombia EU MS considered GAP II as an EC framework (rather than an EU one) and assumed a passive role with regard to its requirements. In Bangladesh, while several EU MS (Denmark, Germany, the Netherlands and Sweden) contributed to the 2018 GAP II reporting exercise, this reporting was regarded as cumbersome and largely irrelevant by EU MS interviewed as they already report annually to their HQs. In Afghanistan, GAP reporting was often seen as an additional burden as MS also have their national reporting systems on gender. Such views are also reflected by the EU MS case studies covering Germany and Sweden (see also Volume IV).

Box 3 *EU MS perceptions on GAP II reporting*

In **Germany**, the reporting exercise of the EU GAP II has been perceived as challenging and cumbersome by German actors and it was difficult to get German embassies in partner countries to provide the detailed reporting demanded by EU Commission templates. The information-gathering process (contacting both HQ and embassies through EUDs with questionnaires) was perceived as confusing. For future reporting, a preference seems to be to simplify the questions, reduce the number of indicators and to focus also more on qualitative reporting.

In **Sweden**, GAP II annual reporting requirements were described as challenging and in need of further simplification to facilitate effective coordination, analysis and impact of the results. The follow-up of the EU GAP II has also been seen as challenging by Swedish actors. Coordination and exchange as part of the annual reporting exercises were not regarded as ideal and Swedish embassies at country-level did not feel they received the necessary support to report on the GAP II from the EU (HQ and EUDs). The reporting was viewed as too technical and too complex, despite the fact that over the years the reporting template and requirements have undergone simplification. The GoS is thus currently pushing for a simplification of reporting mechanisms under the GAP III towards including stronger narratives and qualitative mechanisms that facilitate follow-up of EU actions rather than a complex web of quantitative indicators.

JC4.3 EU added value

JC 4.3 Commission support added benefits to what would have resulted from action taken by the EU MSs on their own.

Main findings:

- In most countries analysed, the EU added value to the European external actions through its presence in a broad range of sectors, its coordination efforts, its leverage exercised as a leading actor in political and policy dialogues, its close partnership with CSOs and in many – but not all – cases simply due to its position as the largest European donors in terms of funding volume.
- While the EU has actively tried – often successfully – to enhance coordination on GEWE with EU MS at partner country level, there is no direct evidence that EU MS have adopted their own GEWE planning and gender mainstreaming mechanisms at country and global level due to influence and support of the Commission/EEAS.

Overview of sources of information and evidence base

I-4.3.1. EU MS have adopted their own GEWE planning and gender mainstreaming mechanisms due to influence and support of the Commission			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory

⁹⁴ EU (2019). Gender Action Plan (GAP) Report Myanmar 2018, p. 9

Key EU reference documents on GEWE and GAP II reporting, EU MS documentation (see <i>Volume III – Bibliography-for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS	<i>Not a source</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Documents reviewed in the three EU MS case studies (see <i>Volume IV for further details</i>)	Mostly EUD staff, EU MS, development partners and implementing organisations (see <i>Volume IV</i>)		
<p>I-4.3.2. Evidence that the EU's political weight, convening power and supranational nature have enabled the EU to facilitate actions on GEWE</p> <p>I-4.3.3. Evidence that funding levels, long-term commitment, and operational capacity have enabled the EU to facilitate targeted actions on GEWE</p> <p>I-4.3.4. Evidence that the EU's technical expertise and knowledge of partner countries have enabled the EU to facilitate actions on GEWE</p>			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE and GAP II reporting EU MS documentation (see <i>Volume III – Bibliography-for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS, EU MS.	See E-Survey reports (see <i>Volume III for further details</i>)	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Mostly EUD staff, EU MS, development partners and implementing organisations at country level (see <i>Volume IV for further details</i>)		

(I-4.3.1) Main findings and related evidence

This section covers the following indicator:

- I-4.3.1. EU MS have adopted their own GEWE planning and gender mainstreaming mechanisms due to influence and support of the Commission

While the EU has actively tried – often successfully – to enhance coordination on GEWE with EU MS in several countries and elaborated national gender plans that are broadly in line with the GAP II, there is no direct evidence that EU MS have adopted their own GEWE planning and gender mainstreaming mechanisms due to influence and support of the Commission. As the result of regular EU-EU MS exchanges on gender-related issues within a variety of contexts and fora at country level and, to a lesser extent, at regional levels (see JC 4.2), EU and EU MS' approaches to GEWE tend to converge towards joint positions vis-à-vis national governments and other stakeholders. However, the Commission's scope to directly exert influence over the EU MS approaches to GEWE in general and gender mainstreaming mechanisms in particular beyond the requirement to report on GAP II implementation is generally limited but varies across MS. In the case of France, for example, the country's gender and development strategy 2013-2017 and its international strategy on gender equality 2018-2022 have been partly guided by GAP I and GAP II. In its GAP 2017 reporting, the French government states explicitly states that *“although the previous [2013-2017 gender and development] strategy tried to articulate its objectives with those of the GAP, the 2018-2022 strategy aims to reinforce this aspect, in particular by matching the GAP indicators and the accountability framework.”* The MEAE interviewees confirmed that the GAP is important for France and has inspired France's own approach. The interviewees specified that GAP II is a particularly valuable model worthy of emulation as a result of its ambitious commitments.⁹⁵

In their gender policy, the EU MS are often guided and bound by their own national country or regional strategies, which are mainly driven by, and embedded in, the respective development cooperation priorities of the EU MS governments. For instance, Sweden does not seem to have been guided by the EU's approach and established an active and strong network of partnerships with other key global level GEWE stakeholders based on the country's own concepts and strategies. Through its strong involvement in the area of GEWE, particularly in terms of strengthening international networks and

⁹⁵ EU MS case study note France.

frameworks that provide support for mainstreaming gender equality, Sweden has been a driving force for gender equality in global processes.⁹⁶

In general, however, EU MS have developed national gender plans that are broadly in line with the EU GAP II. It should also be noted that GAP II has had an integrative effect on the way EU MS consider gender in their development cooperation strategies and programmes. The EU GAP II provides a useful framework for EUDs and EU MS missions to select and ensure integration of EU GAP II objectives and indicators related to sectors and local priorities, in line with the SDG, targets and indicators in their supported interventions. Germany is a case in point to illustrate these findings:

- There is some limited evidence of the influence of EU policymaking on the institutionalisation of gender-equality policies in Germany and BMZ's Gender Action Plan 2015-2020, but it appears that there are actually fairly limited operational links between the EU guidance and the German Gender Action Plan.
- The EU frameworks and the GAP serve as overarching reference for Germany's external engagement on gender equality. The European Institute for Gender Equality notes "EU policymaking has had a strong influence on the institutionalisation of gender-equality policies in Germany." 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.
- Yet, the EU GAP II seems to have had little operational influence on above described strategies and action plans. The German Gender Action Plan II was published at around the same time than the EU GAP II and has been devised in parallel so that no close links or specific cross-references were made. The German Implementation Roadmaps are also not using the same indicators as required by EU GAP II reporting. 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.
- The documents reviewed do not explicitly refer to a particular value resulting from the Commission support or that have contributed to Germany's external action in the GEWE area.
- As for GAP III, interviewees noted that a model in which an overarching European gender action plan can provide the umbrella for EU MS to base their own gender action plans on - taking into account their preferences and interests - could be a way forward. This could also help with streamlining reporting for the GAP III. Through such a system, the EU could incentivise all EU MS to be more ambitious, e.g., by including strong targets (such as a high percentage of programmes being marked with OECD Gender Marker 1 or 2). Interviewees also recommend establishing more clarity in a follow-up to GAP II what is expected from the EU Services and what from EU member states.
- German officials interviewed also pointed out that during recent years it has become more difficult for the EU to present a unified and strong common voice on gender aspects at the international level, e.g., in UN processes. For the future, there is hope that a more common understanding can be developed at EU level so that the EU can remain a strong actor on gender equality. Interviewees see a role for the EU Commission at both this more political level as well as adding value through organising exchange on more operative aspects of mainstreaming gender in development cooperation.⁹⁷

(I-4.3.2, I-4.3.3 & I-4.3.4) Main findings and related evidence

This section covers the following indicators:

- I-4.3.2. Evidence that the EU's political weight, convening power and supranational nature have enabled the EU to facilitate actions on GEWE
- I-4.3.3. Evidence that funding levels, long-term commitment, and operational capacity have enabled the EU to facilitate targeted actions on GEWE
- I-4.3.4. Evidence that the EU's technical expertise and knowledge of partner countries have enabled the EU to facilitate actions on GEWE

In most countries, the EU added value to the European external actions through its presence in a broad range of sectors, its coordination efforts, its leverage exercised as a leading actor in political and policy dialogues, its close partnership with CSOs and in many – but not all – cases simply due to its position as the largest European donors in terms of funding volume. The table below summarises selected key findings at country level (see cases studies in Volume IV for further information).

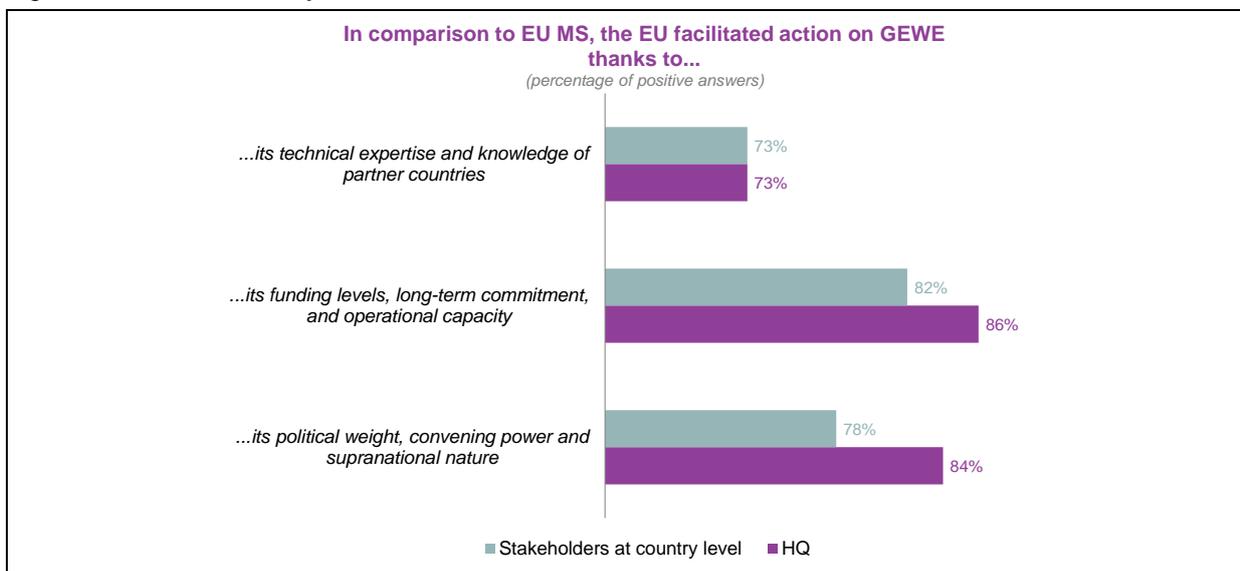
⁹⁶ EU MS case study note Sweden.

⁹⁷ EU MS case study note Germany.

In Brazil, for instance, the EU has been recognised to have a strong GEWE convening power for making different actors converge around common projects/initiatives, which has reinforced complementarity and synergies between actors in the past and which could be of added value during the current critical conjuncture. The EU's coordination role and funding capacity were recognised as the most notable added value. In Colombia, the EU has provided added value at both political and operational level in the context of the European efforts to support the peace process. In Georgia, the EU's main source of adding value is through its support under the umbrella of the AA. In Morocco, the EUD has played a unique role in policy dialogue and donor coordination in the area of GEWE; its presence in multiple sectors of cooperation put it in a privileged position to support gender mainstreaming in national policies. In Chad, despite its relevant role in political and policy dialogue in issues directly or indirectly related to GEWE and despite being the largest donor in the country, the EU seems to have limited influence over other development partners; EU MS and UN agencies seem to follow their own agenda.

A comparison of the *E-Survey* results at HQ and country level shows a strong convergence. The overwhelming majority of respondent groups agree to a great or some extent that the EU possesses political, operational and technical value added compared to the EU MS, with operational added value achieving the highest combined scores and technical value added the lowest.

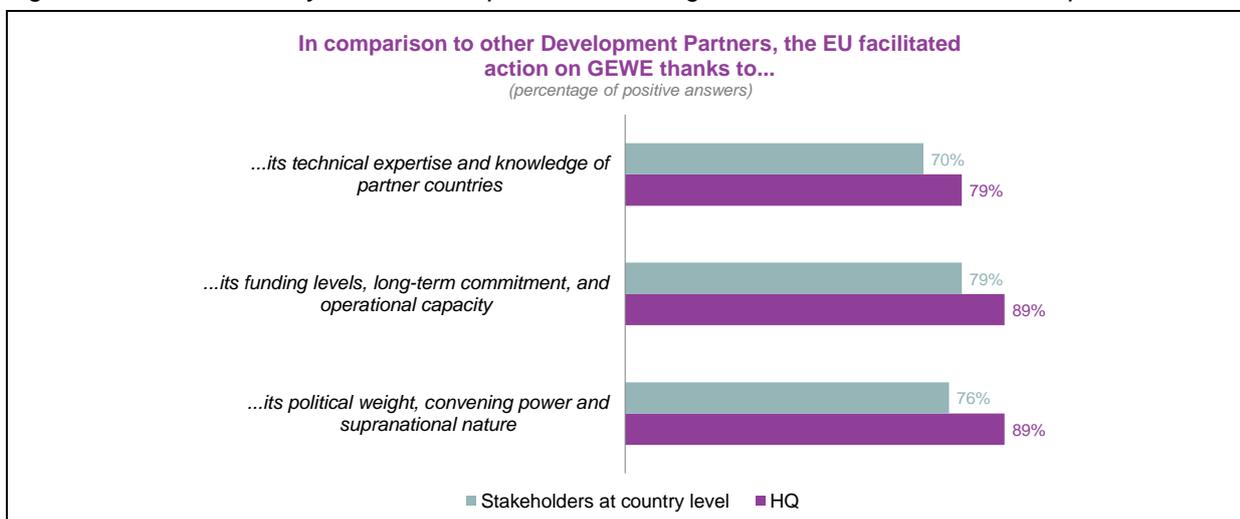
Figure 4 *E-Survey results - EU Added Value vis-à-vis EU MS*



Source: Evaluation's country-level and HQ *E-Survey* reports.

A comparison of the *E-Survey* results at HQ and at country level shows that HQ respondents' views on the EU's added value compared to other Development Partners is more positive than the perception of stakeholders at country level. However, both groups rank the EU's operational value added highest and technical value added lowest.

Figure 5 *E-Survey results - Comparative advantages of EU vis-à-vis other Development Partners*



Source: Evaluation's country-level and HQ *E-Survey* reports.

Some qualitative answers provide further insights and illustrate different point of views at country level – see table below.

Figure 6 E-Survey qualitative answers - EU Added Value at Country Level



Source: Evaluation's country-level and HQ E-Survey reports.

5 EQ5 – Partnerships

EQ5 - To what extent have the European actors ensured partnerships on gender equality and girl's and women's empowerment with other key stakeholders at local, national, regional and international level?



This Evaluation Question (EQ) covers issues related to Partnerships, and the analysis was structured around three Judgement Criteria (JC):

- **JC 5.1** European actors have contributed to establishing functional nationally led **coordination mechanisms** with other key stakeholders at partner country and regional level.
- **JC 5.2** European actors have contributed to establishing **partnerships** with other key stakeholders in the area of GEWE at **global level**.
- **JC 5.3 Civil society organisations** (including women's networks, think tanks, associations) have been successfully involved in programming, design, implementation (incl. policy dialogue) and monitoring and evaluation of EU external action in the area of GEWE.

The assessment of each JC builds on a set of specific indicators. The sections below present: i) the main sources of the evidence underpinning the JC assessment; and ii) the main findings and evidence identified per indicator.

For further details on the evidence gathered by the team, please refer to the relevant annexes.

JC5.1 Partnerships at country and regional level

JC 5.1 European actors have contributed to establishing functional nationally led coordination mechanisms with other key stakeholders at partner country and regional level.

Main findings:

- In almost all countries reviewed, the EU actively participated in donor coordination groups and fora, with, in some cases, some positive effects on the ability of local stakeholders' ability to engage with GEWE; however, in several cases, despite important needs to strengthen the National Women's Machineries, the EU has not been among the lead actors in this area.
- Overall, there is limited information and data available on GEWE-related joint initiatives (between European actors and other key stakeholders) carried out in the area of monitoring and evaluation. This points to limited joint efforts in this area.

Overview of sources of information and evidence base

I-5.1.1. Quality of nationally led gender coordination mechanisms (National Gender Equality Machineries - NGEM) ⁹⁸ and level of engagement of the EU with these mechanisms			
Overall strength of the evidence base: • (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, Progress reports, EU MS documentation (see Volume III – Bibliography-for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS.	See country-level E-Survey report (see Volume III for further details)	Not a source
Case study level – main sources of information			
Document review	Interviews		

⁹⁸ e.g. level of authority of coordination mechanisms, NGEM staff capacity and financial resources, existence of effective focal point or other coordination system within other government bodies, level of authority of focal points.

Various documents (e.g., project documentation, thematic studies) reviewed in the country, regional and EU MS case studies (see <i>Volume IV for further details</i>)		Mostly EUD staff, EU MS, CSOs, women's networks, national authorities and other stakeholders at country level (see <i>Volume IV for further details</i>)	
I-5.1.2. Extent to which the EU has sought to strengthen efforts initiated by other stakeholders in the area of GEWE at country and regional level			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, Progress reports, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS.	See country-level E-Survey report (see <i>Volume III for further details</i>)	See Mapping details in Volume III
Case study level – main sources of information			
Document review		Interviews	
Various documents (e.g., project documentation, thematic studies) reviewed in the country, regional and EU MS case studies (see <i>Volume IV for further details</i>)		Mostly EUD staff, EU MS, CSOs, national authorities and other stakeholders at country level (see <i>Volume IV for further details</i>)	
I-5.1.3. Number of joint initiatives (between European actors and other key stakeholders) carried out in the area of monitoring and evaluation			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EIGE, EU MS.	Not a source	Not a source
Case study level – main sources of information			
Document review		Interviews	
Various documents (e.g., project documentation, thematic studies) reviewed in the country, regional and EU MS case studies (see <i>Volume IV for further details</i>)		Mostly EUD staff, EU MS, CSOs, national authorities and other stakeholders at country level (see <i>Volume IV for further details</i>)	

(I-5.1.1) Main findings and related evidence

This section covers the following indicator:
<ul style="list-style-type: none"> I-5.1.1. Quality of nationally led gender coordination mechanisms (National Gender Equality Mechanisms - NGEM) and level of engagement of the EU with these mechanisms

In almost all countries the EU actively participated in donor coordination groups and fora and substantially contributed to empowering and strengthening local stakeholders' ability to engage with GEWE; however, in several cases, the EU has not been a lead actor in strengthening National Gender Equality Mechanisms (see also EQ1). The country case studies (see Table 5.1) indicate that the degree and quality of EU contributions differed according to the specific national situation and context conditions and often the extent to which the respective governments had already established or at least supported coordination mechanisms.

For example, in the case of Kosovo, the EU did not appear to have closely worked with the respective agency, the Kosovo's Agency on Gender Equality (AGE) in the Prime Minister's Office, but nevertheless decided to support AGE in recent years. However, examples for visible contributions to nationally-led gender coordination mechanisms / National Gender Equality Mechanisms exist in other cases, including Chad, where the EU made efforts to enhance coordination between all stakeholders in the context of its support to the implementation of the Gender National Strategy; Zambia, where the EU has contributed to enhancing nationally-led coordination mechanisms in the context of SGBV; Myanmar, where EU stakeholders have actively contributed to the gender coordination mechanism which is chaired by the Ministry of Social Welfare, Relief and Resettlement; Colombia, where the EU has been actively engaged in various nationally-led coordination mechanisms, several of which has been strengthened after the Peace Accords.

The EU has also made some contributions to nationally-led coordination mechanisms in other case study countries, in particular, in Georgia, where the EU participated in a specific coordination group on WPS and provided assistance to the country's Inter-Agency Commission on Gender Equality; Lebanon where EU actions assisted local actors to increase their ability to actively contribute to the GEWE agenda; Brazil, where EUD activities on GEWE have included strengthening efforts initiated by national stakeholders to tackle intersectional forms of discrimination.

A more detailed analysis reveals that the existence of a national coordination mechanism is not sufficient to effectively promote GEWE and much depends on the level of commitment of the stakeholders involved, especially the level of national ownership. The case of Myanmar provides a good example in this regard.

Box 4 *Nationally led coordination mechanisms in Myanmar*

EU stakeholders have actively contributed to the gender coordination mechanism, which is chaired by the Ministry of Social Welfare, Relief and Resettlement and has the objective of implementing the National Strategic Plan for the Advancement of Women (NSPAW 2013-2022). However, according to interviews, the government sees this sector coordination group as a “*tick the box activity*” and the process lost momentum. The mechanism comprises four technical working groups: i) Women peace and security, ii) Violence against women, iii) Participation and iv) Mainstreaming. Apart from the EUD and EU MS CSOs are involved. The EUD is member of the overall gender working group as well as two of the technical working groups.

Several meetings have been held and drafts for annual action plans were developed. However, according to one participants, “*the capacities and resources on the side of the Ministry are still very limited therefore scarce results have been achieved.*” The technical working groups are said to lack efficiency, do still not have working plans and do not follow a coherent approach. There is also a feeling among CSOs that the working groups are reporting mechanisms rather than forums for discussion. While the national strategy is considered a good tool, the government lacks ownership, the appropriate mechanism and the budget to implement it,

Development Partners cooperation in relation to the GAP II is closely linked to the Gender Equality and Women's Empowerment (GEWE) Development Partners group, which is government-led and co-chaired by Finland and which includes UN partners, IFI's, INGO's and a very active membership of CSO participants. It meets quarterly.

Source: Country Case Study Note Myanmar

Table 6 *Summary of case studies' findings on partnerships at country and regional level*

Country / region	Findings
Enlargement & Neighbourhood	
<i>Kosovo</i>	Consultations with NGEMs are not organised systematically, and ministries and municipalities lack the necessary resources to participate meaningfully in sector programming
<i>Georgia</i>	As part of the direct EU assistance to the Government, technical assistance has been provided to the IAC to advance gender sensitivities in national policies, human resources management in public administration and dialogue between main policy makers and civil society actors.
<i>Morocco</i>	While institutional coordination mechanisms have been the functional, the Ministry of Solidarity still lacks the political weight and capacity to genuinely play a leading role in nationally led gender coordination mechanisms; moreover, nationally led donor coordination has been limited.
Africa	
<i>Zambia</i>	In the context of SGBV the EU has contributed to enhancing nationally- led coordination mechanisms. It appears from all GAP II reports and other documentation that there is a very good level of dialogue on gender between the EUD and the EU MS particularly relative to SGBV and the EU Human Rights and Democracy Country Strategy (2016-2020)
<i>Chad</i>	There is an overall lack of coordination between development partners in Chad in the area of GEWE; however, EU made clear efforts to enhance coordination between all stakeholders in the context of its recent support to the implementation of the Gender National Strategy.
Asia	
<i>Bangladesh</i>	LCG-WAGE, the nationally led coordination mechanisms on GEWE, provides a forum for exchange on gender issues, while not being a decision-making or planning body. The EU is involved in LCG-WAGE, which is chaired by MOWCA with UNICEF as co-chair.
<i>Myanmar</i>	EU stakeholders have actively contributed to the national gender coordination mechanism, which is chaired by the Ministry of Social Welfare, Relief and Resettlement and has the objective of implementing the National Strategic Plan for the Advancement of Women (NSPAW 2013-2022). However, there is the perception that the government sees this sector coordination group as a “ <i>tick the box activity</i> ” and the process has recently lost momentum.
<i>Afghanistan</i>	A large number of international actors working locally in Afghanistan were actively involved in the coordination mechanism. There was a close coordination between the EU, EU MS, UN agencies and other international organisations such as the World Bank
Latin America	
<i>Colombia</i>	The EU has been actively engaged in various nationally led coordination mechanisms. Several were also strengthened after the Peace Accords. One case in point is the “ <i>Grupo de</i> ”

	Cooperantes – GruC", made up of 23 countries and international organisations, co-chaired by the Colombian government and led by the EU.
<i>Brazil</i>	Evidence was found of strong EUD engagement with NGEM until 2016 but in the framework of political and policy dialogues rather than in the framework of a nationally led coordination mechanism, as there is no bilateral cooperation with Brazil since 2013
Caribbean & Pacific	
<i>Jamaica</i>	Policy dialogues with relevant sector ministries in Jamaica have been carried out on an ad hoc basis. Through the programming of the 11th EDF NIP 2014-2020, signals of strengthening have emerged with EUD having relatively easy access to most relevant ministries
<i>Pacific</i>	The Root Causes project has been working actively with a combination of faith-based and community organisations and structures to change community attitudes towards VAWG. It has been doing this by using "Pacific style advocacy" techniques based on existing Pacific cultural values and language to achieve gender equality outcomes

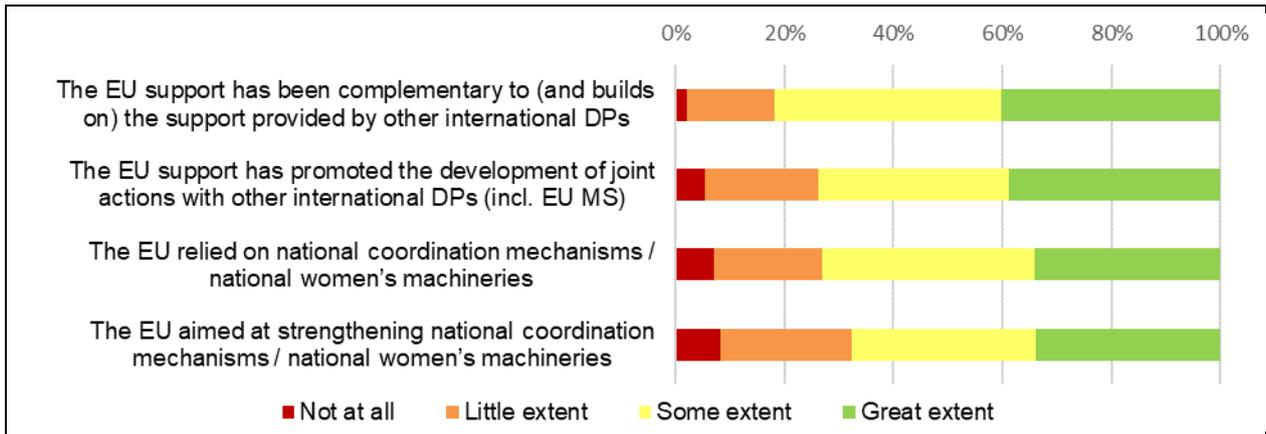
Source: Country Case Study Notes

(I-5.1.2) Main findings and related evidence

<p>This section covers the following indicator:</p> <ul style="list-style-type: none"> I-5.1.2. Extent to which the EU has sought to strengthen efforts initiated by other stakeholders in the area of GEWE at country and regional level
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Results of the *E-survey* at country level broadly confirm the findings of the country sample analysis. A clear majority of the respondents thought that the EU relied on national coordination mechanisms / national women's machineries (73%), and the EU aimed at strengthening national coordination mechanisms / national women's machineries (62%).

Figure 7 *E-Survey results - Coordination mechanisms at national level*



Source: Evaluation's country-level *E-Survey* reports. Note: for all variables, N varies between 519 and 531 respondents.

Overall, 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 stakeholder groups who participated in the survey.

Figure 8 below presents some qualitative answers that provide further insights and illustrate different point of views:

Figure 8 E-Survey qualitative answers - Coordination mechanisms at national level



Source: Evaluation's country-level and HQ E-Survey reports.

(I-5.1.3) Main findings and related evidence

This section covers the following indicator:

- I-5.1.3. Number of joint initiatives (between European actors and other key stakeholders) carried out in the area of monitoring and evaluation

Overall, there is limited information and data available on GEWE-related joint initiatives (between European actors and other key stakeholders) carried out in the area of monitoring and evaluation.

The GAP II 2018 main report does not mention approaches to, and examples of, joint monitoring and evaluation (M&E) and only notes in general terms that “*the often limited use of gender analysis for action design, and of sex-disaggregated data for action monitoring and evaluation, have been constant features of the analysis for the past three years of the GAP II’s implementation*” (p. 30). Some examples of joint M&E or at least agreements to that effect, are reported in the annexes: In the Democratic Republic of the Congo, the EUD shared M&E tools; in Tanzania a mapping of projects which contribute to the GAP II was undertaken to facilitate monitoring; In Mozambique’s education sector, a joint monitoring mission by Finland and Italy led to recommendations and immediate action on gender-based violence; in Ethiopia, development partners, including the EU agreed to introduce mechanisms for structured monitoring and regular reporting from a gender perspective.⁹⁹

Implementing partners (e.g., UN Women or specific CSOs) carried out various M&E activities in the context of the EU-funded project/programme implementation. However, the team did not identify many truly “joint” initiatives in this area. Sweden financed some evaluation studies carried out by CSOs such as the Independent Evaluation of the implementation of GAP II in Western Balkan Countries (2018 ‘Mind the gap’ report) implemented by KWN and the Kvinna till Kvinna Foundation. In the context of an IPA-funded intervention, EIGE is supporting IPA beneficiaries to develop a national gender index using the methodology applied at EU level as well as to strengthen national statistical capacities in the area of GEWE.

JC5.2 Partnerships at global level

JC 5.2 European actors have contributed to establishing partnerships with other key stakeholders in the area of GEWE at global level.

Main findings:

- In the context of high-level meetings, the EU and EU MS have actively sought to strengthen linkages with other major global players active in the area of GEWE
- Collaboration with UN agencies has substantially increased during the period under review, although with more emphasis on the funding of specific joint initiatives than on establishing partnerships at the technical level.

Overview of sources of information and evidence base

I-5.2.1. Frequency and quality of <u>exchanges between European actors and other key stakeholders (e.g., UN agencies) at global level</u>			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, EU MS documentation and other documents (see <i>Volume III – Bibliography for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EIGE, EU MS. Other DPs: UN Women, EIB	<i>Not a source</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country, regional and EU MS case studies (see <i>Volume IV for further details</i>)	Mostly EUD staff, EU MS, development partners and implementing organisations at country level (see <i>Volume IV for further details</i>)		
I-5.2.2. Number, quality and use of <u>knowledge generation activities addressing GEWE co-financed by the EU (incl. EU MS), including local level studies which were used for knowledge sharing on GEWE at the global level</u>			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory

⁹⁹ EU Gender Action Plan II, Annual Implementation Report, 2018, annexes

GEWE-related studies, online platforms, GAP II reporting, EAMRs, EU MS documentation and other documents (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EIGE, EU MS.	<i>Not a source</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review		Interviews	
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)		Mostly EUD staff, EU MS, development partners and implementing organisations at country level (see <i>Volume IV for further details</i>)	

(I-5.2.1) Main findings and related evidence

<p>This section covers the following indicator:</p> <ul style="list-style-type: none"> I-5.2.1. Frequency and quality of exchanges between European actors and other key stakeholders (e.g., UN agencies) at global level
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Cornerstones of the EU’s global partnerships in the area of GEWE are the UN Commission on the Status of Women (CSW) and the OECD-DAC Network on Gender Equality (GENDERNET); the EU also actively takes part in the UN Commission on the Status of Women (CSW) and has contributed to joint initiatives with UN agencies on VAWG such as the Spotlight Initiative.

According to interviews, at the global level the EU participates in the CSW, which is a functional commission of the Economic and Social Council (ECOSOC) and the principal global intergovernmental body exclusively dedicated to the promotion of gender equality and the empowerment of women. The topic of the annual exchange in 2019 was the labour market; in 2018, the Commission addressed agriculture. Following a decision by the Council the EU and EU MS agreed on making a single Official European Statement in this global forum. Coordination on EU side is usually ensured by the EEAS Principal Advisor on Gender and DG JUST. In addition, specific DEVCO units or other line DGs such as DG EMPL have participated in some years, depending on the topics. There has also been some EU participation in the Human Rights council meetings in Geneva. Furthermore, bilateral exchanges with global partners have taken place in the context of specific events such as the annual European Development Days.

Capitalised by an initial commitment of EUR 500 million from the EU, the Multi-Donor Trust Fund Spotlight Initiative was launched in September 2017. In 2018 alone, the EU committed EUR 270 million for the initiative. In line with the obligations of the 2030 Agenda for Sustainable Development and guided by the SDGs (particularly Goal 5 on Gender Equality) and SDG 16 on inclusive and peaceful societies, the Initiative provides large-scale, targeted support, leverages multi-stakeholder partnerships and galvanises high-level political commitments to engender transformative change and tackle the root causes of VAWG. In November 2017, the first programme under the Spotlight Initiative, titled ‘Safe and Fair: Realizing women migrant workers’ rights and opportunities in the ASEAN region’ was launched in Bangkok, Thailand. The five-year EUR 25 million UN Joint Programme led by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and the International Labour Organisation (ILO) works towards safe and fair labour migration in ten origin and destination countries: Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, the Philippines, Singapore, Thailand, and Vietnam.¹⁰⁰ In the Latin America region, the Spotlight Initiative programme countries are Argentina, El Salvador, Guatemala, Honduras and Mexico. In Africa, based on rigorous evaluation of criteria, the following countries were selected: Liberia, Malawi, Mali, Mozambique, Niger, Nigeria, Uganda, and Zimbabwe.

On the margins of the United Nations General v in New York in September 2019, the EU and the UN hosted a high-level event on the Spotlight Initiative, inviting all countries, leaders, civil society representatives and local ambassadors to join the movement and take action to end violence against women and girls. The development of the Spotlight Initiative “*also provided key opportunities for high-level dialogue. There is evidence of higher visibility accorded by EU actors to gender equality issues during high-level international events, such as the G7 Summit, as well as in national events, such as those linked to International Women’s Day, among others.*”¹⁰¹

In January 2018, the EU, UN Women and the International Labour Organisation (ILO) began a three-year programme, WE EMPOWER (funded by the Partnership Instrument) to promote economic empowerment of women at work through responsible business conduct in G7 countries.¹⁰² In the context of the G7 Summit,

¹⁰⁰ In these countries, the Spotlight Initiative aims at strengthening rights-based and gender-responsive approaches to labor migration governance; addresses vulnerabilities to violence and trafficking; and supports the delivery of essential services to women migrants who experience abuse.

¹⁰¹ GAP II 2018 Report: 79.

¹⁰² <https://www.empowerwomen.org/en/projects/we-empower-g7>

the EU and Canada co-chaired the first-ever meeting of women foreign ministers in September 2018. This gathering, convened at the highest political level, aimed to identify innovative ways of jointly addressing crucial foreign policy challenges. Participant pledged to build a network of governments and civil society organisations to advance gender equality and girls' and women's rights. At the ministerial meeting, the G7 launched the 'WPS Initiative', wherein members identified specific partner countries for enhanced implementation. The EU selected Bosnia and Herzegovina. In August 2018, the initiative's efforts led to the establishment of a roadmap for its implementation.¹⁰³

Furthermore, the EU engaged in policy exchanges with the FAO. In December 2016, a High-level event "Step It Up Together with Rural Women to End Hunger and Poverty" in Rome was organized by FAO and the European Union (Slovak Presidency of the European Council and the European Commission), in close collaboration with IFAD, WFP and UN Women; the event served as a platform to address gender gaps faced by rural women and girls, especially in the agricultural sector

The EEAS has also been increasingly active in multilateral fora, including the annual session of the Commission on the Status of Women, the annual discussion on women's human rights and ad hoc discussions during the sessions of the Human Right Council, and the annual session of the United Nations General Assembly's Third Committee. Furthermore, women, peace and security was chosen as the first priority in the UN-EU Strategic Partnership on crisis management for the 2019-2021 period.¹⁰⁴ At the country and regional level the EU has customarily collaborated with global actors, most importantly UN organisations, particularly UN Women, UNFPA, OHCHR, UNDP and UNICEF, and other multilaterals, e.g., OAS, as well as development banks, e.g., WB, EBRD and IADB. Across the sample, cooperation has covered the whole range of GEWE with different degrees of breadth and depths as Table 7 shows below.

Table 7 Summary of case studies' findings on partnership with Global Actors

Country/ region	Findings
Enlargement & Neighbourhood	
<i>Kosovo</i>	<ul style="list-style-type: none"> • EUO/EUSR reports some contacts and collaboration with EBRD, the World Bank, and UN Women. • The EUO/EUSR is an active member of the Security Gender Group (SGG), co-chaired by UN Women, the OSCE and Kosovo Women's Network
<i>Morocco</i>	<ul style="list-style-type: none"> • There has been a close partnership between European actors and UN Women in Morocco. EU, EU MS and UN Women have frequently exchanged and worked together on GEWE-related issues. Since 2019 UN Women has been integrated in the unified framework developed by the EU and France (AFD) to support GRB in the country.
<i>Enlargement region</i>	<ul style="list-style-type: none"> • The EU has closely worked with UN agencies (esp. UN Women and UNDP), with the first being the EU's main global partner on VAWG in the region. In 2012, the EU and UN Women adopted a Memorandum of Understanding, which was reaffirmed in 2016. UN Women has implemented the 2017-2020 regional project 'Ending violence against women in the Western Balkan Countries and Turkey'. Since 2011, UNDP has been implementing an IPA-funded gender programme with a component on VAWG in Montenegro and also collaborating with CoE, UN Women and EIGE.
Africa	
<i>Zambia</i>	<ul style="list-style-type: none"> • Current SGBV actions acknowledge and build upon previous and ongoing SGBV, justice and health sector projects, programmes and studies of UN (UNDP, UNFPA, UN Women, WHO), World Bank and USAID
<i>Chad</i>	<ul style="list-style-type: none"> • The UN agencies involved in the country have gathered through a so-called "Gender and Human Rights" working group – group that the GFP of the EUD can attend as an observant since 2017.
Asia	
<i>Bangladesh</i>	<ul style="list-style-type: none"> • Meetings in LCG-WAGE are held every two to three months and are widely seen as being primarily useful for UN agencies who unlike EUD do provide support to the government machinery.
<i>Myanmar</i>	<ul style="list-style-type: none"> • Development Partners cooperation is closely linked to the Gender Equality and Women's Empowerment (GEWE) Development Partners group, which includes UN partners, IFI's, INGO's and a very active membership of CSO participants. There is close cooperation between the EU and UNFPA (and Sweden and Finland) as co-founders of the project "Women and Girls First".

¹⁰³ GAP II Report 2018: 19-20

¹⁰⁴ GAP II Report 2018: 19-20:

<i>Afghanistan</i>	<ul style="list-style-type: none"> In 2012, UN Women and the EU established a strategic partnership that aimed to mutually develop and structure the cooperation between UN Women on gender equality and women's empowerment and the EU at global, regional and country level.
Latin America	
<i>Colombia</i>	<ul style="list-style-type: none"> The EU has made efforts in establishing linkages with the actions of regional organisations and UN agencies active in Colombia. In particular, there has been close coordination with the Organisation of American States (OAS), the Mission to Support the Peace Process in Colombia of the Organisation of American States (MAPP-OAS) and UN agencies active in the focal sectors of EU cooperation such as FAO and UNICEF.
Caribbean & Pacific	
<i>Jamaica</i>	<ul style="list-style-type: none"> EUD's efforts at building gender-responsive partnerships with international organisations have not been systematic due to a lack of formal international donor coordination mechanism on gender issues. However, collaboration on key thematic areas has taken place with a wide range of international organisations (WB, UN agencies, UNDP, USAID, IDB, among others) but it has not necessarily included GEWE issues.
<i>Pacific</i>	<ul style="list-style-type: none"> The cooperation between UN Women, PIFS, SPC and Australian DFAT that developed through the formulation of the regional gender programme contributed to the establishment of a much more functional regional coordination mechanism on gender issues. This is co-chaired by PIFS and UN Women.

Source: *Country and Region Case Studies*

As for the global partnerships of the MS, the three case studies demonstrate that

- France has put considerable emphasis on establishing partnerships with key stakeholders in the area of GEWE at the global level. It did so in areas such as climate change; violence against women; sexual and reproductive rights and health; and women, peace and security.** Evaluations of the implementation of the first two (of three) consecutive gender strategies conclude that France actively promoted gender equality in international fora. The 2013 – 2017 evaluation particularly mentions strong political leadership at the international stage. Coordination SUD also notes that France has shown clear political commitment on women's rights, particularly at the United Nations. It mentions explicitly that France is one of the states that most openly defends sexual and reproductive rights and health in international negotiations at the Commission on the Status of Women (CSW). France has also played a leading role in ensuring the integration of the gender dimension in the Paris Climate Agreement in 2015. France continued to promote the inclusion of gender dimensions in the following Conference of Parties (COP) 22 in Marrakech in 2016 and beyond. France considered itself a positive force in the elaboration and adoption of the Gender Action Plan at COP23 in Bonn in 2017. Another key area that France engages on in international fora is the women, peace and security. France has actively supported the adoption of the Security Council's "Women, peace and security" resolution 1325 in 2000 and of complementary resolutions that followed, included the most recent one adopted in 2019. To support their implementation, France has adopted a first national plan of action in 2010, a second in 2015 and the third plan is currently being drawn up. Beyond the UN, France has promoted GEWE in the G20 and G7. France chose 'fighting against inequality' as a key focus area of its G7 Presidency in 2019. This has led to the adoption of the G7 Declaration on Gender Equality and Women's Empowerment. At the level of Foreign Ministers, the Dinard Declaration on Women Peace and Security was adopted. This declaration is a commitment from the G7 States to encourage and support women's participation in peacebuilding operations. Finally, in the context of its G7 Presidency in 2019, as well as chair of the Committee of Ministers of the Council of Europe, France launched a campaign to promote the Council of Europe's Convention on Preventing and Combating Violence against Women and Domestic Violence (shortly 'the Istanbul Convention') among EU MS which have not yet ratified the Convention and among third States.¹⁰⁵ The Istanbul Convention is the first legally binding international text that includes provisions to combat crimes that are allegedly committed in the name of honour.
- Germany has in the past used its presidencies or memberships of global fora to put various GEWE issues on the agenda.** Examples include Germany's support for a separate SDG on gender equality as well as a mainstreaming approach through the entire SDG agenda and the promotion of gender equality and economic empowerment of women during recent G7 and G20 presidencies. Concrete partnerships have been established with UN Women and FemWise as part of the African Peace and Security Architecture of the African Union and Germany has made substantial financial commitments as part of the Women Entrepreneurs Financing Initiative (We-Fi). Germany's engagement at the global level is said to depend to a "great extent on the personal commitment of Chancellor Angela Merkel but has not been supported with increased commitment from the BMZ"

¹⁰⁵ French Ministry for Europe and Foreign Affairs (2019): GAP Report for 2018. Submission date 25/04/2019.

¹⁰⁶ or additional resources. In 2018, Germany chaired the Women, Peace and Security Focal Points Network in support of implementing UNSCR 1325. Germany also supported an initiative of the African Union and UN WOMEN through the 'African Women Leaders Network', which aims to improve the political visibility of women, and has strengthened FemWise as part of its support to the African Peace and Security Architecture (APSA).¹⁰⁷ Germany views the GENDERNET at the OECD level as a good platform and engages with it.

- **Sweden has established an active and strong network of partnerships with other key global level GEWE stakeholders.** Sweden initiated a network of women mediators who are active around the world. The GoS has also established the Friends of Gender Equality Group at the OECD. The GoS has emphasised the importance of leadership when it comes to changing norms and contributed to the establishment and development of International Gender Champions, a network originally set up in Geneva but now much broader, which brings together decision-makers with a track-record on strengthening gender equality. The GoS together with SIDA organised a large conference, the Stockholm Forum on Gender Equality in April 2018, which brought together more than 700 participants from 100 different countries (including politicians, civil servants, international organisations, activists, academics, civil society etc.). The conference aimed to encourage exchange, in-depth cooperation and new initiatives in gender equality work. In 2017-2018, Sweden prioritised the area of WPS during its membership of the Security Council. Sweden has also cooperated with UNCTAD to develop a Trade and Gender Toolbox, generating knowledge in the area of the effects of trade policy on gender equality. Furthermore, the GoS and SIDA are working with various UN organisations on gender issues (UN Women, UNFPA, UNDP, UNICEF, UN Team of Experts on Sexual Violence in Conflict etc.). SIDA is working with UN Women in the MENA region through a regional programme 'Men and Women for Gender Equality'. The programme seeks to uncover the causes of gender inequalities and address them through innovative solutions. In addition, Sweden has been active in the OECD DAC reference group developing the recommendations on Ending Sexual Exploitation, Abuse, and Harassment in Development Co-operation and Humanitarian Assistance. Sweden also actively participated in the Beijing +25 Process, which has also included consultations with CSOs.

(I-5.2.2) Main findings and related evidence

This section covers the following indicator:

- I-5.2.2. Number, quality and use of knowledge generation activities addressing GEWE co-financed by the EU (incl. EU MS), including local level studies which were used for knowledge sharing on GEWE at the global level

As mentioned above, there are a few examples of studies financed by the EU and EU MS on GEWE at country/regional level that may be used for knowledge sharing on GEWE at the global level. It is also worth noting that the annual GAP II reporting has also the potential to be a useful source of knowledge at global level. However, overall, examples of knowledge sharing on GEWE (especially, based on specific research) remain limited. Dedicated online platforms to disseminate such studies at global level exist – e.g., Capacity4Dev. However, there is no clear mechanisms established to systematically share relevant studies through these platforms.

JC5.3 Civil society organisations' involvement

JC 5.3 Civil society organisations (including women's networks, think tanks, associations) have been successfully involved in programming, design, implementation (incl. policy dialogue) and monitoring and evaluation of EU external action in the area of GEWE.

Main findings:

- In general, the EU has actively sought to involve CSOs in EU external action in the area of GEWE.
- However, the degree of women's organisations' involvement varied between countries; moreover, the EU has not managed to adequately respond to the specific needs of grass-roots organisations active in the area of GEWE.
- CSO involvement in learning and monitoring and evaluation of EU external action in the area of GEWE has been substantial only in a few cases.

¹⁰⁶ Plan International (2018): Strengthening political participation of girls and young women. Girl's Report 2018, p.40.

¹⁰⁷ Germany Contribution GAP II Reporting 2018, Capital Level, p.6-7

- For France, Germany and Sweden, EU MS all covered by the sample reviewed in this evaluation, CSO engagement is part and parcel of their support to GEWE although they approach the work with CSOs in sensibly different ways.

Overview of sources of information and evidence base

I-5.3.1. Degree of CSO – including (I)NGO, women’s networks, think tanks/research organisations – consultation in country/regional programming in relation to GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II Reporting, EAMRs, Annual Activity Reports, Evaluation of EU Support to Civil Society in the Enlargement, Neighbourhood regions and Russia over the period 2007-2018. Draft Final Report, EU MS documentation and other documents (see Volume III – Bibliography- for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS.	See country-level E-Survey report (see Volume III for further details)	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see Volume IV for further details)	Mostly EUD staff, EU MS, development partners and implementing organisations at country level (see Volume IV for further details)		
I-5.3.2. Degree of CSO – including (I)NGO, women’s networks, think tanks/research organisations – involvement in EU interventions design and implementation (incl. policy dialogue) in relation to GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II Reporting, EAMRs, Annual Activity Reports, Evaluation of EU Support to Civil Society in the Enlargement, Neighbourhood regions and Russia over the period 2007-2018. Draft Final Report, EU MS documentation and other documents (see Volume III – Bibliography- for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS.	See country-level E-Survey report (see Volume III for further details)	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see Volume IV for further details)	Mostly EUD staff, EU MS, development partners and implementing organisations (see Volume IV)		
I-5.3.3. Degree of CSO – including (I)NGO, women’s networks, think tanks/research organisations – involvement in monitoring and evaluation of EU external action in the area of GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II Reporting, EAMRs, Annual Activity Reports EU MS documentation and other documents (see Volume III – Bibliography- for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS.	See country-level E-Survey report (see Volume III for further details)	Not a source
Case study level – main sources of information			

Document review	Interviews
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see Volume IV for further details)	Mostly EUD staff, EU MS, development partners and implementing organisations (see Volume IV for further details)

(I-5.3.1) Main findings and related evidence

This section covers the following indicator:

- I-5.3.1. Degree of CSO – including (I)NGO, women’s networks, think tanks/research organisations – consultation in country/regional programming in relation to GEWE

EAMRs, Annual Activity Reports, CSPs, programme/project documents and interviews show that EU programming has been based on systematic consultations with CSOs although the degree of involvement varied from one country to another. The degree of involvement of women’s organisations is less apparent in the document reviewed and their involvement in programming very much depended on whether GEWE received attention in the programming document (see EQ3).

Following the 2012 Nr 492 Communication from the Commission¹⁰⁸ that considers CSOs as active actors of development and governance, the EC has established since 2016 Framework Partnership Agreements (FPAs) with 25 networks of civil society aiming to create long-term cooperation mechanisms with them and to strengthen their role. FPAs cover Africa, Asia, the Pacific, Latin America and Europe, and a wide array of fields of intervention, including gender. At global level, in the context of these FPAs, the EU supported three civil society umbrella organisations focussing on advocacy on GEWE and women’s participation in policy processes with broad membership in partner countries and regions, namely the African Women’s Development and Communication Network (FEMNET),¹⁰⁹ the Articulaci3n Feminista MARCOSUR (AFM) network¹¹⁰, and Women Engage for a Common Future International (WECF International)¹¹¹. In addition, many other networks with which FPAs have been put in place, have objectives or work streams in GEWE relevant areas, as is the case of CONCORD¹¹², La Via Campesina¹¹³ and the International Federation for Human Rights (FIDH)¹¹⁴, among others.

General exchanges with CSOs on GEWE issues have been taking place in the Policy Forum on Development, which was established by the EC in 2013 and gathers representatives of CSOs and LAs from global, European and regional levels together with representatives of European Institutions and other bodies.¹¹⁵ More specific exchanges on EU external action in the area of GEWE were organised in the context of the formulation of GAP II in 2014-2015 and of its successor strategy in 2019-2020.

In 2018 EU engagement with national gender equality mechanisms (which often included CSOs as actors), women’s civil society organisations and academic institutions increased and informed policy, political dialogue and action formulation in many instances.¹¹⁶ However, despite this generally positive assessment the GAP II Report 2018 nevertheless recommends:

- *Involve and closely consult civil society organisations, especially women’s organisations, at the country and regional levels in terms of context and problem analyses, including for the evaluation of programmes and policies, in order to enhance the effectiveness of EU actions.*
- *Increase cooperation with civil society organisations – including those that work to involve men and boys in promoting gender equality, and religious organisations, among others – that play key roles in promoting and supporting gender equality and women’s and girls’ rights and empowerment.*¹¹⁷

Cases of strong partnerships with CSOs active in the area of GEWE are limited. Close cooperation with CSOs in the area of GEWE were mostly seen in cases where the EU has developed a specific strategy to support CSOs and involve them in policy processes - i.e. where there has been genuine efforts to develop and implement the CSO Roadmaps. In these cases, the partnership took the form of more regular consultations/ more structured dialogue. For example, in the case of Morocco that can be

¹⁰⁸ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions (COM(2012) 492 “The roots of democracy and sustainable development: Europe’s engagement with Civil Society in external relations” including the Council Conclusions of 15 October 2012.

¹⁰⁹ Regional network that gathers over 500 women’s rights organizations working in Africa.

¹¹⁰ Feminist network representing 13 women and feminists’ organisations based in 10 countries in Latin America.

¹¹¹ Established following the 1992 Earth Summit in Rio de Janeiro, WECF is a network of more than 150 women’s and environmental organisations in 50 countries worldwide.

¹¹² Umbrella organisation that comprises national NGO platforms from 28 EU Member States, 18 major NGO networks and 2 associate members, including 1800 NGOs.

¹¹³ International social movement of small holder farmers and rural workers comprising about 163 local and national organisations in 73 countries from Africa, Asia, Europe, North America and Latin America.

¹¹⁴ International human rights NGO federating 178 organizations from 120 countries.

¹¹⁵ EC (2019): The Policy Forum on Development Charter.

¹¹⁶ GAP II Report 2018.

¹¹⁷ Ibid: 82.

considered good practise, in March 2020, the EUD organised a large capitalisation workshop with women's organisations and other CSOs active in the area of GEWE. The two-day event was organised in Tangiers (in the North of the country) and focussed on taking stock of the support provided to the Moroccan civil society on GEWE and better defining the EU's priorities in this area.

Box 5 *Country Roadmaps for EU Engagement with Civil Society*

Since 2012, EUDs in the Neighbourhood region and Russia, Africa, Asia-Pacific and Latin America & the Caribbean have elaborated 'Country Roadmaps for EU Engagement with Civil Society' for most partner countries, usually covering the periods 2014-2017 and 2018-2020.¹¹⁸ These Roadmaps present a comprehensive, coherent and shared analysis of EU and Member States of the civil society landscape, its enabling environment as well as the obstacles, constraints and opportunities faced by CSOs. The Roadmaps tend to include a strong focus on gender equality and were adopted following comprehensive consultations with civil society and enhanced dialogue with Member States and are an important tool to guide the EU engagement with civil society at country level. The still ongoing Evaluation of EU Support to Civil Society in the Enlargement, Neighbourhood regions and Russia has noted challenges while attempting mainstreaming of civil society in sectors that are not typically associated with CSO activity, but this has been an effective means by which civil society can continue to strengthen its ability to engage with the public sector without necessarily being under the spotlight of government. This includes EU engagement with civil society on topics such as women's economic empowerment. Interestingly, however, the EU's prominent attention on gender equality in relations with CSOs can also be seen in a critical light. Preliminary findings of the aforementioned evaluation depict that EU's work with CSOs does not always respond to important civil society needs and priorities and ends up being a way in which governments in the region are legitimised, including those that pursue policies of shrinking spaces for civil society.

Source: Author's analysis, based on cited sources..

(I-5.3.2) Main findings and related evidence

This section covers the following indicator:

- I-5.3.2. Degree of CSO – including (I)NGO, women's networks, think tanks/research organisations – involvement in EU interventions design and implementation (incl. policy dialogue) in relation to GEWE

The EU has actively supported CSOs as actors in project implementation in the area of GEWE, with a strong emphasis on women's organisations, in all countries included in the sample. Across the sample supported civil society initiatives and activities included all spheres of gender equality, GBV, VAWG, SRHR, access to justice, economic empowerment, political participation and peacebuilding. In the Western Balkans/Turkey¹¹⁹ and Colombia, CSOs have somewhat contributed to all stages of the EU project cycle, i.e. programming, design, implementation including, to a lesser extent, in policy dialogue, and monitoring and evaluation. In some other countries, civil society has been consulted regarding EU programming related to gender (Lebanon), involved in the design of EU funded interventions in support of GEWE (Myanmar, Colombia), and participated in stakeholder consultations on all EDF programmes in the framework of EDF, NIP and MRT exercises (Zambia). It appears that Jamaica was the only sample country where a research organisation, namely the University of the West Indies Institute for Gender and Development Studies, was directly involved in EU-supported consultations on GEWE.

As highlighted under EQ6, in many cases, the approach and modalities used by the EU to support CSOs (e.g., calls for proposals launched at global level) limited the opportunities to establish sound long-term GEWE-focussed partnerships with CSOs, including women's organisations. It also appears that, in some countries (e.g., Chad), the financial situation of grass-root organisations active in the area of GEWE is fragile, but, that the same time, they often lack the minimum managerial and operational capacities which would allow them to meet the requirements of EU funding at both grant application and implementation/reporting level.

Table 8 *Summary of case studies' findings on CSO involvement*

Country / region	Findings
Enlargement & Neighbourhood	

¹¹⁸ <https://europa.eu/capacity4dev/public-governance-civilsociety/wiki/roadmaps>

¹¹⁹ In the Enlargement region, for instance, the Serbian NGO Autonomous Women's Center has been heavily involved in implementation of EU projects (both national and regional) since 2010; the regional TACSO project, active since 2009, has included CSO consultations during IPA programming priority identification; the Kosovo Women's Network who has been very active since 2014 has, among other actions, participated in mainstreaming gender in IPA programming.

<i>Kosovo</i>	<ul style="list-style-type: none"> CSOs, some of which have been actively supported by the EU, have carried out relevant actions in all spheres of gender equality, including access to justice, economic empowerment, GBV, and political participation
<i>Georgia</i>	<ul style="list-style-type: none"> The EUD engages in regular and substantial CSO consultation during the elaboration of SSFs and programmes; this includes women's organisations and NGOs with specific expertise in gender. Based on civil society interviews, there is a perception that the EU works mostly through UN Women, which NGOs regard as being as much a competitor in the search for funding as a partner. Moreover, the EU does not provide core funding, which is an essential element of true partnership
<i>Morocco</i>	<ul style="list-style-type: none"> The EU has conducted large CSO consultations not only during the development of the ongoing cooperation strategy, but also during the design of large interventions that had a strong focus on GEWE (e.g., budget support programme Moussawat and CSO support programme Moucharaka-Mouwatina). There have also been attempts to have a structured dialogue with national CSOs.
<i>Enlargement region</i>	<ul style="list-style-type: none"> CSOs, including women's organisations, have been closely associated to EU support in the area of VAWG; IPA bilateral and regional funding focussing on VAWG was targeted to and channelled mostly through CSOs. The EU's spending actions in VAWG have been largely implemented by CSOs, financed, in particular, through EIDHR and the IPA CSF.
Africa	
<i>Zambia</i>	<ul style="list-style-type: none"> Civil society was part of stakeholder consultations organised during formulation of all EDF programmes and in the framework of EDF, NIP and MTR exercises. Dedicated CSO/NGO meetings were held on Gender and SRHR, on governance and on human rights (jointly with MS) and on Resource Mobilisation (under the CSO Roadmap).
<i>Chad</i>	<ul style="list-style-type: none"> The EU has worked closely with CSOs, including women's organisation. In particular, it supported CELIAF, a network of over 450 non-governmental organisations dedicated to promoting women's rights in Chad. However, according to field mission interviews, the EU is not well equipped to support such structures (lack of long-term funding, limited possibility to offer "personalised" support, etc.).
Asia	
<i>Bangladesh</i>	<ul style="list-style-type: none"> The EU has been extensively involved in CSO-led initiatives in the area of GEWE. The involvement consisted primarily in funding European NGOs actions in the country. Several of these initiatives aimed at developing the capacities of CSOs (and CSOs network) active in the area of GEWE.
<i>Myanmar</i>	<ul style="list-style-type: none"> The EU has supported CSOs that have pro-actively worked towards a stronger presence of women at national and subnational governance level and funded activities in the field of protection in conflict-affected areas. Overall, CSOs have primarily been involved in the design and implementation of EU and EU MS funded projects in support to GEWE but to a lesser extent in policy dialogue.
<i>Afghanistan</i>	<ul style="list-style-type: none"> The EU has directly supported women's organisations, especially at the grassroots level, through its assistance to CSOs. Most of the support was channelled through international NGOs. The EUD has over 40 contracts with NGOs and other CSOs.
Latin America	
<i>Colombia</i>	<ul style="list-style-type: none"> CSOs involvement in design and implementation (incl. monitoring) of EU support to GEWE has significantly increased during the period under review. CSOs were involved in the formulation of the current MIP and the EU's CSO Road Map. However, prior to GAP II years, there appears to be little involvement of CSO in design and implementation of EU external action in the area of GEWE.
<i>Brazil</i>	<ul style="list-style-type: none"> CSOs have been actively supported by the EU and carried out relevant actions regarding gender equality, particularly in the sphere of human rights and grassroots work. Dialogue between the EUD and CSO's, including women's organisations, appears to have been strong and productive. In contrast, there is no evidence of involvement by CSOs and women's networks in gender responsive EUD M&E activities.
Caribbean & Pacific	
<i>Jamaica</i>	<ul style="list-style-type: none"> In line with commitments stated in the 11th EDF, the EUD has developed partnerships with CSOs, including women's organisations and academia. However, no evidence was found of CSOs systematic involvement in different stages of EUD programming, including design and implementation (M&E activities).
<i>Pacific</i>	<ul style="list-style-type: none"> The Root Causes project works with, inter alia, youth groups and youth networks, such as the Pacific Youth Council, National Youth Councils or the Pacific Young Women's Leadership Alliance; community leaders, including sports group and faith-based group leaders; and CSOs across the Pacific.

Source: Interviews and various documents (GAP II reporting, EAMR, project documentation, specific studies).

In the case of the EU member states covered by the sample,

- **CSO engagement is part and parcel of France's approach to GEWE in foreign policy. The multi-stakeholder Gender and Development Platform is key for civil society engagement**, for example on the elaboration of MEAE gender strategies and approaches. CSOs play only a minor role in implementing GEWE-related ODA interventions. A key platform for involvement of CSOs has been the Gender and Development Platform created in 2006 by the Ministry of Foreign Affairs and International Development (currently the MEAE). It seeks to promote consultation, exchange of practices and policy monitoring between public authorities and French civil society organisations related to France's international policies concerning the fight against gender inequality.
- **Germany has been working actively to involve CSOs in different aspects of GEWE work, both internally within Germany and at the global and national levels.** Civil society actors are regularly consulted in developing gender related strategies and action plans, specifically about the implementation of UNSCR 1325 and their work is relevant concerning accountability. German development cooperation further supports CSOs working on gender equality through project funding. Civil society and research organisations are involved in implementing the BMZ GAP and each Roadmap acknowledges that. Civil society representatives have been involved in shaping and in implementing the National Action Plan 2017-2020 to implement UNSCR 1325. The Federal Government established a consultative group so to strengthen the involvement of civil society and to tap its expertise in developing implementation practices further. This consultative group includes civil society as well as ministry representatives and is part of an Inter-Ministerial Working Group.
- **Sweden has been quite active in working with CSOs on GEWE actions, including at the policy dialogue level and works systematically to balance its bilateral cooperation efforts at the government to government level with support of and partnerships with diverse CSOs.** Civil Society organisations are involved in the formulation, implementation and evaluation of the National Action Plan for UNSCR 1325. The Swedish MFA meets with a reference group, which includes civil society actors (including Concord, Kvinna till Kvinna, IKFF, Röda Korset, 1325 policy group and Operation 1325) twice per year to discuss progress of the NAP. In preparing the third action plan, the MFA conducted a broad consultation with CSOs in Sweden as well as in five conflict and post-conflict countries. At partner country level, CSOs are usually included as partners in work on WPS. The GoS has regular meetings with CSOs on gender equality beyond the WPS agenda, including on the Foreign Service's yearly Action Plan for the Feminist Foreign Policy.¹²⁰

(I-5.3.1) Main findings and related evidence

This section covers the following indicator:

- I-5.3.3. Degree of CSO – including (I)NGO, women's networks, think tanks/research organisations – involvement in monitoring and evaluation of EU external action in the area of GEWE

CSO involvement in monitoring and evaluation of EU external action in the area of GEWE has been substantial only in a few cases. In the countries reviewed, only in a few cases (Afghanistan, Kosovo, Zambia) did CSOs play a substantial role in monitoring and evaluation of EU external action in the area of GEWE. In Afghanistan, the EUD worked closely with the Government and CSOs partners to enhance policy baselines, indicators and proper monitoring mechanism for NAP1325. In Zambia, CSOs at the community level have been involved in formulation and implementation and will be involved in monitoring. Difficulties in working with civil society were encountered mainly in Chad where the operation of CSO is restricted.

¹²⁰ EU MS Case Study Reports.

6 EQ6 – Instruments and modalities

EQ6 - To what extent have the various aid modalities and financial instruments, and their combinations, been appropriate to promote gender-responsive EU external action at local, national, regional and global levels?



This Evaluation Question (EQ) covers issues related to Instruments and Modalities, and the analysis was structured around three Judgement Criteria (JC):

- **JC 6.1** The choice of **financing instruments** has been appropriate to respond to the different contexts and pursue a comprehensive approach on GEWE at local, national, regional and global levels.
- **JC 6.2** 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.
- **JC 6.3** The design and implementation of EU interventions and EU policy development processes have benefitted from solid gender-related **monitoring, evaluation and learning** mechanisms.

The assessment of each JC builds on a set of specific indicators. The sections below present: i) the main sources of the evidence underpinning the JC assessment; and ii) the main findings and evidence identified per indicator.

For further details on the evidence gathered by the team, please refer to the relevant annexes.

JC6.1 Financing instruments

JC 6.1 The choice of financing instruments has been appropriate to respond to the different contexts and pursue a comprehensive approach on GEWE at local, national, regional and global levels.

Main findings:

- While the choice of financing instruments does not respond to an explicit rationale, there has been some consistency in the way instruments have been used; overall, the mix of financing instruments used by the EU is characterised by an extensive use of thematic instruments for gender-targeted support.
- While some complementarity exists between instruments, the EU has not often actively sought to achieve synergies between instruments in its support to GEWE.

Overview of sources of information and evidence base

I-6.1.1. Clarity of the <u>rationale</u> (including identification of comparative advantages) for choosing the mix of instruments in relation to specific interventions' purposes and geographical coverage			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
EU financing instruments regulations, key EU reference documents on GEWE and GAP II reporting (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS	<i>Not a source</i>	See Mapping details in <i>Volume III, Annex 4.</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., Enlargement Progress Reports, EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff.		

I-6.1.2. Degree of <u>synergies</u> between interventions financed under different instruments			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
EU regulations, key EU reference documents on GEWE and GAP II reporting (see <i>Volume III – Bibliography-</i> for further details)	Mostly EU HQ: DEVCO, NEAR, EEAS	Country-level and HQ survey	See Mapping details in <i>Volume III, Annex 4.</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff.		
I-6.1.3. Degree of effective <u>mix of instruments</u> used in the different contexts, including evolution over time			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE and GAP II reporting (see <i>Volume III – Bibliography-</i> for further details)	Mostly EU HQ: DEVCO, NEAR, EEAS	Country-level and HQ survey	See Mapping details in <i>Volume III, Annex 4.</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., Enlargement Progress Reports, EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff.		

(I-6.1.1) Main findings and related evidence

This section covers the following indicator:
<ul style="list-style-type: none"> I-6.1.1. Clarity of the rationale (including identification of comparative advantages) for choosing the mix of instruments in relation to specific interventions' purposes and geographical coverage

Putting aside the Spotlight Initiative, EU support to gender-targeted action is characterised by the substantial use of thematic instruments; the extent the geographic instrument was used in a specific context is correlated to the degree of gender mainstreaming in the EU portfolio, which, as highlighted in JC6.2, was often low (albeit increasing during the period under review). At the aggregated (global) level, geographic and thematic instruments have been used equally to support gender-targeted action during the period 2010-2018 – see Mapping of targeted support in Volume III. However, a detailed analysis of the EU portfolio of targeted interventions reveals that the situation differs strongly across levels (regional vs bilateral) of interventions and countries. In particular:

- Regarding 'regional/multi-country' interventions:
 - If the Spotlight initiative is taken out of the analysis¹²¹, geographic instruments account for only 26% of all regional gender-targeted interventions; a large part of this share corresponds to initiatives funded under regional Civil Society Facilities in the Neighbourhood and Enlargement region.
 - The funding of regional programmes under thematic instruments was mostly done through the DCI GPGC thematic budget line related to GEWE.
- Regarding 'country level' interventions:
 - if interventions in the area of maternal health and nutrition are taken out of the analysis¹²², geographic instruments account for only 40% of all bilateral gender-targeted interventions;

¹²¹ Given the very substantial amounts corresponding to the Spotlight Initiative in one year (more than EUR 200 million in 2018), including this programme in the analysis do not allow to easily analyse patterns in the EU portfolio.

¹²² They represent substantial amounts under the EDF instruments, which, if included, would create important bias in the analysis.

- o A large part of these amounts went to budget support programme on GEWE in the Neighbourhood South region and various programmes in Sub-Saharan Africa¹²³.

The extensive use of thematic instruments is even more apparent when one zooms in specific geographical areas. For instance, the thematic instruments have been the predominant modality in Asia (80% of total GEWE-targeted funding) and Latin America (89% of total GEWE-targeted funding). Even in Africa, where the geographic instrument has been used to a larger extent, there are several countries such as Malawi where the thematic instruments have been the predominant modality (72% of total GEWE-targeted funding).

The choice of instruments often does not respond to an explicit rationale, but EU support to GEWE features some complementarity between instruments.

The review of EAMRs and project documentation does not reveal discussions on the comparative advantages of the various instruments during EU programming or the design of specific interventions. According to the DCI regulation, the DCI-GPGC programme on gender equality was supposed to play a role of 'gap filler' – i.e. it mostly funded interventions that could not be easily covered by other instruments. However, based on the evidence gathered by the team, there is no evidence that the allocation of the GPGC funds responded to an explicit analysis of strategic gaps.

As highlighted by E-Survey respondents and interviewees, the use of thematic instruments (esp. CSO&LA and EIDHR) has presented some clear advantages:

"Thematic budget lines (independent from the government) have allowed us to increase the focus on gender and other vulnerable categories." EUD, Sub-Saharan Africa

"Thematic budget lines have helped support gender-targeted 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

The IcSP, for instance, has been particularly used to promote the EU's WPS agenda. The IcSP's strong commitment in this area is shown in several interventions specifically targeting GEWE and effort put into mainstreaming GEWE in various thematic areas such as mediation and dialogue, natural resources and conflict, security sector reform, as well as support to civil society in conflict affected contexts.

Moreover, there has been some degree of consistency in the way thematic instruments were used. In particular, these instruments present some degree of thematic focus, especially for the GEWE-targeted funding. A majority of CSO-LA GEWE-targeted funding has covered GAP II thematic D (voice and participation). EIDHR and the DCI-GPGC programme on gender equality have had a much stronger focus on GAP II thematic priority B than on other priorities.¹²⁴

The Partnership Instrument (PI) has two specific objectives addressing gender equality and women's empowerment, namely specific objectives 2 (Implementation of the international dimension of "Europe 2020" and promotion of the Union's internal policies) and 4.2 (Public Diplomacy and Outreach) by referring to sustainable and inclusive growth and EU values respectively. The PI has been used to fund a gender-targeted intervention focussing on Latin America and Europe multi-region coverage (Win-Win: Gender Equality Means Good Business), with a focus on cross-regional linkages and mutual interest consistent with the legal basis of the instrument. Nonetheless, gender mainstreaming in other PI interventions has been limited. The findings of the External Evaluation of the Partnership Instrument (2014-mid-2017) confirm the limited structural regard for gender mainstreaming within funded actions and the absence of reference to democracy and human rights in action (project) design or delivery. According to the evaluation report, only eight actions from the reviewed sample included gender mainstreaming in their design and all but five were programmed in North America (four in the US and one in Canada). The remainder were programmed in the Asia-Pacific region and Brazil. The budget these actions being just over EUR 2 million (under 1% of the budget of the reviewed PI actions).¹²⁵

There have also been some limitations to what could be achieved at country level through thematic instruments:

"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

¹²³ E.g. The programme 'Promoting Women's Engagement in Peace and Security in Northern Nigeria' (FED/2013/024-240).

¹²⁴ The DCI-GPGC programme on gender equality has a clear focus on priority B even when taking out the large amounts that were used to fund the Spotlight initiative.

¹²⁵ EU (2017): External Evaluation of the Partnership Instrument (2014-mid 2017)

These limitations have been confirmed by interviews at both EUD and HQ level. As underlined in a recent study on discriminatory laws commissioned by the European Parliament¹²⁶:

“The EU can fund targeted actions by civil society organisations (CSOs) for the advancement of gender equality through thematic instruments such as the European Instrument for Democracy and Human Rights (EIDHR). But this kind of support should be complementary to, rather than a substitute for support for reform of discriminatory laws through bilateral cooperation instruments. The EIDHR should primarily be utilised for law reform advocacy in situations where the issues are too sensitive to be addressed directly through bilateral cooperation.”

(I-6.1.2& I-6.1.3) Main findings and related evidence

This section covers the following indicators:

- I-6.1.2. Degree of synergies between interventions financed under different instruments
- I-6.1.3. Degree of effective mix of instruments used in the different contexts, including evolution over time

There are examples of linkages between instruments; but, overall, synergies, especially between actions funded under the thematic instruments and bilateral funding provided through the geographic instruments, have been limited. This is particularly visible in the evidence from the case studies – see Volume IV. The uneven effectiveness of the mix of instruments was also highlighted by some E-survey respondents:

“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

Around 30% of the E-survey respondents considered that the mix of instruments (thematic budget lines vs geographic programmes at bilateral and regional level) has not been appropriate, or only to some extent, to pursue gender equality objectives. Only a quarter considered that the mix was appropriate to a great extent. (I-6.1.3)

An E-Survey respondent made the parallel between the synergies within the mix of instruments and the insufficient communication between sector teams within the EUDs (I-6.1.2):

“We could have more synergies between the instruments and also between the different EUDs sections.” EUD, Latin America

The limited synergy between instruments has been even particularly visible between regional-level interventions and country-level ones. In the Western Balkans, interviewees characterised information flows between Brussels and EUDs as good, but mentioned, as well, the frequently encountered problem that EUDs feel they have insufficient information regarding (and control over) regional initiatives designed by and managed from Brussels. A similar observation has been made by EUD staff in other regions. (I-6.1.2)

As revealed in the case studies, the weaknesses in gender mainstreaming (see EQ3), the heavy reliance on thematic instruments to support GEWE highlighted above and, in some cases, the insufficient communication within EUDs and between HQ and EUDs has resulted in the provision of *ad hoc* funding to GEWE at country level in several cases, with limited opportunities for EUDs and partners at country level to think on where and how to best address strategic gaps in the area of GEWE. (I-6.1.3)

There are a few exceptions (e.g., Colombia, Morocco) where the EU has actively sought to link some GEWE-targeted interventions funded between instruments. In Morocco, the EU has used all main financing instruments available to provide support to GEWE. Since the launch of the ‘PGE Support Programme’, the first budget support programme financed by the EU which focussed on gender equality, the EU has financed gender-targeted actions through all main instruments available to support its cooperation activities in Morocco, including: ENI (bilateral), ENI (regional), EIDHR, and, to a lesser extent, CSO & LA. The ‘PGE Support Programme’ was already accompanied by specific actions financed under thematic instruments that aimed at reinforcing the policy measures supported through budget support. For instance, an EIDHR-funded project launched in 2013 supported some civil society organisations to assume a role in terms of policy monitoring of the PGE (ICRAM 1). Since then, there has been some degree of continuity in the involvement of certain CSOs, including national women’s organisations, in various CSO support programmes funded under both geographic and thematic instruments. (I-6.1.2 & I-6.1.3)

The team identified various other examples (e.g., Chad, Kosovo), where CSO funded through bilateral programmes (geographic instruments) had received previous funding from the EU through thematic programmes although the degree of continuity in the funding varied across countries. (I-6.1.2)

¹²⁶ European Parliament (2020): Discriminatory laws undermining the women’s rights. In-depth analysis - Requested by the DROI subcommittee.

JC6.2 Modalities and funding channels

JC 6.2 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.

Main findings:

- The project approach, including calls for proposals, has played a large role in EU gender-targeted support; however, this, to some extent, posed a problem in terms of establishing sound long-term partnerships with the diverse types of CSOs working on GEWE in partner countries.
- There has been increased attention to GEWE in EU budget support; in the few cases where budget support was used to address GEWE issues, it has had an integrative effect on the EU bilateral co-operation.
- The use of country level trust funds brought clear advantages in terms of strengthening the coherence of EU support to GEWE.
- There has been very limited integration of a gender perspective into EU blending operations so far.

Overview of sources of information and evidence base

I-6.2.1. Clarity of the rationale (including identification of comparative advantages) behind design choices regarding modalities and funding channels

Overall strength of the evidence base: ● (strong)

Global analysis level – main sources of information

Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE and GAP II reporting (see <i>Volume III – Bibliography for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS	<i>Not a source</i>	See Mapping details in <i>Volume III, Annex 4</i> .

Case study level – main sources of information

Document review	Interviews
Various documents (e.g., Enlargement Progress Reports, EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff as well as implementing partners, CSOs, government.

I-6.2.2. Degree of linkages between policy dialogue (incl. high level dialogue) on GEWE and project/programme design and implementation

Overall strength of the evidence base: ● (strong)

Global analysis level – main sources of information

Document review	Interviews	E-Survey	Inventory
<i>Not a source</i>	Mostly EU HQ: DEVCO, NEAR, EEAS	<i>Not a source</i>	See Mapping details in <i>Volume III, Annex 4</i> .

Case study level – main sources of information

Document review	Interviews
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff as well as implementing partners, CSOs, government.

I-6.2.3. Perception of transaction costs and timeliness of implementation by parties involved

Overall strength of the evidence base: ● (medium)

Global analysis level – main sources of information

Document review	Interviews	E-Survey	Inventory
<i>Not a source</i>	Mostly EU HQ: DEVCO, NEAR, EEAS	<i>Not a source</i>	<i>Not a source</i>

Case study level – main sources of information

Document review	Interviews

Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)		Personal and virtual interviews with EUD staff as well as implementing partners, CSOs, government.	
I-6.2.4. Modalities and funding channels used to promote national ownership			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Not a source	Mostly EU HQ: DEVCO, NEAR, EEAS	Not a source	See Mapping details in <i>Volume III, Annex 4</i> .
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff as well as implementing partners, CSOs, government.		

(I-6.2.1) Main findings and related evidence

This section covers the following indicator:

- I-6.2.1. Clarity of the rationale (including identification of comparative advantages) behind design choices regarding modalities and funding channels

The project approach, including calls for proposals, has played a large role in EU gender-targeted support. The project approach, including calls for proposals, has been used under both thematic and geographic instrument. As highlighted in the table below, a large share of this support was channelled towards CSOs.

Table 9 Overview of EU gender-targeted support by modality and channel (2014-2018)

Modality	Channel	Contracted amounts (in m EUR)	%
Grant	CSO	419	37,4%
	Other ¹²⁷	37	3,3%
	Local authorities	5	0,4%
Trust Fund (MADAD, EU TF Africa)	CSO	16	1,4%
	EU MS	15	1,3%
	UN	13	1,2%
	Gov. & Local authorities	5	0,4%
Contribution agreements¹²⁸	UN (<i>Spotlight Initiative</i>)	291	26,0%
	UN (<i>Other</i>)	204	18,2%
	EU MS	26	2,3%
Services, Supply & Work	Various (Gov., Private Sector)	81	7,2%
Blending	Other	5	0,4%
Twining & TAIEX	Various (EU MS, Gov., Other)	4	0,4%

Source: Authors calculations based on CRIS data

In the documentation reviewed, there has been **limited discussions of the comparative advantages of using a specific modality to support GEWE**. The rationale behind the use of a modality was often 'naturally' determined by the type of financing instrument used and, in a few cases (e.g., budget support in Morocco), the agreement with the partner government on a "preferred modality" for bilateral cooperation.

Similarly, the project approach in the context of thematic instruments 'naturally' determined the type of funding channel used (predominantly CSOs). In the context of the geographic instruments, the situation varies across countries. Some interviews reveal that, in a few regions, the selection of a specific organisation for the implementation of regional programmes responded to 'higher strategic' considerations. As an interviewee presented it: *"the EU decided at the highest level that they had to finance this organisation because of the global "political" agreement they have with it"*. Even if not explicitly discussed in the project

¹²⁷ This category corresponds mainly to 'foundations' (e.g., Heinrich-Boll Stiftung), International organisations (e.g., British Council) and private-sector non-profit organisations.

¹²⁸ Grants to UN agencies are also included in this category.

documentation, the selected channels were almost always showing strong relevance for the type of activities to be implemented.

In Kosovo, the country case study reveals that, while the rationale behind the choice of partners or modalities is not explicit in the programming and project documentation, there have been discussions on the best approach to be adopted for implementation. In particular, the EU has considered investing in CSOs more sustainable than funding EU MS or UN agencies, as it builds capacities of national stakeholders who in the long term continue to hold government accountable for the implementation of policies and laws. Supporting CSOs was also considered as more efficient and less costly. While the rationale of the EU's choice can be considered as clear and other development partners, including UN agencies and EU MS (e.g., Sweden), have been supporting GEWE at central government level, various stakeholders interviewed demanded more direct EU support to the national women's machinery.

The project approach allowed covering a wide range of thematic areas; however, this, to some extent, posed a problem in terms of establishing sound long-term partnerships with the diverse types of CSOs working on GEWE in partner countries.

The project approach has allowed to cover a wide range of thematic areas in EU external action related to GEWE and provide support in very diverse geographical settings (see Mapping in Volume III and analyses under EQ7, EQ8, EQ9)).

However, using the calls for proposal modality, the EU has struggled to adequately respond to the specific needs of grass-roots organisations and establish sound long-term partnerships with CSOs on GEWE. As evidenced in the case studies and interviews at HQ level, both the financial situation of grass-roots organisations active in the area of GEWE and their managerial and operational capacities limit their ability to meet the requirements of EU funding at grant application and implementation/reporting levels. Results of alternative approaches to traditional calls for proposals (e.g., PAGODA agreement with international organisations) have been mixed so far, partly due to: i) the difficulties of finding an intermediary organisation sufficiently flexible and well-equipped to respond to local realities; and ii) a failure to agree on a clear definition of roles between the EUD, the intermediary organisation and other stakeholders. There have also been issues of timeliness and high transaction costs with these approaches (see I-6.2.3 below).

There has been increased attention to GEWE in EU budget support; in the few cases where budget support was used to address GEWE issues, it has had an integrative effect on the EU bilateral co-operation. As highlighted in the Budget Support case study (see Volume IV), outcome indicators used in policy matrices used for tranche release are often sex-disaggregated. As also illustrated by the existence of gender-targeted budget support now in two countries (*Morocco* and *Burkina Faso*) and the increasing number of 'gender-sensitive' indicators in recent budget support interventions, there has been an overall increase in the attention given to GEWE in the provision of EU budget support. Moreover, extensive references to EU's engagement in GEWE, including to the GAP II framework, have been included in recent guidelines. New tools/templates developed for the design of budget support contain elements that facilitate gender mainstreaming in this type of support. Reporting tool also contain specific sections focussing on GEWE (SDG5).

The cases of *Morocco* (gender-targeted budget support) and *Colombia* ('gender-sensitive' budget support) show that budget support can have strong positive effects in mainstreaming gender in the rest of the EU bilateral cooperation. EU's engagement in gender-targeted or gender-sensitive budget support was often correlated with increased gender capacity at EUD level. It has also given EUD staff (not only GFPs) unique insights into the opportunities and obstacles to gender mainstreaming in partner countries' sector policies, which have been used to enhance the integration of a gender perspective in the design of EU sector interventions.

However, interviews and the document review reveal that, in most countries where budget support was provided, GEWE was not a priority in policy dialogue. There has been a moderate integration of GEWE issues in State Building (source: ongoing evaluation of the EU support through SBC). The attention to GEWE in BS-related dialogue is partly explained by the still limited integration of GEWE in the design of budget support operations, including the limited incorporation of a gender component in the accompanying measures to budget support (e.g., support to gender-responsive budgeting, support to the strengthening of national statistical capacities on GEWE).

The use of country level trust funds brought clear advantages in terms of strengthening the coherence of EU support to GEWE (in terms of gender-sensitive interventions). Although the inventory carried out in this evaluation did not consider the EU contributions to country-level Trust Funds as gender-targeted¹²⁹, there are several cases where the EU provided substantial support to GEWE through country level trust funds (e.g., *Afghanistan*, *Colombia*) or multi donor programmes (e.g. Myanmar)– see further

¹²⁹ Consistent with the OECD DAC policy marker system, these contributions could not be considered as G2 support given the fact that GEWE was not the main objective of these trust funds and interventions implemented through these trust funds covered in both gender-specific and other areas.

details in Volume IV. This type of mechanism allowed enhancing coordination and coherence in EU and EU MS support to GEWE. However, there is no evidence that it helped to enhance gender mainstreaming in the rest of the EU's bilateral portfolio (interventions financed outside the trust fund).

There has been very limited integration of a gender perspective into EU blending operations so far. There are very few examples of blending operations integrating a GEWE dimension whether through mainstreaming in the design of the operation or a specific GEWE-targeted component. While national partners' weak interest in GEWE largely explain the situation, interviewees highlighted missed opportunities for EUDs to more actively promote GEWE at project appraisal stage and the very limited use of gender analysis in the design of the operations by the EU and staff from the partner organisations.

There has been little to no integration of GEWE into EU blending operations focussing on the infrastructure sector (see Box 6 below), which reflects the general lack of gender awareness of staff working in this area, a sector characterised by an overwhelmingly male environment. Some interviewees saw opportunities to do more in operations focussing on the financial sector, which, for instance, could more systematically include a window to finance women's entrepreneurship. A case in point of integration of a GEWE dimension in blending operations is the EU-funded support provided in the context of the European Bank for Reconstruction and Development (EBRD)-implemented 'Women in Business' programme in Morocco.¹³⁰

Gender mainstreaming in blending operations has also been strongly hampered by the persisting low degree of gender mainstreaming in the IFIs institutional environment, which IFIs are themselves increasingly aware of.¹³¹ The limited financial envelope for TA available for some IFIs strongly limits their ability to finance gender-targeted activities within broader programmes. This can be seen as an opportunity for the EU to promote a stronger integration of GEWE within such operations.

Box 6 *Challenges in terms of gender mainstreaming in EU-funded investment facilities – the case of the Investment Facility for the Pacific*

Under the 11th EDF (RIP for 2014-2020), the main instrument for delivering funding for regional projects is the Investment Facility for the Pacific (IFP). The IFP funding mechanism is not set up to readily track expenditures on gender mainstreaming, with the exception of explicit gender analyses and social impact studies required during the feasibility stage. As a funding mechanism, it has considerable potential to support the generation of gender analyses to inform the development of large-scale loans to build the capacity of the infrastructure sectors as can be seen from the IFP's ToR for its work in Timor Leste. However, it will be up to the government of Timor Leste and other countries in the region that participate in the IFP to determine if it considers the issues identified in these gender analyses to be of sufficient priority to borrow money to address them. The IFP, itself, does not include an explicit gender equality objective, and it is not yet clear if gender will be mainstreamed adequately by this investment facility

Source: Pacific region case study

(I-6.2.2) Main findings and related evidence

This section covers the following indicator:

- I-6.2.2. Degree of linkages between policy dialogue (incl. high level dialogue) on GEWE and project/programme design and implementation

As highlighted under EQ2 and EQ3, in several partner countries, there has some weak linkages between EU's engagement in policy dialogue and the actual support provided through spending activities. In particular, some interviewees highlighted that, where budget support was not explicitly focussing on GEWE, there has been limited use of the budget support to leverage dialogue on GEWE. In most countries where it was used, interviews show that GEWE was not a priority in policy dialogue related to budget support. However, the Budget Support case study (see Volume IV) highlights an overall increase in the attention given to GEWE in the provision of EU budget support.

(I-6.2.3) Main findings and related evidence

This section covers the following indicator:

- I-6.2.3. Perception of transaction costs and timeliness of implementation by parties involved

The review of project documentation reveals frequent delays in implementation of EU support, especially for interventions funded under the project approach in the context of bilateral

¹³⁰ The programme consists in providing credit lines to partner financial institutions for on-lending to women-led SMEs as well as TA and risk-sharing for partner institutions.

¹³¹ As illustrated by the 2x Challenge (www.2xchallenge.org), several IFIs decided to step up efforts related to gender mainstreaming in recent years.

programming. However, there is no evidence that delays have been higher than in other areas of interventions.

Moreover, the usually longer period of implementation of bilateral programmes and the possibility to resort to contract amendments to extent the implementation period resulted in these delays having generally limited impact on the achievements of the objectives. There are a few cases where delays accumulated during the project start have had a negative impact on the performance of the intervention. For instance, this has been the case of a CSO support programme in Morocco (implemented through a multilateral agency), where the delays in the start-up phase resulted in a shorter period allowed for the implementation of the CSO selected projects.

Some CSOs interviewed in the context of the country case studies also complained about the heavy reporting requirements of the EU grant mechanisms, which they perceive as a high transaction cost. Several of them have had to recruit specialised human resources for the time of the project to respond to the specific reporting requirements stipulated in the grant agreement.

In the context of budget support (Morocco), interviews also highlighted the perception of high transaction costs of certain accompanying measures managed by the national authorities. In particular, partly due to capacities issues and an inadequate initial design, the Directorate for Women within the Ministry of Solidarity, Social Development, Equality and Family faced important difficulties to manage the CSO support component that was embedded in the first budget support programme.

Finally, as also highlighted above (see I-6.2.1), there have been some diverging views among interviewees on the “costs of funding multilateral agencies compared to directly supporting CSOs”. However, some interviewees highlighted the advantages of channelling funds through a specialised agency which can play a role the EU cannot assume (with the resources available at EUD and HQ level) in terms of accompanying smaller organisations involved in implementation and supporting learning during implementation.

(I-6.2.4) Main findings and related evidence

This section covers the following indicator:

- I-6.2.4. Modalities and funding channels used to promote national ownership

There has been limited ownership of EU support to GEWE by national public institutions. There is an emerging pattern across case studies, with high ownership by local CSO partners, but limited ownership by national public institutions.

Cases where strong ownership by national authorities was observed include Georgia. In particular, this country case shows that strong commitment and openness to policy dialogue with the EU and significant reform can make budget support an effective tool to yield reform results in the area of GEWE. In most other cases, national ownership overall has been weak, with usually the presence of staff in a few public entities committed to push the GEWE agenda forward but overall limited support and weak political backing from senior leadership. This partially explains the over-emphasis on CSO support in EU support to GEWE. Arguing that much more could be done by the EU in terms of advocacy, some interviewees called for a stronger support to national women’s machineries even in the context where high-level officials show weak appetite for actions in the area of GEWE.

Box 7 Ownership of EU support – the case of EU support to VAWG in the Enlargement region

In the Enlargement region, the predominance of the project approach, as well as reliance on NGOs and UN agencies to implement projects, does not encourage ownership by national authorities, but also reflects low demand for EU funding in the area of GEWE. Interviewees stated that, in a number of countries, agencies for GEWE, and specifically VAWG, were small, understaffed, and marginalised within their ministries. Even in Serbia, with a strong women’s NGO network, a Gender Focal Point in every ministry, reasonable coordination by Government through the Deputy Prime Minister’s Office, and good communications with the EUD, a new Gender Equality Law has not been passed and there is no replacement for the expired Action Plan on VAWG. While EUD in Kosovo had not provided direct support to the national women’s machinery during the period under review, namely AGE in the Prime Minister’s office (which is supported by Sweden and some international donors), EUD Montenegro is heavily supporting the Department for Gender Equality, which is located in the Ministry of Human and Minority Rights, through its programmes, hereby supporting the development of several national frameworks and action plans

Source: *Enlargement region case study.*

JC6.3 Monitoring, evaluation and learning mechanisms

JC 6.3 The design and implementation of EU interventions and EU policy development processes have benefitted from solid gender-related monitoring, evaluation and learning mechanisms.
<p>Main findings:</p> <ul style="list-style-type: none"> The EU has increased the integration of GEWE into M&E processes and there have been some good practices in terms of learning; however, learning on GEWE has been hampered by the scattered nature of the EU support in this area and weak institutionalization of learning mechanisms within the EU.

Overview of sources of information and evidence base

I-6.3.1. Degree to which design/programming documents reflect sound drafting from a <u>results-based approach</u> point of view			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE and GAP II reporting (see <i>Volume III – Bibliography - for further details</i>)	Not a source	Not a source	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., Enlargement Progress Reports, EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff.		
I-6.3.2. Extent to which (quantitative and qualitative) evidence has been regularly collected (by implementing partners, monitors, EUDs, etc.) at both output and outcome/impact levels			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE and GAP II reporting (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ (staff at DG DEVCO and DG NEAR) and key informants outside the EU (e.g., consultants involved in ROM monitoring)	Not a source	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., Enlargement Progress Reports, EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff.		
I-6.3.3. Degree of <u>integration of lessons learnt</u> from past policies and interventions in the design of new interventions			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE and GAP II reporting (see <i>Volume III – Bibliography- for further details</i>)	Mostly EU HQ: DEVCO, NEAR, EEAS	Not a source	Not a source
Case study level – main sources of information			
Document review	Interviews		

Various documents (e.g., Enlargement Progress Reports, EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV</i> for further details)	Personal and virtual interviews with EUD staff.
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(I-6.3.1) Main findings and related evidence

<p>This section covers the following indicator:</p> <ul style="list-style-type: none"> • I-6.3.1. Degree to which design/programming documents reflect sound drafting from a results-based approach point of view
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Results frameworks are often too timid with respect to integration of a GEWE dimension (especially for GEWE-sensitive interventions) and, sometimes, too ambitious (for some GEWE-targeted interventions); moreover, assessments and planning of the means necessary to monitor progress are often inadequate or absent. The quasi-absence (or absence) of a clear gender dimension in the results framework of most documents reviewed in the country case studies (especially programming documents and logframes presented in project documentation of interventions marked as gender sensitive) reflects the general finding of this evaluation that gender mainstreaming in the EU external actions is still a work in progress (see EQ3). Table 4 above (see section related to JC3.2) presents the results of a consistent review by the team of the action documents of randomly selected interventions marked as G1 in case study countries. In particular, it confirms the low integration of GEWE in logframes, an observation that came regularly out in the case studies.

Country case studies (e.g., *Bangladesh, Chad*) reveal that GEWE-targeted interventions (esp. grant proposals from CSOs) are often characterised by an over-ambitious results frameworks and inadequate assessments and planning of the means necessary to monitor progress.

(I-6.3.2) Main findings and related evidence

<p>This section covers the following indicator:</p> <ul style="list-style-type: none"> • I-6.3.2. Extent to which (quantitative and qualitative) evidence has been regularly collected (by implementing partners, monitors, EUDs, etc.) at both output and outcome/impact levels

There have been clear efforts to enhance the integration of GEWE into M&E; however, results are mixed so far.

Progress reports reviewed in the context of the country case studies show limited attention to data at outcome/impact levels. This is partly explained by the fact that there has been an inadequate assessment and planning of the means necessary to monitor progress at that level (see *I-6.3.1*).

There has also been insufficient attention to GEWE in the standard monitoring and evaluation mechanisms developed by the EU (e.g., ROM report, final project evaluations). In particular, as illustrated by the case of Chad, several ROM assessment of gender sensitive interventions carried out during the period under review did not provide any recommendation on GEWE.

There have been clear efforts to integrate a stronger gender dimension into ROM assessments in recent years. In addition to specific training, the ROM assessment grid and its accompanying guidance document evolved significantly between 2015 and 2019, with gender being now mainstreamed in several part of the grid. However, interviews show that, given the long list of issues to cover in this framework and the limited resources available, gender often ends up not being a strong point of attention in final assessments. The integration of GEWE-related elements in the final assessment often depends on various factors, including: i) the sectors covered (gender being more prominent in assessments of interventions in the governance and social sectors), ii) the degree of gender awareness of the implementing partners (and the officer in charge at the EUD/HQ), and iii) to some extent, the profile of the monitor carrying out the assessment.

A good practice has also been the joint development (by DEVCO, NEAR and FPI) of guidelines on 'evaluation with gender as a cross-cutting dimension'. There have been several references to these guidelines in project and strategic evaluation Terms of References (ToR) as well as in GEWE-related guiding documents, which point to a good dissemination of these guidelines. Some stakeholders interviewed highlighted the need to make the integration of GEWE into the ToR of project evaluations obligatory.

(I-6.3.3) Main findings and related evidence

<p>This section covers the following indicator:</p> <ul style="list-style-type: none"> • I-6.3.3. Degree of integration of lessons learnt from past policies and interventions in the design of new interventions
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There have been some good practices in terms of learning; however, learning has often been hampered by the scattered nature of the EU support to GEWE and the absence of well-established internal learning mechanisms within the EU.

There are many cases of GEWE-related interventions that are directly building on previous interventions implemented in the same thematic area and in the same country. In the cases where continuity was ensured in the support over the medium/long term, the EU has shown some capacity to learn from past interventions (see the cases of Chad, Colombia, Morocco). As illustrated by the case of Morocco (see EQ5 and related case study in Volume IV), some EUDs have also implemented innovative learning activities such as special event gathering CSOs and other partners working in the area of GEWE to discuss lessons learnt 'from the field'. However, such initiatives have been largely ad hoc. Some recent EU-funded regional programmes (e.g., the UN Women regional programme on 'Ending Violence against Women' in the Western Balkans and Turkey) have also included a promising learning dimension, but it is too early to assess the effectiveness of the foreseen mechanisms.

In general, the scattered nature of EU support (see EQ1 and EQ3) meant that the EU worked with multiple partners and at various levels, which made it very difficult to ensure adequate integration of lessons learnt from past interventions in new GEWE-related actions. Moreover, the weak integration of GEWE into M&E processes (see I-6.3.2) resulted in reduced opportunities for learning.

At HQ level, as mentioned under EQ2, the EU contributed to various online platforms to disseminate materials on GEWE (training, guidance note, policy briefs, recent thematic studies). A resource package on Gender Mainstreaming in EU development cooperation has been put online with various partners (e.g., ILO, UN Women) in 2016.¹³² DEVCO staff continuously populated the platforms DEVCO Academy¹³³ and Capacity4DEV¹³⁴ with guidance documents and recent studies on GEWE. EU also used to be an active contributor to the Learn4Dev¹³⁵ platform at the start of the period under review. However, some of these platforms have been less active in recent years.¹³⁶ Moreover, the multiplicity of the platforms used points to some dispersion in the learning mechanisms established during the period under review.

The GAP II reporting has an important potential in terms of learning. While it has been implementing in a systematic way, the format used and the type of information collected so far has limited this potential (see EQ2). Several EUD GFPs interviewed complained about the lack of feedback loops that would allow EUD staff to apply lessons from GAP II reporting to their daily work. There is no evidence of the EU having used in a systematic way the information available on GEWE in EAMRs for learning purpose.

The annual meeting of GFP, which has been characterized by a steady increase in attendance in recent years, has played an important role in terms of collective learning at EU level although some interviewees highlighted the fact that much more could be done to foster exchanges within the network. Given the limited influence of GFPs in some EUDs (see EQ2) and the challenges faced in terms of gender mainstreaming in new interventions, it is also likely that the learning ensured during this annual event did not feed directly into the design of many new interventions.

Cluster 2: Effects of EU support in the area of GEWE

E-Survey results give an overview of the areas where respondents perceived the EU has made the most and least important contributions. As illustrated Figure 9 below, respondents perceive that EU support has substantially to awareness raising on SGBV, elimination of harmful practices and empowerment of women's organisations. EU support appears to have been less instrumental in areas such the use of ICTs as a catalyst to women's social and economic empowerment, women's participation on environmental issues, impact of conflicts on women and girls, GEWE institutional capacity at central level, access to decent work. As highlighted in the sub-sections below (EQ7-EQ9), the E-Survey results largely converge with the evidence gathered from other sources.

¹³² <http://eugender.itcilo.org/>

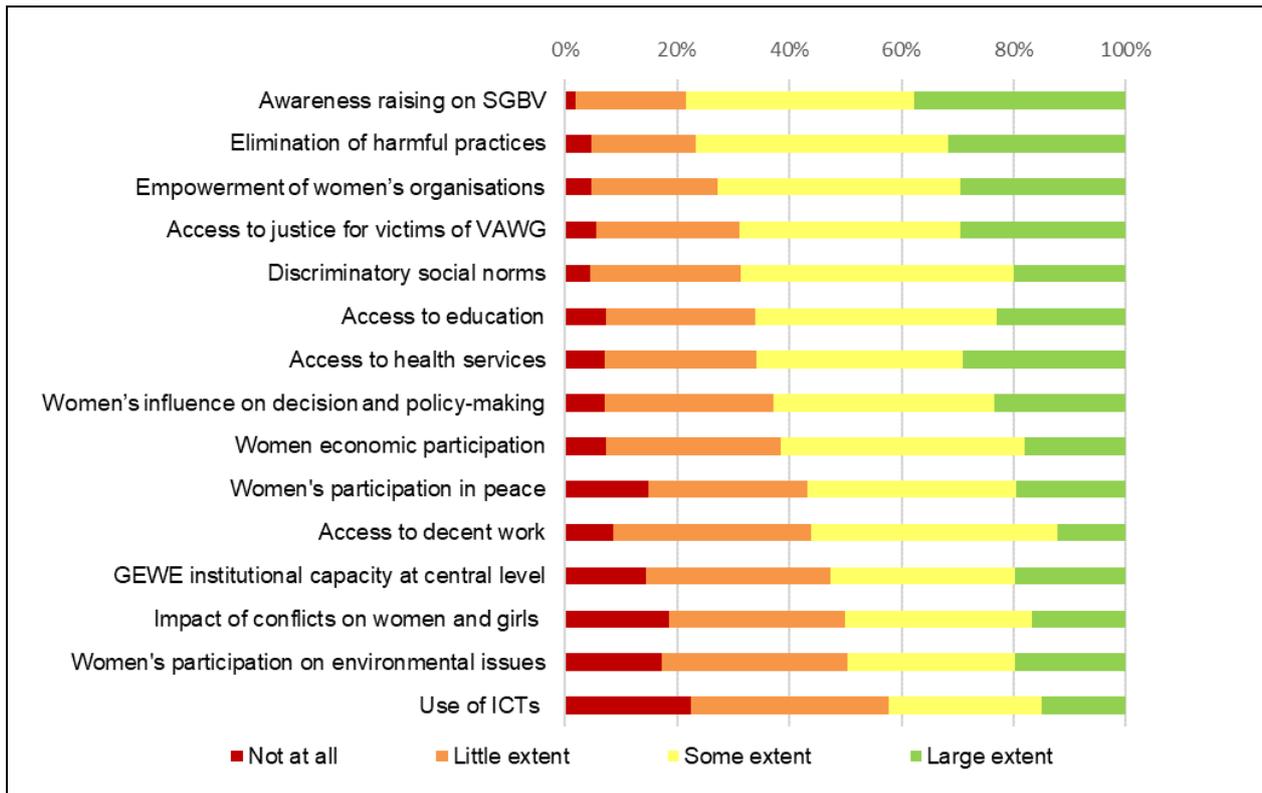
¹³³ <https://webgate.ec.europa.eu/devco-academy/course/index.php?categoryid=9>

¹³⁴ <https://europa.eu/capacity4dev/topic/gender>

¹³⁵ <http://www.learn4dev.net/expertise/gender>

¹³⁶ The EU also stopped contributing to the Learn4Dev platform at the start of the period under review.

Figure 9 E-Survey results – Perceived EU support per thematic area



Source: Evaluation's country-level E-Survey report.

7 EQ7 – Effects on physical and psychological integrity

EQ7 - To what extent has EU external action contributed to ensuring physical and psychological integrity of girls and women in the public and private spheres?



This Evaluation Question (EQ) covers issues related to Physical and Psychological Integrity, and the analysis was structured around four Judgement Criteria (JC):

- **JC 7.1** EU external action has contributed to the strengthening of the **policy and legal frameworks** in the area of VAWG in partner countries.
- **JC 7.2** EU external action has contributed to strengthening the capacities of **duty-bearers** to meet their obligations and of **rights-holders** to make their claims and realise their rights in the area of VAWG. The latter was done particularly through work with CSOs.
- **JC 7.3** EU external action has contributed to reaching out to **men and traditional leaders** in preventing VAWG and to make them **positive agents of its eradication** but is only doing so in about half of the countries reviewed.
- **JC 7.4 Sustainability** issues are partially addressed in programming, intervention design, and implementation (incl. development of national capacity).

The assessment of each JC builds on a set of specific indicators. The tables below provide an overview of: i) the main findings identified per indicator, and ii) the main sources of the evidence underpinning these findings. For further details on the evidence gathered by the team, please refer to the relevant annexes.

JC7.1 VAWG policy and legal frameworks

JC 7.1 EU external action has contributed to the strengthening of the policy and legal frameworks in the area of VAWG in partner countries.

Overall findings:

- There has been a strong focus on VAWG in the EU GEWE policy and strategic framework; while VAWG received considerable attention in gender-targeted support and in some interventions in the area of justice and rule of law, it was largely omitted in the non-targeted support.
- Where there is some degree of public trust in the government, the EU have been able to support the development and/or strengthening of VAWG policy and legal frameworks.
- The EU has made significant contributions to the strengthening of policy and legal framework in partner countries through its support to CSO advocacy.

Overview of sources of information and evidence base

I-7.1.1. Extent to which national policy and legal frameworks related to VAWG have been strengthened (incl. developed, adopted and implemented/enforced) and are aligned with international agreements/commitments			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Review of Enlargement Progress Reports (2010-2019), EAMRs and GAP II reporting. EU MS documentation (see <i>Volume III -Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women, CoE.	Country-level and Global surveys (questions on EU contributions to main outcome areas) (See <i>E-Survey reports in Volume III for further details</i>)	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Interviews with various stakeholders at country level (see <i>Volume IV for further details</i>)		
I-7.1.2. Evidence of strengthened country-level consultation processes (organised by national authorities) leading to the drafting / revision of partner country policies related to GEWE			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Review of Enlargement Progress Reports (2010-2019), EAMRs and GAP II reporting. EU MS documentation (see <i>Volume III for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other: global networks (e.g. Concord)	<i>Not a source</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Interviews with various stakeholders at country level (see <i>Volume IV for further details</i>)		
I-7.1.3. Extent to which the institutional environment has been strengthened and is conducive for the implementation and enforcement of the policy and legal framework			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Policy documents on Gender and EU external actions (see <i>Volume IV for further details</i>).	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women, CoE, global networks (e.g. Concord).	<i>Not a source</i>	<i>Not a source</i>

Case study level – main sources of information	
Document review	Interviews
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Interviews with various stakeholders at country level (see <i>Volume IV for further details</i>)

(I-7.1.1 & I-7.1.2) Main findings and related evidence

<p>This section covers the following indicators:</p> <ul style="list-style-type: none"> • I-7.1.1. Extent to which national policy and legal frameworks related to VAWG have been strengthened (incl. developed, adopted and implemented/enforced) and are aligned with international agreements/commitments • I-7.1.2. Evidence of strengthened country-level consultation processes (organised by national authorities) leading to the drafting / revision of partner country policies related to GEWE
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In most countries and regions reviewed, there have been significant positive legal and policy developments related to VAWG over the evaluation period although gaps persist. As illustrated in the table below, while several countries already had a comprehensive legal framework to combat VAWG before the evaluation period, all continued strengthening it in recent years. There has also been constant improvement in the policy framework relative to VAWG. In some countries (e.g., Georgia, Myanmar), specific strategies on Women, Peace and Security were adopted in recent years.

Regarding the Enlargement region, the 2018 European Parliament briefing on gender equality in the Western Balkans enumerates several legislative advances related to VAWG in all countries reviewed. The Istanbul Convention has fostered policy and legal developments in this area in recent years. Kosovo, without membership to the UN or the Council of Europe, could not ratify the Istanbul Convention, but has symbolically committed itself to its implementation. All other countries from the region ratified the Convention between 2012 and 2017.¹³⁷ The EU has played an active role in fostering the ratification process of the Istanbul Convention and some EU services have worked closely with the Council of Europe on normative aspects related to VAWG. As explained by one CSO respondent of the E-survey:

“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 E-survey respondent, Enlargement

While continuous improvements were made over the past decade, in most countries, there are persistent weaknesses in their legal frameworks such as a lack of clear legal definitions (e.g., definition of domestic violence in Bosnia and Herzegovina and, until recently, in Kosovo) and persistent gender-discriminatory provisions (e.g., as in Albania).

Similar observations are valid for countries in the other regions. In addition, in several countries (e.g., Morocco), the law adopted recently to combat VAWG does not assign clear duties to the various institutional actors (like the police, prosecutors and investigating judges in cases of domestic violence), nor does it foresee the allocation of resources to specific measures such as shelters for women victims of violence. In a few countries (e.g., Afghanistan, Chad), statutory laws still strongly compete with customary and religious law.

¹³⁷ A few countries ratified the Convention setting reservations to some articles. By mid-2019, only Serbia still had some reservations (waiting for the harmonization of the national criminal law with the Convention).

Table 10 *Legal and policy developments in selected country cases*

Country (overall SIGI ¹³⁸)	SIGI Physical integrity	Legal framework	Policy framework
Georgia Low (25%)	Very low (18%)	A Law on the Elimination of Domestic Violence, Protection and Assistance of the Victims of Domestic Violence was adopted in 2006 and substantially amended in 2009. Georgia ratified the Istanbul Convention in May 2017. The convention establishes codes for extending protection to victims of VAWG, and prosecuting perpetrators.	<ul style="list-style-type: none"> National Study on Violence against Women (2017) National Action Plan on UN Security Council Resolution 1325 (2015)
Kosovo N/A	N/A	The Law on Protection against Domestic Violence 3L/182 was enacted in 2010. No provision in the Criminal Code specifically addresses and punishes domestic violence. Due to its legal status, Kosovo cannot ratify the Istanbul Convention.	<ul style="list-style-type: none"> National Strategy and Action Plan against Domestic Violence (2016-2020)
Morocco Very high (51%)	Low (26%)	The Law No. 103-13 to combat VAWG was adopted in early 2018. The new law criminalizes certain forms of domestic violence, establishes preventive measures and provides new protections for victims.	<ul style="list-style-type: none"> Government Agenda for Gender Equality – ICRAM 2, esp. Pillar 4 on protection (2015)
Colombia Very low (15%)	Very low (15%)	In 2008, a law on the sensitisation, prevention and sanction of all forms of violence and discrimination against women was adopted (Act nr. 1257/2008). Important legislative measures have been enacted since then. In 2015, Act nr. 1761/2015 established femicide as a separate offence.	<p>Main policy framework developed before 2014 but valid during the period under review:</p> <ul style="list-style-type: none"> Government's Comprehensive Plan to ensure a life free from violence (2012) Pillar 1 of the Peace Accords (2013)
Afghanistan Very high (53%)	High (40%)	The country adopted a Law on Elimination of Violence Against Women in 2009 and an Anti-Harassment regulation in 2015. This regulation was consequently upgraded to law in 2016. However, there were also setbacks such as the introduction of the Shia Personal Status Law.	<ul style="list-style-type: none"> Strategy and National Action Plan on the Elimination of Violence against Women (2016)
Myanmar High (42%)	Low (29%)	The government has worked on an anti-violence law since 2013 and it was finally introduced to the Assembly of the Union, the national parliament, in February 2020.	<p>Main policy framework developed before 2014 but valid during the period under review:</p> <ul style="list-style-type: none"> National Strategic Plan for the Advancement of Women (2013-2022), esp. Pillar 4 on Violence against Women
Zambia Medium (35%)	Low (28%)	The key legislation addressing violence against women is the Anti-Gender-Based Violence Act (2011).	<ul style="list-style-type: none"> Sexual and Gender-Based Violence (SGBV) Prevention and Support programme to SGBV survivors (2017)
Chad High (45%)	Medium (32%)	There is no law addressing violence against women specifically and in a comprehensive manner. The Law Concerning the Promotion of Reproductive Health includes a provision prohibiting all forms of violence, such as female genital mutilation, early marriage, domestic violence and rape and sexual violence (art. 9). The revision of the Penal Code and the Criminal Procedure Code in 2017 made it possible to integrate VAWG issues.	<ul style="list-style-type: none"> The National Gender Policy (2014), esp. Pillar 5 on Violence against Women The National Strategy for the Fight against Gender-Based Violence (2014)

Source: Case studies notes, SIGI 2019, UN Women Global Database on VAWG

Under the EU Research and Innovation programme 'Horizon 2020', the EC is supporting an action to collect detailed data on gender-based violence including sexual harassment in academia and research organisations covering at least 15 EU MS and Associated Countries with the view to develop policy recommendations for international research funders on zero tolerance towards VAWG.

¹³⁸ <https://www.genderindex.org/2019-categories/>

Although evidence of EU's influence on legal reform exists in some regions (esp. Enlargement and the Pacific), the EU has mostly contributed to improvements in the legal framework indirectly through its support to CSO advocacy activities.

The EU has been very active in the area of VAWG in the countries reviewed. According to the EAMRs and GAP reports, the related GAP II objective (Objective 7) was selected as a priority in all countries except Bangladesh. A recent study commissioned by the European Parliament's Subcommittee on Human Rights¹³⁹ underlines the important role played by "*feminist activism, legal and public advocacy by women's rights and other human rights non-governmental organisations*" in facilitating reform of discriminatory laws. It also highlights that:

"the most effective approach for the EU to take to support the reform of laws that discriminate against women is to apply a combination of measures: political dialogue, public advocacy, support for women's rights and other like-minded organisations, engagement with a broad range of stakeholders at national and local levels, and targeted programmatic support informed by gender analysis and making use of gender-disaggregated data"

Despite its strong engagement in this area, the EU has rarely provided direct technical inputs to the legal reforms presented above (a few exceptions are Afghanistan and Kosovo¹⁴⁰). Evidence of influence on the strengthening of the legal framework through policy / high-level dialogue exists only in the Enlargement region (in context of accession negotiations and the ratification of the Istanbul Convention) and in a few cases in other regions (e.g., Afghanistan). In Georgia, although not a direct technical contribution to changes in the legal framework, the EU has provided technical expertise (through UNDP) to the Gender Equality Committee of parliamentarians, which, according to interviews, has contributed to strengthening the Committee's role in legal reforms related to VAWG.

Overall, the EU has mostly contributed to improvements in the legal framework through its support to CSO advocacy activities. This has been particularly visible in the Enlargement region. A concrete example is Albania. In this country, CSOs, several of which have received support from the EU through various interventions in the last decade, have contributed actively in preparing recommendations for the revision and improvements of the Law on Violence in Family Relations and the Penal Code, in view of the Istanbul Convention and the adoption of the WPS Plan of Action. While, as highlighted above the EU has contributed to the strengthening of the legal frameworks in the Enlargement region, CSOs see room for improvement regarding the involvement of civil society, especially women's organisations, in consultations and follow-up processes. This is illustrated by the following testimony shared through the E-survey:

"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)". CSO E-survey respondent, Enlargement

In countries of other regions (e.g., Myanmar) there is also strong evidence of the EU having supported several CSOs, including women's organisations that have been instrumental in pushing for positive evolutions in the legislative framework related to VAWG.

(I-7.1.3.) Main findings and related evidence

This section covers the following indicator:

- I-7.1.3. Extent to which the institutional environment has been strengthened and is conducive for the implementation and enforcement of the policy and legal framework

The EU has put some emphasis in its support on creating an enabling environment for implementing the policy and legal framework of partner countries in the area of VAWG, with notable short-term effects in several countries. As in the area of legislative reforms (see above), EU support to CSO has played an important role to push for the development of new policies and strategies. Examples of EU support to the strengthened role of CSOs in policy consultations exist in several countries (e.g., Afghanistan, Albania, Chad, Colombia) although difficult government-CSO relations in some countries (e.g., Morocco) have posed serious limitations to such consultations in legal or policy reform processes.

The EU has also provided direct technical inputs to the formulation of policies/strategies in the area of VAWG in several countries. In Chad, the EU is the sole donor active in this area and has supported (through long-

¹³⁹ European Parliament (2020): Discriminatory laws undermining women's rights - In-depth analysis requested by the DROI subcommittee.

¹⁴⁰ In 2017, EULEX Kosovo worked with Kosovo authorities to address the need for improvements in legal provisions, infrastructure and procedures (including the collection of evidence) for cases of SGBV as well as in responding to domestic violence. EULEX Kosovo also drew attention to the importance of women in the rule of law institutions. In 2018, together with EUSR Kosovo, they supported the process of reviewing and amending the Kosovo Criminal Code and Criminal procedural code, and thereby contributed to reinforce the legal framework to prosecute gender-based violence.

term technical assistance) development of a national policy in the Justice sector in 2018, which contains various dimensions specifically related to VAWG. In several other countries (e.g., Bosnia and Herzegovina, Georgia, Mali, The Philippines, Tunisia), the EU has used its support in the Justice sector as an effective entry points to strengthen the institutional environment and specific policy measures related to VAWG.

The EU has also provided direct support to the strengthening of policy coordination mechanisms and key institutional bodies involved in the implementation of the national policy on VAWG in several countries. The EU has financed study tours in Europe for the Moroccan National Commission for Women Victims of Violence (through the TAEX mechanism). In Kosovo, the EU has funded (through a regional programme implemented by UN Women) the development of a database on domestic violence that was installed in the Ministry of Justice in 2019. In its dialogue with national authorities in Kosovo, the EU also pushed for the appointment of a National Coordinator for the Protection from Domestic Violence foreseen in the National Strategy for Protection against Domestic Violence 2016-2020 approved in December 2016. Following his appointment in January 2018, there were increased efforts to implement the Strategy. In Georgia, through UN Women the Inter-Agency Commission on Gender Equality, the EU supported Violence against Women and Domestic Violence Issues. It had previously supported the Ministry of Internal Affairs through training that involved the police, prosecutor's office, social service agency, court and local authorities and included relevant concepts as well as international and national legislation.

In Zambia, EU support has contributed to strengthening the policy and legal frameworks in the area of VAWG in a number of ways, in particular through high-level dialogue and a dedicated SGBV programme. Despite weaknesses in several areas such as the formulation of an SGBV prevention strategy and the formulation of a standard package of SGBV support services, the legal and policy framework related to SGBV is satisfactory. Contextually, several factors facilitated this success, including the strong political will from the Minister of Gender who pushed the SGBV agenda. This commitment was also made possible via active support from the EU. Discussions with the Head of Delegation and the Head of Section moved the gender agenda forward. In particular, the Head of Delegation, a dynamic gender advocate, worked to create synergies between the EU and Ministry of Gender to recognise SGBV as an important national issue and to subsequently increase funding to address it. A range of EU-funded SGBV projects has strengthened the national institutional and policy framework and supported governance and oversight of policy implementation.

Another recent promising experience has been the support provided through UN Women to Fiji. Fiji is the first Pacific Island country, and one of the only two countries globally along with Australia, to have developed and adopted an evidence-based approach to preventing VAWG. Fiji's National Action Plan to Prevent VAWG (NAP EVAWG 2020-2025) is designed to be a whole of government, evidence-based, measurable, inclusive and funded five-year plan that places emphasis on stopping violence before it starts. As such, it stands as a potential role model for the rest of the region and potentially also globally.

At EU (internal) level, the EC is supporting a research action under Horizon 2020 to collect detailed data on gender-based violence including sexual harassment in academia and research organisations covering at least 15 EU MS/AC and to develop policy recommendations on zero tolerance policy towards VAWG in research funders.

Despite positive developments in the legal, policy and institutional framework, VAWG remains widespread. It is difficult to establish quantitative trends, as changes in cases reported, investigated, or prosecuted may equally reflect trends in incidence, in detection and reporting, or in how reported cases are treated within the justice system. However, recent reports (e.g., CEDAW periodic review) and global indexes such as the OECD's SIGI (indicators on 'attitudes' and 'practices') highlight persistently high levels of VAWG in many countries and only very slow changes in this area.

Country case studies show that existing legal frameworks are underused, underlying causes of VAWG persist and a culture of shame and feeling of helplessness continue to discourage women and girls from seeking redress.

In Georgia, several reports highlighted that, during the period under review, systematic deficiencies relating to the implementation of the legislative framework persist. As mentioned above, the EU and UN Women have supported the Inter-Agency Commission on Gender Equality, Violence against Women and Domestic Violence (IAC) since its establishment by governmental decree in June 2017. Despite it being chaired by the Prime Minister's Advisor on Human Rights and Gender Equality and co-chaired by the Deputy Minister of Justice, and while it is too early to assess the effects of recent institutional change, persons interviewed expressed the view that the Committee remains short of capacity.

In the Enlargement region, despite encouraging progress in the strengthening of the policy and legal framework, the main theme that unites countries reviewed is that implementation of VAWG policy remains poor. Reports reviewed, while acknowledging some progress, note that institutional mechanisms to tackle VAWG remain weak in most countries. The implementation lag appears as due to a combination of inadequate resources, institutional inertia, and lack of political interest.

In other countries such as Chad, despite the adoption of a National Strategy on VAWG, the ministries concerned were not allocated specific budget lines for efforts to combat VAWG. Most public entities lack financial and human resources capacities to carry out their basic functions and responsibilities even in areas of much higher national priority than gender.

JC7.2 Capacities of rights-holders and duty-bearers

JC 7.2 EU external action has contributed to strengthening the capacities of rights-holders to make their claims and of duty-bearers to meet their obligations in the area of VAWG.
<u>Overall findings:</u>
<ul style="list-style-type: none"> • EU support has tended to focus more on protection than prevention, but there is evidence of contribution to the strengthening of both dimensions. • The EU has contributed to strengthening CSO capacity to assist rights holders realise their rights related to VAWG. • In many countries the duty-bearers who have a duty of care for those affected by domestic violence are not meeting the obligations laid out in their national legislation; many of these actions undertaken to address this challenge remain inherently dependent on external financing and therefore raise sustainability question.

Overview of sources of information and evidence base

I-7.2.1. Extent to which capacities (skills, tools, techniques and resources) of law enforcement and judicial authorities on VAWG are in line with agreed standards (including in terms of investigation, prosecution and action aiming at ensuring redress to VAWG victims)			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Enlargement Progress reports (2010-2019), EAMRs and GAP II reporting (see <i>Volume III - Bibliography</i> - for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women, CoE.	Country-level and Global surveys (questions on EU contributions to main outcome areas)	See Mapping details in <i>Volume III, Annex 4</i> and country-specific details in <i>Volume IV</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Interviews with EUD staff and local stakeholders (see <i>Volume IV for further details</i>)		
I-7.2.2. Degree of promotion by EU external action of protection of girls and women from all forms of violence exerted by public authorities			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
<i>Not a source</i>	<i>Not a source</i>	<i>Not a source</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., Enlargement Progress reports, EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Interviews with EUD staff and local stakeholders		
I-7.2.3. Extent to which governmental and non-governmental services that support victims of VAWG have been strengthened/effectively established			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory

<i>Not a source</i>	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women,	<i>Not a source</i>	See Mapping details in <i>Volume III, Annex 4</i> and country-specific details in <i>Volume IV</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., Enlargement Progress reports, EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV</i> for further details)	Interviews with EUD staff and local stakeholders		
I-7.2.4. Breadth (coverage) and depth (quality) of EU-supported programmes raising girls' and women's awareness of their rights related to VAWG (incl. to seek redress through the justice system) and on the institutions entrusted to protect their access to justice			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
<i>Not a source</i>	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women.	Country-level and Global surveys (question on EU contributions to main outcome areas)	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., Enlargement Progress reports, EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV</i> for further details)	Interviews with EUD staff and local stakeholders (see <i>Volume IV</i> for further details)		
I-7.2.5. Trends in key VAWG indicators at country level (e.g., % of referred SGBV cases that are investigated and sentenced), taking into account potential bias due, for instance, to increase in reporting			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
General literature on VAWG (see <i>Volume III - Bibliography- for further details</i>)	<i>Not a source</i>	<i>Not a source</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., Enlargement Progress reports, EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV</i> for further details)	Interviews with EUD staff and local stakeholders (see <i>Volume IV</i> for further details)		

(I-7.2.1. & I-7.2.2.) Main findings and related evidence

This section covers the following indicators:

- I-7.2.1. Extent to which capacities (skills, tools, techniques and resources) of law enforcement and judicial authorities on VAWG are in line with agreed standards (including in terms of investigation, prosecution and action aiming at ensuring redress to VAWG victims)
- I-7.2.2. Degree of promotion by EU external action of protection of girls and women from all forms of violence exerted by public authorities

The EU has made a substantial investment in strengthening justice and law enforcement capacity (incl. through training prosecutors, judges, and police), an area essential to comprehensively address VAG; however, despite EU and other donor investments in this area, a persistent culture of impunity prevails in many countries reviewed.

The 2019 Evaluation of the EU support to Rule of Law (incl. justice sector reform) highlights the fact that this has been a major area of support in the Enlargement and Neighbourhood regions and identifies many examples of progress. It also underlines many challenges and shows that in every country studied and even in those where EU support can be broadly considered a success, areas of insufficient progress have been identified; this is strongly correlated to low levels of political will and institutional resistance to change. The evaluation also shows that EU support has been most effective in situations where it has been long-term and intensive in nature; for example, with flexible technical assistance lasting through many project cycles in Albania and Georgia.

Evidence from the case studies (see Volume IV) and from various international reporting mechanisms (e.g., GREVIO, Universal Periodic Review) highlight important persisting challenges in the area of VAWG. Police in many countries too often look the other way and prosecutors are reluctant to pursue charges. Judges tend to take a narrow view of VAWG. For example, failing to construe anything other than physical battery (e.g., verbal threats) as an offence. There is also evidence of weak protection mechanisms in prisons and other settings (e.g., schools in some cases).

The findings of the case studies converge with substantial parts of the analysis made in the 2019 Evaluation of the EU support to Rule of Law. In particular, the change in culture on VAWG, which is necessary in many public institutions in partner countries, require strong leadership and actions beyond training. The pace of change also means that efforts in this area need to be sustained over many years and, as further discussed below, deficiencies in public services in this area need to be (temporarily) compensated through other alternative measures. (I-7.2.1.)

In many countries the duty-bearers who have a duty of care for those affected by domestic violence are not meeting the obligations laid out in their national legislation; many of these actions undertaken to address this challenge remain inherently dependent on external financing and therefore raise sustainability questions. This is particularly the case in fragile states or countries with weak and under-funded public sectors. In these instances, the governments often depend upon external funding to provide key staff training related to VAWG (and other themes). In addition to findings coming from the case studies and the efforts done by the EU at country level in what related to training of national authorities, GAP II reporting provides evidence of several CSDP missions facilitating training (EULEX Kosovo¹⁴¹) and supporting the establishment of gender focal points (EUCAP Sahel Mali¹⁴²) within the police forces (I-7.2.2.)

(I-7.2.3.) Main findings and related evidence

This section covers the following indicator:

- I-7.2.3. Extent to which governmental and non-governmental services that support victims of VAWG have been strengthened/effectively established

In many countries, support to victims of VAWG has essentially been dealt with outside the justice system, and the EU has often provided substantial support to NGOs active in this area. Despite donor support at central level, the availability of basic services to victims, who often must negotiate a complex system of under-resourced agencies to obtain needed shelter, protection, legal counsel, financial resources, child custody, and ultimately livelihood assistance, has been low. Due to the prevailing lack of trust in governmental institutions, victims of gender-based violence have tended to turn to non-governmental services instead in many countries.

The EU has supported the provision of (usually free) legal aid and shelter services to victims of VAWG in most of the countries reviewed. The evidence gathered on the effectiveness of these interventions is largely positive. However, EU support in this area has faced major challenges related to the (financial) fragility of supported initiatives and, in several cases, the difficult relationship between CSO active in this area and government institutions. As also discussed under EQ5, there has also been an issue of outreach. The EU has proved to be ill equipped to support grass-root organisations, which limited the coverage of its support in some countries.

In many conflict-affected countries, the EU has had an active role in the area of transitional justice. For instance, as further detailed in Box 8 below, in Kosovo, the EU, in partnership with UN Women, has played an instrumental role to develop gender-sensitive transitional justice mechanisms.

Box 8 Example of EU support in the area of transitional justice – the case of Kosovo

The EU-funded global 'Gender-Sensitive Transitional Justice' (GSTJ) programme project assisted the Government of Kosovo in establishing a reparations programme: a Commission for the Verification of the Status of Victims of Sexual Violence, which works to identify survivors of Conflict-Related Sexual Violence and to provide reparations (in the form of a monthly pension) while allowing survivors to remain anonymous. The Commission received its first government funds in September 2017 and began accepting applications in February 2018. The intervention adopted an innovative approach, which

¹⁴¹ In 2017, EULEX Kosovo had facilitated a two-week Train the Trainers course for Kosovo Police officers focusing on the interviewing and management of vulnerable victims in investigations of SGBV offences.

¹⁴² In 2018, EUCAP Sahel Mali mission supported the establishment of 26 gender focal points within the Malian Police, thus laying the grounds for the creation of a gender unit within each Internal Security Forces and a more systematic integration of the gender dimension. The Mission conducted activities such as workshops and plays in Mopti in collaboration with United Nations Multidimensional Integrated Stabilization Mission in Mali.

consisted in linking transitional justice and recovery with economic empowerment. Micro grants were provided to survivors to support their livelihoods, with more than 177 survivors benefiting by early 2019.

Source: Kosovo case study.

(I-7.2.4.) Main findings and related evidence

This section covers the following indicator:

- I-7.2.4. Breadth (coverage) and depth (quality) of EU-supported programmes raising girls' and women's awareness of their rights related to VAWG (incl. to seek redress through the justice system) and on the institutions entrusted to protect their access to justice

The EU has been very active in raising women's awareness of their rights related to VAWG, with generally positive effects at project level.

The EU and EU MS have been very active in global awareness raising events such as the weeks of activism around the International Day for the Elimination of Violence against Women, with activities organised at both HQ and country level every year.

In most countries reviewed, the EU has also funded various types of awareness raising activities (incl. media campaigns) at both local and national level. Activities covered a wide range of topics, including domestic violence, gender stereotypes, child marriage, rights of female sex workers, etc. EU-funded awareness raising activities were almost exclusively implemented by CSOs, sometimes in collaboration with local authorities. Interviews and the project documentation reviewed show some positive effects at project (local) level in most cases.

In the Enlargement region, the EU has always been active in the area of VAWG through its Civil Society Facility¹⁴³, but EU-funded actions in this area seem to have increased since 2014. In recent years (since 2018), EU efforts increased further, especially in the context of the EU-UN Women regional programme on ending violence against women in the Western Balkans and Turkey (see example presented in Box 9 below). In parallel, several EU MS have also funded various awareness raising campaigns on VAWG such as the "Awareness raising campaign to fight stigma against survivors of sexual violence" funded by Finland in Kosovo.

Box 9 Innovative campaign contributes to increased reporting rates of VAWG in Kosovo

In 2018, under the EU-UN Women regional programme on ending violence against women, the Kosovo Gender Studies Centre (KGSC) launched a campaign built around a single overarching message – preventing violence against women is everyone's responsibility. So far, the campaign has reached over 800,000 people through events, social media, and a short video featured on buses traveling from Pristina, the capital, to the three target cities of the campaign – Gjakovë, Gjiilan, and Prizren.

In contrast to traditional awareness raising campaigns, KGSC aims to change individuals' behaviour rather than their attitudes and beliefs. To achieve this, the campaign focuses on education, awareness raising, and messaging that urges Kosovars to speak up if they suspect something. The campaign is targeted at individuals around the age of 35 – the age group most likely to report violence to the police, whether as witnesses, neighbours, or victims themselves.

Reporting rates to the police of incidents of VAWG have increased by 20% since the launch of the campaign in the three target municipalities.

Source: <https://eca.unwomen.org/en/news/stories/2020/2/innovative-campaign-contributes-to-increased-reporting-rates-of-violence-in-kosovo>

There is some evidence of positive change in several countries. For instance, a survey on the perceptions of VAWG in Montenegro, conducted as part of the UNDP gender programme in 2015 and 2019, revealed that some progress was made in changing perceptions, albeit slowly.¹⁴⁴ There is also evidence of learning from good practices. In the context of the regional programme 'Ending violence against women', a mapping was conducted of awareness-raising and advocacy initiatives undertaken by civil society organisations (CSOs) in programme-participating countries over the last five years. This exercise identified a number of initiatives and tools that were shown to be influential and successful at country level, whilst also highlighting the limitations in existing knowledge and expertise on behaviour change initiatives in the region. This mapping served as a reference for the development of the call for proposals to select civil society organisations to test the advocacy initiatives and tools identified as good practices, which will be launched in Albania, Kosovo, North Macedonia, Serbia and Turkey. Together with baseline and end line surveys, the

¹⁴³ The initiative "Coordinated efforts - toward new European standards in protection of women from gender-based violence" which consisted in two phases: 2013/2014 (Phase I) and 2015/2016 (Phase II).

¹⁴⁴ UNDP (2020): Final narrative report of the programme "Support to Antidiscrimination and Gender Equality Policies" (2016-2020)

mapping contributed to a more informed understanding of the potential incidence of advocacy and promotion programmes, and on the gaps that still remain to achieve behavioural change.

In the Neighbourhood region, the case of Georgia highlights the positive role played by the Istanbul Convention to create a conducive environment for enhanced actions in the area of VAWG. In addition to its support to public services in this area, the EU has funded various CSO-implemented projects. Although it is difficult to provide an overall conclusive judgement on the effectiveness of these actions, results appear to have been mixed. The *'Tracking Violent Crime Against Women'* targeted students in journalism, journalists, NGOs, and the public at large to improve reporting on violent crimes against women and to contribute to reducing the number of violent crimes against women. The ROM noted, however, that the project design was weak and there was limited progress at the time of monitoring. Under the 'Facilitate Social Integration of the Victims of Domestic Violence' project, the work with Elderly Council of Women in Kakheti has been reported by the ROM as delivering some progress: The Council of Women obtained five amendments (October 2017) to the traditional law, amongst them: Women and men are equal; women have access to heritage. We understood women and men have equal rights. Women reported to the ROM expert "We have access to information, knowledge about rights, domestic violence, hotline, shelter, how to call the police and the services of emergency etc. IRC and KRDF are very supportive". One of the end beneficiaries mentioned to the ROM expert "A few years ago, I couldn't imagine the existence of the Council for Women, a voice for women". The case study (see Volume IV) highlight the different evolutions taking place in differ geographic areas. In rural Georgia, the stigma attached to victims of VAWG, and the perception that this is a family matter, persists. One NGO representative interviewed went so far as to express the view that there has been no attitudinal change whatsoever outside major population centres. However, and presumably reflecting progress in urban areas, there has been a sharp rise in the reporting of violence.

In the Africa region, the EU-funded SGBV programme in Zambia support the NGO 'Women for Change' to implement its 'Increasing Access to Justice in Rural Areas' project, which strengthens and empowers Area Associations (self-governing CSOs) and traditional leaders (Chiefs and Headpersons) to fight GBV and provide access to justice for GBV victims at the local level. In Chad, the EU provided grants to national NGOs who have been advocating on issues related to child marriage and gender equality in general. It also supported local associations that have organised community-level awareness raising activities (public debate at village level). There was a consensus among interviewees on the fact that, despite limitations of such initiatives in terms of scaling up, their effectiveness in rural areas is significant, especially given the prevailing low literacy rates in some settings. In the context of the Justice sector programme, the EU also supported the establishment of a network of paralegals in some regions of the country, which, in addition to providing legal aid services, engaged with stakeholders at the local level to contribute to awareness raising on VAWG. Various interviewees viewed this approach as promising and very cost-effective.

In Asia, the EU also funded a variety of awareness raising activities implemented by CSOs. For instance, in Bangladesh, VAWG was a key topic in the EIDHR-funded 'Strengthened Civil Society Protects and Promotes Women's Rights' implemented by NETZ (see Volume IV for further details).

In the Pacific region, the 'Root Causes of Gender Inequality and Violence against Women and Girls in the Pacific' regional programme represents another EU-UN Women VAWG initiative. It has been using an integrated approach to EVAWG programming and thus is providing support to change and strengthen VAWG policies and legal frameworks, improve service provision by first responders and work on prevention services by contributing to changes in social norms in close collaboration with traditional religious leaders. At the community level, this project has also included diverse initiatives designed to foster village activists and increased awareness of women and girls' human rights related to VAWG, the latter particularly in the context of sports organisations.

(I-7.2.5.) Main findings and related evidence

This section covers the following indicator:

- I-7.2.5. Trends in key VAWG indicators at country level (e.g., % of referred SGBV cases that are investigated and sentenced), taking into account potential bias due, for instance, to increase in reporting

Robust national data on VAWG is lacking in most countries. A recent report on Women's rights in the Western Balkans¹⁴⁵ by the NGO noted:

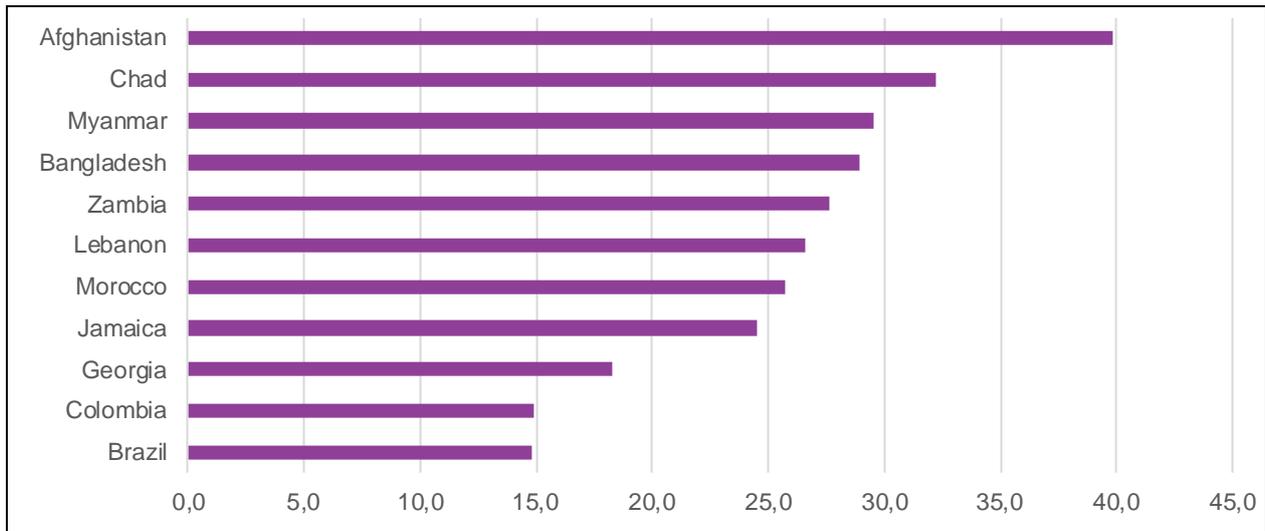
Brief examples of challenges regarding data collection procedures include the lack of systematised monitoring by institutions of relevant statistics of VAWG; the qualification of Domestic Violence (DV) as a misdemeanour offense, rather than as a criminal offense; and the low numbers in reported cases that are in part due to difficulties in processing of cases of VAWG.

It is difficult to assess trends in VAWG indicators, but the qualitative evidence gathered by the team in the country case studies does not reveal any clear positive evolutions in this area in recent years. The SIGI

¹⁴⁵ Kvinna till Kvinna (2018): Women's rights in the Western Balkans

scores for 2019 (see Figure 10 below) illustrate the important challenges that persist in terms of VAWG in many countries.

Figure 10 SIGI - 2019 scores on the indicator 'restricted physical integrity' for country cases¹⁴⁶



Source: Author's analysis based on OECD (2019) Social Institutions & Gender Index (SIGI)

Other findings/evidence

While the EU has substantially invested in the area VAWG during the period under review, the evaluation has identified various sub-areas in which the EU missed opportunities engagement.

In many regions, EU support to VAWG has had a strong focus on domestic violence. Violence in the public sphere has only been addressed in a few cases. Given the important investments made by the EU in programmes focussing on urban development and mobility in general, this theme can represent an interesting entry point to enhance gender mainstreaming EU interventions in these sectors. Similarly, the evaluation team did not find much evidence on the EU having supported actions addressing VAWG resulting from large-scale business activities.

Digitalisation and connectivity have become a central part of the EU policy agenda, including in the context of EU external action as underlined in the 2016 Council Conclusions on 'mainstreaming digital solutions and technologies in EU development policy'¹⁴⁷. The 2018 Council Conclusions on Women, Peace and Security refers to online, digital and cyber violence as part of a continuum of gender-based vulnerabilities and violence women face and should be addressed. In the 2018 Council Conclusions on the 2017 GAP implementation report, the Council calls upon all EU actors, including Member States, to remain committed to preventing, combatting and prosecuting all forms of sexual and gender-based violence, including online violence and bullying. However, linkages between VAWG and ICT is an area where the EU seems to have invested little so far. In the Partnership Instrument, VAWG was explicitly not included as a priority for digital international cooperation. This field of intervention can be divided in two main sub-areas of actions: i) using ICTs and digital platforms (social media, mobile phone apps and websites) to combat VAWG through advocacy, awareness-raising and other outreach campaigns addressing gender norms, behaviours and inequalities, and challenging dominant notions of masculinity, among other notions; ii) developing measures specifically addressing online, digital and cyber violence.

The evaluation found only a few relevant cases in the first area. In Brazil, the EU has funded the establishment of an online platform for socially excluded youth entrepreneurship, incl. TRANS persons. The EU-UN Women Regional Programme "Ending Violence against Women in the Western Balkans and Turkey: Implementing Norms, Changing Minds" has detected and supported several good practices in the region including the use of online surveys to screen potential femicide cases and avoid fatal outcomes, and the development of tailor-made services for women with disabilities with the possibility to report violence online for deaf women.

There are some experiences outside the EU-support spectrum on which the EU could also build upon. These include initiatives in relation to providing digital tools for victims and survivors, to provide voice and empowerment, and to share information (crowdsourcing tools, surveys, maps, etc.). For instance, PLAN International launched a multi-platform and multi-year social-change campaign to rally support for gender

¹⁴⁶ SIGI data on restricted physical integrity is not available for Kosovo.

¹⁴⁷ Council of the European Union, 14682/16, 28 November 2016.

equality and challenge gender norms worldwide, using different communication means and platforms to support activist actions and community mobilization. Initiatives such as HarrassMap¹⁴⁸ and SafetiPin¹⁴⁹ are using mobile and online mapping technologies and crowdsourced data to report incidences of sexual harassment. Equal Access¹⁵⁰ International combine direct community engagement participatory media and technology, providing a platform for women’s voices and leadership.

In addition, several promising practices have started to emerge in what relates specifically to ‘gender-based violence online’, among both EU MS and other development partners.¹⁵¹ SIDA has developed a Gender-Based Violence Online Brief in which it defines potential entry points for Swedish cooperation in the topic. Among development partners, UNICEF is carrying out a worldwide campaign targeting online violence against children that has been supported at country level by different EU MS (i.e., the UK in Namibia). In Serbia, UNICEF is also collaborating with the Ministry of Education in the ‘Programme for Prevention of Digital Violence’, an accredited training programme on safeguards against online child abuse, intended for practitioners of social welfare centres, and local interdepartmental teams.¹⁵²

JC7.3 Participation of men and traditional leaders

JC 7.3 EU external action has contributed to reaching out to men and traditional leaders in preventing VAWG and to make them positive agents of its eradication.
<u>Overall findings:</u>
<ul style="list-style-type: none"> The role of men and traditional leaders is not adequately addressed in most regions.

Overview of sources of information and evidence base

I-7.3.1. Extent to which there has been a broad-based education (e.g., educational campaigns, awareness raising activities), engaging men and boys, for behavioural change regarding VAWG			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
<i>Not a source</i>	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	<i>Not a source</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV</i> for further details)	Interviews with various stakeholders at country level (see <i>Volume IV</i> for further details)		
I-7.3.2. Extent to which initiatives to tackle the culture of impunity with regards to VAWG have been strengthened including with the support of traditional leaders or relevant opinion leaders			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
<i>Not a source</i>	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	<i>Not a source</i>	See Mapping details in <i>Volume III, Annex 4</i> and country-specific details in <i>Volume IV</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV</i> for further details)	Various with various stakeholders at country level (see <i>Volume IV</i> for further details)		

¹⁴⁸ <https://harassmap.org/en/>

¹⁴⁹ <https://safetipin.com/>

¹⁵⁰ <https://www.equalaccess.org/>

¹⁵¹ Gender-Based Violence Online, as defined by the Association for Progressive Communication (APC), encompasses “acts of gender-based violence that are committed, abetted or aggravated, in part or fully, by the use of information and communication technologies (ICTs), such as mobile phones, the internet, social media platforms, and email. See more in: SIDA (2019): “Gender toolbox Brief - Gender-Based Violence Online”

¹⁵² Government of Serbia (2019): National-Level Review of the Progress on the Implementation of the Beijing Declaration and Platform for Action +25

I-7.3.3. Extent to which EU external action support to media has contributed to prevent VAWG creating more awareness and combating gender stereotypes			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
<i>Not a source</i>	<i>Not a source</i>	<i>Not a source</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review		Interviews	
Various documents (e.g., project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV</i> for further details)		Interviews with various stakeholders at country level (see <i>Volume IV</i> for further details)	

(I-7.3.1, I-7.3.2 & I-7.3.3) Main findings and related evidence

<p>This section covers the following indicators:</p> <ul style="list-style-type: none"> • I-7.3.1. Extent to which there has been a broad-based education (e.g., educational campaigns, awareness raising activities), engaging men and boys, for behavioural change regarding VAWG • I-7.3.2. Extent to which initiatives to tackle the culture of impunity with regards to VAWG have been strengthened including with the support of traditional leaders or relevant opinion leaders • I-7.3.3. Extent to which EU external action support to media has contributed to prevent VAWG creating more awareness and combating gender stereotypes

The role of men and traditional leaders is not adequately addressed through EU support in most regions. While some community level activities supported by the EU have sought to involve men and traditional leaders, the evaluation found only limited actions or programme components designed to rally increase the participation of men and traditional leaders in the promotion of the elimination of VAWG. This was particularly notable in the Enlargement region and, to some extent, in *Bangladesh, Lebanon, Afghanistan* and *Myanmar* as well. Thus, despite broad agreement of development personnel on the need to involve men, boys, and traditional leaders in the fight against VAWG, over half of the countries where EU programming was assessed more in-depth for the evaluation did not really address the issue of the participation of men and traditional leaders. There have been some activities supported by the EU and EU MS (e.g., Sweden in Kosovo, EU in Morocco), but these initiatives also remain limited in the overall EU portfolio.

There are several themes that emerge as potential areas for future engagement for the EU. Addressing social norms to prevent sexual and gender-based violence, including sexual harassment, particularly on toxic or harmful masculinities and gender stereotypes appears as an area in which efforts could be strengthened. Toxic masculinities are particularly relevant in the context of domestic violence but as well, in the context of peace and security, and in countering and preventing violent extremism and terrorism. Further work on 'positive masculinities' by broadening the stereotypical image of masculinity would thus contribute to deconstructing gender stereotypes and removing gender inequalities in social structures. In countries (e.g., Jamaica) where men have been engaged as allies and gender advocates (or as they have called themselves in the Kenyan context, gender warriors), this has served to both assist women and girls in the fight to prevent VAWG in both the public and domestic spheres and to reinvent new and positive roles for men.

8 EQ8 – Effects on economic and social women’s empowerment

EQ8 - To what extent has EU external action contributed to socially and economically empowering women?



This Evaluation Question (EQ) covers issues related to Women’s Empowerment, and the analysis was structured around four Judgement Criteria (JC):

- **JC 8.1** EU external action has contributed to making **decent work** equally accessible to women and men.
- **JC 8.2** EU external action has contributed to promoting women’s equal rights to economic resources as well as women’s **access to and control over land**, other forms of property, and financial resources.
- **JC 8.3** EU external action has contributed to the use of **enabling technology**, in particular Information Communication Technologies (ICTs), to promote the empowerment of women.
- **JC 8.4 Sustainability** issues are soundly addressed in programming, intervention design, and implementation (incl. development of national capacity).

The assessment of each JC builds on a set of specific indicators. The sections below present: i) the main sources of the evidence underpinning the JC assessment; and ii) the main findings and evidence identified per indicator.

For further details on the evidence gathered by the team, please refer to the relevant annexes.

JC8.1 Decent work

JC 8.1 EU external action has contributed to making decent work equally accessible to women and men.

Overall findings:

- Equal access to decent work, including women’s participation in the labour market, has not been a major focus of EU external actions in the area of GEWE until recently.
- There are examples of growing EU attention to issues of equal access to decent work in recent years.
- Progress at country level remains difficult despite some positive short-term effects; barriers to increasing women’s access to decent work have not been addressed comprehensively.

Overview of sources of information and evidence base

I-8.1.1. Evidence that the overrepresentation of female workforce in the informal economy has been addressed and gender gaps in labour force participation have been reduced

Overall strength of the evidence base: ● (strong)

Global analysis level – main sources of information

Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Enlargement Progress reports (2010-2019), EAMRs and GAP II reporting (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	<i>See country-level and global level E-Survey reports in Volume III</i>	<i>See Mapping details in Volume III, Annex 4 and country-specific details in Volume IV</i>

Case study level – main sources of information

Document review	Interviews
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)

I-8.1.2. Extent to which policy and legislative framework addressing issues related to gender-based discrimination in wage and self-employment have been strengthened and are implemented and enforced			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Enlargement Progress reports (2010-2019), EAMRs and GAP II reporting (see <i>Volume III - Bibliography-</i> for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	See <i>country-level and global level E-Survey reports in Volume III</i>	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		
I-8.1.3. Extent to which policy and legislative framework addressing issues related to the role of women and men in the care economy have been strengthened and are implemented and enforced			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Enlargement Progress reports (2010-2019), EAMRs and GAP II reporting (see <i>Volume III - Bibliography-</i> for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	See <i>country-level and global level E-Survey reports in Volume III</i>	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		
I-8.1.4. Extent to which regulations protecting women migrants', refugees' and IDPs' rights have been strengthened and are implemented			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Ongoing evaluation of EU support in the area of migration, key EU reference documents on GEWE and THB, EAMRs, GAP II reporting (see <i>Volume III - Bibliography-</i> for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women, CoE.	See <i>country-level and global level E-Survey reports in Volume III</i>	See Mapping details in <i>Volume III, Annex 4</i> and country-specific details in <i>Volume IV</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		

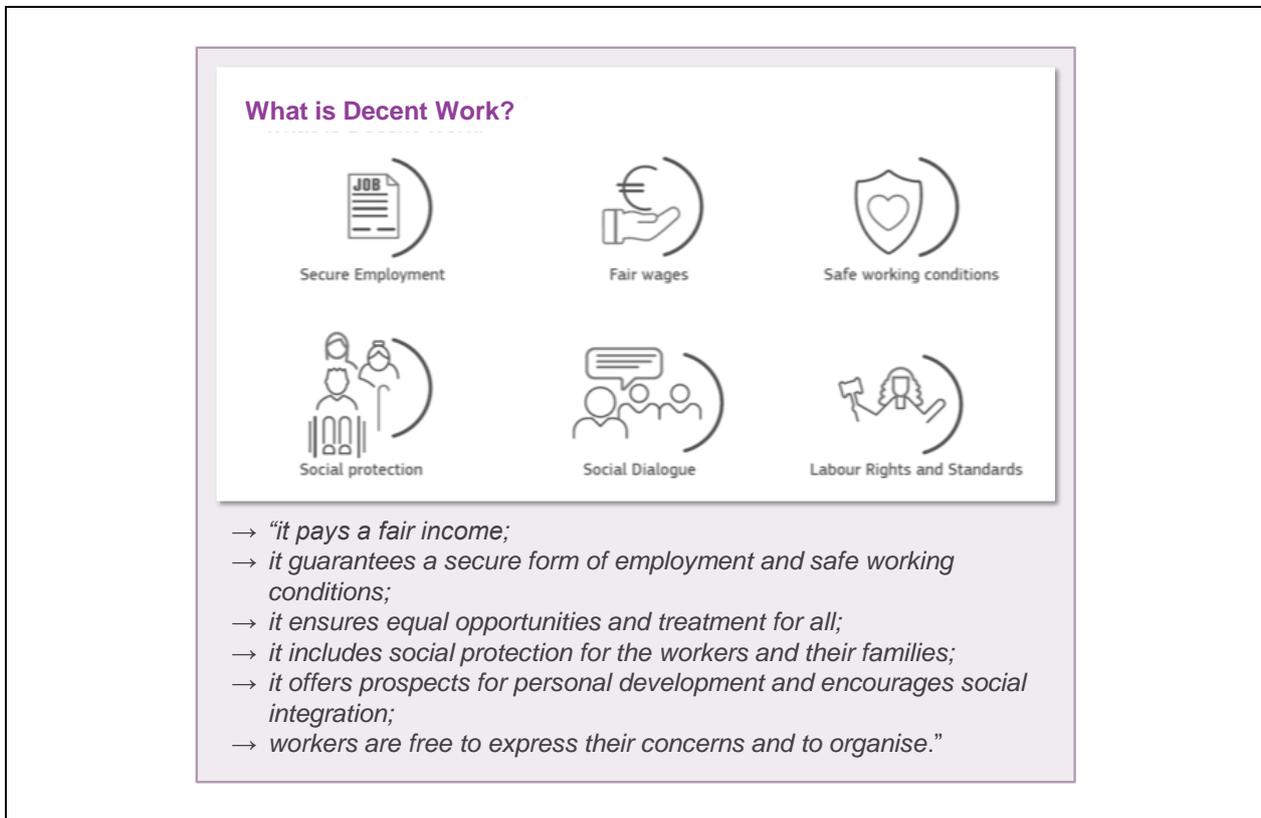
(I-8.1.1.) Main findings and related evidence

This section covers the following indicator:

- I-8.1.1. Evidence that the overrepresentation of female workforce in the informal economy has been addressed and gender gaps in labour force participation have been reduced.

The International Labour Organisation (ILO) defines decent work as “*productive work for women and men in conditions of freedom, equity, security and human dignity*”. In general, work is considered as decent when:

Figure 11 What is Decent Work?



Source: Author’s elaboration, based on ILO definition of Decent Work: https://ec.europa.eu/international-partnerships/topics/employment-and-decent-work_en.

Equal access to decent work, including women’s participation in the labour market, has not been a major focus of EU external actions in the area of GEWE until recently; the topic was mostly covered through ad hoc interventions and indirectly through the EU support to education (incl. TVET).

E-Survey responses show that ‘access to decent work’ is perceived as one of the areas where the EU has made the least contributions to changes. Only 12% of the respondents perceived that the EU has made large contributions in this area, compared to 38% in the area of awareness raising on VAWG. This needs to be linked to the fact that it is also perceived as one of the areas where the EU was the least engaged. Only 43% of the respondents perceived a large engagement of the EU in this area, compared to 63% in the area of equal access to education and 73% in the area of awareness raising in VAWG.

The evidence gathered in this evaluation shows that very little attention has been put on the equal labour force participation of men and women in the care economy and issues of unpaid work in EU external actions during the period under review. These topics are explicitly mentioned in the latest EU budget support guidelines and templates but are not apparent in the interventions reviewed by the team. They are mentioned only in one of the GAP II annual reports (the 2017 report) to highlight the fact that the related GAP II indicator was selected for reporting only by one EUD.

The few examples of EU support to GAP II objective 14 (access to decent work for women of all ages) mentioned in the last GAP II annual report (published in 2019 and covering the year 2018) include a budget support programme on ‘Employment and employability’ in South Africa, a multi-country action focussing on the rights of workers with disabilities and a few interventions focussing on labour rights (e.g., Lao) or unpaid labour (e.g., China, Nepal, Sri Lanka and Thailand). However, the GAP II annual report highlight the fact that interventions reported as related to GAP II objective 14 are largely “*centred on increasing women’s access to employment in general*”.

In general, while there is some evidence that the EU external action has been coherent with and has contributed to the ILO’s Decent Work agenda, interviews with EUD staff show a limited awareness of joint

initiatives carried out by the EU and ILO at regional and global level. The 2018 Evaluation of EU support to social protection¹⁵³ found limited coordination between the EU and ILO at field level although the study underlines that EU support to social protection at country and global level has been generally coherent with ILO's work. In particular, the EU has been a strong promoter of the ILO's social protection floor approach. Interventions in this area have been further compounded by the fact that the decent work agenda's effectiveness in economically empowering women has been limited by its roots in the tripartite process, where the partners (Government, trade unions, employers' organisations) often have little interest in the relevant aspects of GEWE.

Some of the 2018 evaluation's findings on the EU support to women's socio-economic empowerment are summarised in Box 10 below.

Box 10 Selected findings from the 2018 Evaluation of EU support to Social Protection in external action (2007-2013)

The EU-backed cash transfer programmes for mothers and children are helping to relieve gender inequality in some countries. The EU has supported such programmes for mothers and children in El Salvador¹⁵⁴, Ethiopia¹⁵⁵, Kyrgyzstan, Lesotho, Moldova, Palestine, Paraguay and Turkey. At a broader level, the evaluation underlines that social assistance support (as opposed to support to social insurance), which has been the focus of the EU support to social protection, has been gender sensitive in and of itself, because beneficiaries of such support schemes are disproportionately women.

The evaluation also shows that many EU-financed projects in the social protection or wider social inclusion field include various measures for empowerment of women (and youth), including measures to improve their employability or entrepreneurship skills. For example, Operational Programmes for Human Resource Development in IPA beneficiaries eligible for IPA Component IV Human Resource Development (Turkey, North Macedonia, and Montenegro) contained clear priorities related to the increase of employability among women and youth.

While the EU's strong focus on social assistance implicitly takes informality into account – many if not most beneficiaries will be in the informal sector or works in agriculture (which, strictly speaking, should be considered separately) – the evaluation also highlights that the EU has not done enough to take informality into account. At the EU, as well as in other donors and agencies, there is a certain institutional inconsistency in the approach taken to the informal sector. While many governments (Turkey, North Macedonia, and Palestine are good examples among the countries reviewed) place the elimination of informality high among their labour market policy priorities and it a goal at the heart of the ILO's approach, the fact is that the formal sector is often unable to absorb the large number of job-seekers and, in some settings, informality can be seen as a 'necessity'. Indeed, informality is not always an option of last resort, but rather a deliberate choice to avoid formal sector social charges that are perceived to be excessive and to deliver little benefit. For instance, in North Macedonia, highly skilled computer programmers preferred to be informal so as to avoid social charges and taxes.

The evaluation also highlighted important challenges in terms of issues of financial sustainability and the scaling up of supported interventions.

Source: 2018 Evaluation of EU support to Social Protection in external action (2007-2013)
(https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/final_evaluation_report.zip)

The 2018 Evaluation of EU support to Social Protection also revealed poor gender mainstreaming in EU support to Social Protection and significant challenges for policy design and monitoring due to the lack of sex-disaggregated data in many partner countries. While documents reviewed in the evaluation made references to gender issues and EU interventions in the area of social protection contained some degree of quantitative and qualitative analysis of gender equality, the evaluation concludes that there is no evidence of EU gender expertise having been systematically involved in intervention design and implementation; i.e., no evidence of actual mainstreaming. In the ENI region, measurable quantitative indicators of gender equality were systematically lacking. The evaluation showed that the EU had not systematically engaged in large support to strengthen national statistical systems related to social protection and, although they were largely useful, the EU supported studies on social protection remained one-off exercises disconnected from regular analytical work.

In IPA beneficiaries, the EU support in the area of decent work has been closely related to the accession negotiations and, more specifically, to the "Social Policy and Employment" chapter of the EU *acquis*¹⁵⁶. It

¹⁵³ Remark: The Social Protection evaluation's temporal scope covers only the first years of the period under review in this evaluation.

¹⁵⁴ Conditional transfers to mothers have taken place under the 'Comunidades Solidarias' Programme in El Salvador offering a health bonus for children under five and pregnant and lactating women. The programme also provides an education bonus.

¹⁵⁵ In Ethiopia, Productive Safety Net Programme III provided direct support grants to pregnant and lactating mothers with insufficient means.

¹⁵⁶ The *acquis* in this Chapter includes minimum standards in the areas of labour law, equal treatment of men and women in employment and social security, health, and safety at work. In addition, special binding rules have been set to ensure protection from discrimination on the basis of gender but also race, ethnic background, disability, sexual orientation, age, faith, or belief.

has mostly concerned two broad sets of objectives: 1) support to national and local actors to enhance inclusion programmes targeting children, women, geographically remote populations, and people with disabilities as well as social integration activities for Roma and other ethnic minority communities; 2) support to national employment and education agencies, with a focus on the implementation of active labour market measures and services, and the promotion of life-long learning policies.

However, the 2018 evaluation of EU support to Social Protection highlighted a disconnect between discussions taking place in the context of the accession negotiations and the actual financial assistance provided through IPA in this area. While DG EMPL led some important discussions on labour market reforms and social protection in particular, coordination between DG EMPL, DG NEAR and DG DEVCO has been sub-optimal on these issues. Moreover, apart from Turkey, where it supported an innovative conditional cash transfer programme with a strong gender component, the EU has concentrated its financial assistance almost exclusively on social inclusion interventions in IPA beneficiaries, hence not on broad employment sector reform programmes.

In several countries (e.g., BDG, MAR), the EU has used its support to education/TVET as a key entry point for promoting women's socio-economic empowerment. However, as further explained below, this support often focussed only the 'supply side' of the labour market and, partly because of the important barriers present on the 'demand side', these programmes have often had limited direct effects on addressing gender gaps in labour force participation and access to decent work.

Some evidence points to a growing EU attention to issues of equal access to decent work in recent years. The last GAP II annual report highlights an increase in the number of EU interventions focussing on access to decent work. At country level, some case studies confirm some recent promising efforts by the EU in this area. In particular, in Kosovo, the EU (with co-funding from Swedish Development Cooperation) has financed a study¹⁵⁷, which examines gender-based discrimination and labour, as part of a regional initiative to address such discrimination in six Western Balkan countries. The research was conducted in 2018¹⁵⁸ and aimed to identify shortcomings in the relevant legal framework; the prevalence of gender-based discrimination related to labour; the extent to which people have filed claims; and how institutions have treated such cases. As indicated above, there are also some references to EU monitoring of non-discrimination in employment and social policy in EU Enlargement progress reports. However, in general, the focus of EUO/EUSR efforts seem to have been on specific GEWE areas such as political representation and addressing VAWG in a variety of forms. A cooperation between Sida (Sweden) and UNOPS with support of UN Women in the field of labour rights is planned.

Moreover, as further highlighted in JC8.2 and illustrated by recent guidance documents produced by DG DEVCO such as the 2019 brief on 'Closing the gender gap through agri-food value chain development', there has been growing attention at EU level to women's access to decent work opportunities in rural areas. This can be seen as a promising area to contribute to reducing the gap in working conditions between women and men in partner countries, particularly in what concerns work opportunities.

While issues such as Corporate Social Responsibility and Gender Equality have not been prominent in EU-funded blended operations so far, opportunities to integrate them more prominently in International Financial Institutions' (IFIs) due diligence framework and interviews show that this is a topic of growing attention. In the context of the 2X challenge, some IFIs have adopted criteria to review the design and monitor the implementation of their investment operations from a gender-responsive perspective. Some of these indicators aim at promoting women and men equal access to decent work. While the Women's Empowerment Principles (WEPs)¹⁵⁹ established by UN Global Compact and UN Women are not yet fully mainstreamed in EU funded blending operations, they have been at the core of the recently launched WE EMPOWER G7 initiative financed by the EU and implemented by ILO and UN Women – see Box 11 below.

¹⁵⁷ KWN (2019): Gender-based discrimination and labour in the Western Balkans

¹⁵⁸ It was a as a collaborative effort of six women's rights organisations in the Western Balkans: the Kosovo Women's Network, the Gender Alliance for Development Centre, Reactor-Research in Action, the Kvinna till Kvinna Foundation, Women's Rights Centre and the Helsinki Citizens' Assembly Banja Luka.

¹⁵⁹ <https://www.weeps.org/>

Box 11 *Details on the EU-funded WE EMPOWER initiative*

The EU, UN Women and ILO launched the programme 'WE EMPOWER: Promoting economic empowerment of women at work through responsible business conduct'¹⁶⁰ in January 2018. This three-year programme, which initially focussed on linkages with non-EU G7 countries (Canada, Japan, the United States of America), was gradually expanded to cover countries in Latin America, the Caribbean and Asia.¹⁶¹ The programme targets women-led enterprises and networks, multinational companies, employer's organisations and relevant stakeholders in Europe and in the countries and regions of focus. It draws these stakeholders together to promote business links, joint ventures and innovation between women from across regions, while supporting the exchange of good practices to increase the private sector's capacity to implement 'gender equal business'.

It enabled the EU to strengthen key partnerships with like-minded countries, while influencing agenda setting in multilateral fora in order to ensure that gender equality remains a priority global issue. Analytical work was also conducted on the potential for advancing gender equality through the EU-Canada Comprehensive Economic and Trade Agreement (CETA). WE EMPOWER successfully influenced the outcomes of the Canadian Gender Equality Advisory Council, the Charlevoix G7 Summit Communiqué and the W20 agenda and Communiqué.

Source: Project action fiche, 2019 GAP II annual report.

In 2019, DG Trade hosted the "Trade for Her conference"¹⁶² to promote greater involvement of women in international trade, in the EU and beyond. The conference looked into the results of the first ever study on barriers for women in the EU, who are engaged in international trade. Various High-level representatives from international organisations, governments, businesses and civil society participated in the event. The conference was followed by a few actions organised by EUDs in various countries. As highlighted in the Colombia case study (see Volume IV), the EUD used the opportunity to organise a business breakfast for women-entrepreneurs to discuss challenges related to women's participation in trade in Colombia.

Box 12 *The case of a positive local initiative on labour rights in Lao*

In Lao People's Democratic Republic, the EU financed the initiative, 'Strengthening civil society to protect and promote social, economic and cultural rights of ethnic communities in Bokeo province'. Implemented by Plan International through its local partner, CAMKID, the initiative addressed challenges in the implementation of labour laws and decent working conditions at the community level – for instance in the context of the use of chemical products in banana plantations recently established by Chinese investors.

As the operating space for civil society is extremely restricted, support for CAMKID was an innovative step in the country's context. The programme's implementation, moreover, accessed gender expertise from another small local NGO in the province, which supported CAMKID through a context-specific assessment of gender roles in local communities. Within the context of the labour laws, women's rights were discussed at community level, including with reference to local laws, which embody the country's international commitments. As CAMKID staff speak different local languages, they made sure information was accessible to the local population, especially women.

While the programme did not result in transformative changes in women's rights, incremental improvements were achieved. For instance, in the wake of the initiative, women in targeted communities appeared more involved in decision-making, and women community leaders were more confident to speak up. As one such leader put it, "*Being a community leader is empowering because I can make decisions at local level or within my family. I am more confident to speak in front of people and always share my views in the village's meetings.*" There is also some evidence of slowly changing gender roles, as some men in the villages began to help with domestic care work, such as looking after children or fetching water. Although the initiative was welcomed by the Government as a means of disseminating legal information and potentially strengthening the rule of law, it did not influence government policies or legal systems. Nonetheless, a research study by the initiative was discussed at the provincial level, entitled 'Labour Rights, Child Rights and Gender Justice for Lao Workers in Chinese Banana Plantations in Bokeo'.

Source: GAP II annual report

While the few country cases identified where the EU was active in the area of equal access to decent work show some positive short-term effects at the local level, they also highlight the difficulty to contribute to broader changes at the national level. An interesting case is Bangladesh. In this country, the EU has been continuously engaged in the area of TVET/skills development over the past decades and has also funded a few projects in the Ready-Made Garments (RMG) sector during the period under review. Interventions have had a high degree of relevance and some short-term positive effects are visible. Moreover, at the macro level, the EU, in partnership with ILO, has played a very positive role in strengthening various national measures to prepare women to enter the labour market ('supply side'). However, very little was done (by the EU, but also by national authorities and other partners involved in this area) in terms of removing the main obstacles to increased labour market opportunities for women ('demand side'). The few projects carried out in the RMG sector have had limited effect at the national level. Overall, recent data shows that the terms of women's participation in the labour market have remained highly discriminatory in

¹⁶⁰ <https://www.empowerwomen.org/en/projects/we-empower-g7>

¹⁶¹ Argentina, Brazil, Uruguay, Chile, Costa Rica, Jamaica, China, India, Indonesia, Malaysia, the Philippines, Thailand and Vietnam.

¹⁶² <https://trade.ec.europa.eu/doclib/events/index.cfm?id=2030>

the country, and there has even been a recent rise in the concentration of women in low-productivity and low-paid agricultural activities.

The GAP II annual report presents the case of Lao where the EU has funded a local initiative that has had some positive short term effects (see Box 12 below). However, this case also illustrates well the difficulties of scaling up such successful experiences at a broader level if the initiative is not from the start-taking place in a broader strategic framework. In general, as also highlighted under EQ3, the evidence gathered in this evaluation shows that interventions carried out in the area of socio-economic empowerment at the local level were often disconnected from EU's engagement in policy dialogue and main EU-funded bilateral interventions in the country.

(I-8.1.2.) Main findings and related evidence

This section covers the following indicator:

- I-8.1.2. Extent to which policy and legislative framework addressing issues related to gender-based discrimination in wage and self-employment have been strengthened and are implemented and enforced.

There is only little evidence from desk review and field missions supporting that EU-funded interventions have addressed policy and legislative framework related to gender-based discrimination in wage and self-employment. In addition, no evidence has emerged that EU actions have directly tackled formal-sector labour market discrimination.

Some fragmented actions have emerged from the case studies. In Kosovo, for instance, the EU (with co-funding from Swedish Development Cooperation) has financed a recent study on the prevalence of gender-based discrimination related to labour. In Brazil, through the Win-Win programme, the EU has engaged with discriminatory norms affecting women in the business world but some important challenges remain, including how to engage with men from the corporate sector on work around existing discriminatory gender norms and masculinities. In Brazil, the EU has also supported a project on LGBTI entrepreneurship¹⁶³ that contributed to economic empowerment of LGBTI persons, including the recognition of their role as entrepreneurs and in deconstructing the binary of female/male in male-dominated sectors (ex. the civil construction market). From the Lebanese case study, it has emerged, as it's also the case other countries under review, that, although the labour law guarantees equal pay for equal work many disparities persist, and no evidence has arisen from the evaluation that EU actions have directly tackled formal-sector labour market discrimination.

According to the latest GAP II reporting, the Trade Related Assistance for Mongolia programme, which started in 2017, has identified that while Mongolia has a critical mass of well-educated women, access to leadership for women is still an issue (e.g., 90% of private companies is in hands of men), and one of the most critical issues is the lack of awareness and the culture of female discrimination (e.g., concerning maternity leave, job application processes). The project has targeted its capacity building activities to women and partnered with the association of women's entrepreneurs but results other than increased female participation in these trainings have not been reported.

(I-8.1.3.) Main findings and related evidence

This section covers the following indicator:

- I-8.1.3. Extent to which policy and legislative framework addressing issues related to the role of women and men in the care economy have been strengthened and are implemented and enforced.

The evidence gathered in this evaluation shows that very little attention has been put on the equal labour force participation of men and women in the care economy and issues of unpaid work in EU external actions during the period under review.

Some fragmented actions have emerged from the case studies. In Bangladesh, a project targeted at girls and young women migrating from poor rural areas provided, among other activities, "day care" services to their beneficiaries. This type of support only very partially addresses the role of women and men in the care economy. In Colombia, a project doing advocacy in gender issues specific to rural women has raised awareness on the care economy and on gender roles in the context of daily life among rural communities. Another EUTF project in Colombia also working with rural communities on economic empowerment has included activities to raise awareness on women's roles in the care economy and better distribution of care work. Evidence on the results of these projects has not been reported.

What has also emerged from the countries under review is that many inequalities persist in what related to unpaid work and the care economy. In Georgia, for instance, conservative gender roles are still widely accepted, and women are expected to undertake the majority of unpaid care work within the household. In Lebanon, women who do work outside the home are more likely than men to work in the informal sector as

¹⁶³ "Combater a discriminação e aliviando a situação de pobreza das pessoas LGBTI no Brasil" (2014).

unpaid family labour and, if they participate in family businesses, they often have little decision-making authority.

The team did not identify evidence on EU support in this area in the last two GAP II annual reports, which also points to a limited EU support in this area. The latest report merely mentions “*a gender-sensitive and rights-based approach to economic development was introduced through programmes to tackle informal employment in Afghanistan and unpaid labour in China, Nepal, Sri Lanka and Thailand.*” It also mentions that at least six programmes have tracked progress on the time allocated to paid and unpaid work per gender for objective 14 in Tanzania and Zambia, although no further details of these programmes have been found.

(I-8.1.4.) Main findings and related evidence

This section covers the following indicator:

- I-8.1.4. Extent to which regulations protecting women migrants’, refugees’ and IDPs’ rights have been strengthened and are implemented

In the area of migration, the evidence gathered points to limited attention by the EU to issues of equal access to decent work. This is mainly explained by two factors (as also evidenced in parallel EU strategy evaluations on this topic): i) there has been limited EU support to labour migration in general; ii) the integration of GEWE issues in EU support to migration has often narrowly focussed on treating women as an homogenous (vulnerable) group. However, in recent years, the EU has funded some promising interventions at both local and regional level.

In Bangladesh, the EU has supported:

- A grassroots migrant organisation, OKUP, in 2018, to implement a three-year intervention¹⁶⁴ that, among other objectives, aims at i) equipping women and communities with the skills to uphold their rights and seek justice, including through community-based Migrant Forums from returnee migrants and spouses of migrant workers; ii) developing Counter Trafficking Committees at the local level and training local Government officials, lawyers and judges on the relevant migration and trafficking laws.
- In 2017, the EU and UN Women also launched a women’s rights and empowerment programme aimed at strengthening the resilience of Syrian women and girls and host communities in Iraq, Jordan and Turkey. The activities focus on increasing women’s access to financial assets and recovery and income opportunities, while providing immediate and life-saving protection services.
- In 2018, in the context of the Spotlight Initiative, the EU funded the ‘Safe and fair’ programme on “Realizing women migrant workers’ rights and opportunities in the ASEAN region”. The programme is implemented by ILO and UN Women and focusses on: i) improving the frameworks that govern labour migration and ending violence against women; ii) improving access to information and services for women migrant workers and opportunities for them to network and organise; iii) producing data and evidence on the experiences of women migrant workers; and iv) campaigning to generate a better understanding of the contribution of women migrants.

In Lebanon, the draft final report of the ongoing evaluation of EU support to migration has highlighted that one area in which the EU has been extremely and visibly active is in comprehensively addressing the needs of migrant female domestic workers. Through PROWD - the Action Programme for Protecting the Rights of Women Migrant Domestic Workers (WMDWs) in Lebanon, a representative labour organisation was put in place with EU support, though success has been limited because the group covered still does not have rights under Lebanese labour law and the kafala sponsorship system¹⁶⁵ remains in effect. Structural attitudinal constraints are a factor; for example, an awareness-raising session for middle-class female bank employees who sponsor domestic helpers was reported (in a ROM report) to be largely ineffective because attendees did not perceive the status quo to be problematic.

JC8.2 Women’s access to economic resources

JC 8.2 EU external action has contributed to promoting women’s equal rights to economic resources as well as women’s access to and control over land, other forms of property, and financial resources.

Overall findings:

¹⁶⁴ “Empowerment of women and girl migrant workers, communities and key institutions to protect and promote migrant workers’ rights and access to justice”.

¹⁶⁵ Under the sponsorship of the kafala system, women are sometimes exploited almost to the point of having been trafficked into forced labour.

- Support to access to economic resources spanned across a wide range of thematic areas.
- A large part of the gender-targeted support to women's economic empowerment consists of small actions.
- Despite short term effects, no substantial contributions at the broader level.
- The picture is not entirely bleak. While overall, gender mainstreaming in EU-funded rural development and agriculture sector interventions has been weak during the period under review, there have been some recent promising evolutions.

Overview of sources of information and evidence base

I-8.2.1. Extent to which policy and legislative framework protecting <u>women's rights to ownership, inheritance and control of land and access to other productive resources (including credit) have been strengthened and are implemented and enforced</u>			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Enlargement Progress reports (2010-2019), EAMRs and GAP II reporting (see <i>Volume III – Bibliography-</i> for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	See <i>country-level and global level E-Survey reports in Volume III</i>	See Mapping details in <i>Volume III, Annex 4</i> and country-specific details in <i>Volume IV</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV</i> for further details)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV</i> for further details)		
I-8.2.2. Extent to which <u>female entrepreneurship has been promoted and developed (incl. extent to which gender differences in male/female approaches to business development have been taken into account in entrepreneurship programming)</u>			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Enlargement Progress reports (2010-2019), EAMRs and GAP II reporting (see <i>Volume III – Bibliography-</i> for further details)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	See <i>country-level and global level E-Survey reports in Volume III</i>	See Mapping details in <i>Volume III, Annex 4</i> and country-specific details in <i>Volume IV</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV</i> for further details)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV</i> for further details)		

(I-8.2.1.) Main findings and related evidence

This section covers the following indicator:

- I-8.2.1. Extent to which policy and legislative framework protecting women's rights to ownership, inheritance and control of land and access to other productive resources (including credit) have been strengthened and are implemented and enforced.

EU has supported women's economic empowerment through a variety of interventions. The evidence from the mapping of targeted support, but also from the GAP II reporting and the literature review at global level shows that, in all regions, EU support has spanned across almost the whole range of themes possible to cover in this thematic area. According to GAP II reporting, GAP II pillar C (Economic and Social

Empowerment) is the pillar with the highest number of reported actions during the period under review. GAP II Objective 15 (related to women's access to financial services, productive resources, including land, trade and entrepreneurship) has been the third most frequently selected objectives by the EUDs of the 12 countries reviewed in this evaluation (the most frequent ones have been Obj. 7 on VAWG and Obj. 17 on participation in policy and governance processes).

The country case studies illustrate the diversity of actions supported by the EU during the period under review. For instance, in Afghanistan, the EU co-funded, through the Afghanistan Reconstruction Trust Fund (ARTF), the Afghanistan Rural Enterprise Development Programme (AREDP) which enabled the Ministry of Rural Development to develop a network of savings group, thereby creating income-generating opportunities for women. In Kosovo, the EU has supported several women entrepreneurs in the agriculture sector. For instance, in the context of the IPA 2014 Agriculture and Rural Development programme, the EU provided a grant of EUR 400,000 to the private company Besiana SHPK, which focusses on the processing of collected mushrooms, junipers and raspberries, and which is owned by a woman and employs almost exclusively women. In Zambia, a number of agriculture sector programme activities have been designed to address disparities in land ownership and access to other economic resources.

The global inventory carried out in this evaluation shows that a large part of the support to women's economic empowerment correspond to small actions that have taken place in the context of broad rural economic development programmes funded through geographic instruments (and more recently the EUTF for Africa). Despite GAP II objective 15 being selected as a priority objective by the EUDs in the 12 countries reviewed, the team identified only two cases (Afghanistan in the context of the ARTF, and Georgia in the context of the last phase of the ENPARD programme) where the EU provided large support to women's economic empowerment at country level. Colombia can be seen as an "intermediary" case as the EU has followed a gradual approach in the country, by increasingly investing in policy measures related to rural women in the context of the peace building efforts and, only since 2019, planning to support more directly this area in the context of the new agriculture sector reform contract. In all the other countries, the support was provided through: i) individual ad hoc gender-targeted activities financed under thematic budget lines (CSO&LA or DCI-GPGC/Food security); or ii) indirectly in large gender-sensitive bilateral programmes in sectors such as nutrition (programme SAN in Chad) and TVET (Bangladesh).

A qualitative analysis of the main themes covered by the EU support in this area shows that, beyond the substantial support provided by the EU in the area of education and TVET, and the few specific cases mentioned above, there has been a strong emphasis in EU interventions on supporting: i) women entrepreneurship through skills development and access to finance, and ii) the creation of employment opportunities in rural areas in the context of broad resilience programmes or specific agricultural value-chain development interventions. While there are some examples of EU support to increasing women's access to land (e.g., Myanmar¹⁶⁶, Cameroon¹⁶⁷, Malawi¹⁶⁸, Angola¹⁶⁹) and the EU has addressed some issues in women's land access through a land governance programme at the global level (in partnership with FAO)¹⁷⁰, this has not been a major area of EU support despite the importance of this area for women's economic empowerment in rural areas. Neither has the team identified many cases of large support programmes in the rural development and agriculture sector, which put a strong emphasis on integrating GEWE issues in the sector's policy and institutional framework. Exceptions include Nepal and, more recently, Colombia (see above).

While there is evidence that EU-funded interventions regarding women's economic empowerment have led to some short-term effects (often at the local level), there is no visible results at a broader level; persisting gender inequalities in this area call for more comprehensive and transformative approaches, something that has been lacking in the EU support in many countries so far.

Where available, evaluation and monitoring reports of EU interventions in the area of women's economic empowerment systematically highlight some positive short-term effects. In Colombia, the interviews carried out shows that the EU has been instrumental in established a Directorate for Rural Women in the ministry of agriculture in 2018. In Cameroon, according to the 2019 GAP II report, the EU-funded LandCam project "*facilitated a dialogue between traditional leaders and women – an innovative approach nearly unprecedented in Central Africa; preliminary results have been positive; for instance, one traditional chief who had been sceptical of women's rights became one of the programme's gender champions.*"

¹⁶⁶ 'Supporting the Nationwide Ceasefire Agreement (NCA) and peace process through women led land tenure security at the grassroots level' which supported women and land issues relating to the peace process.

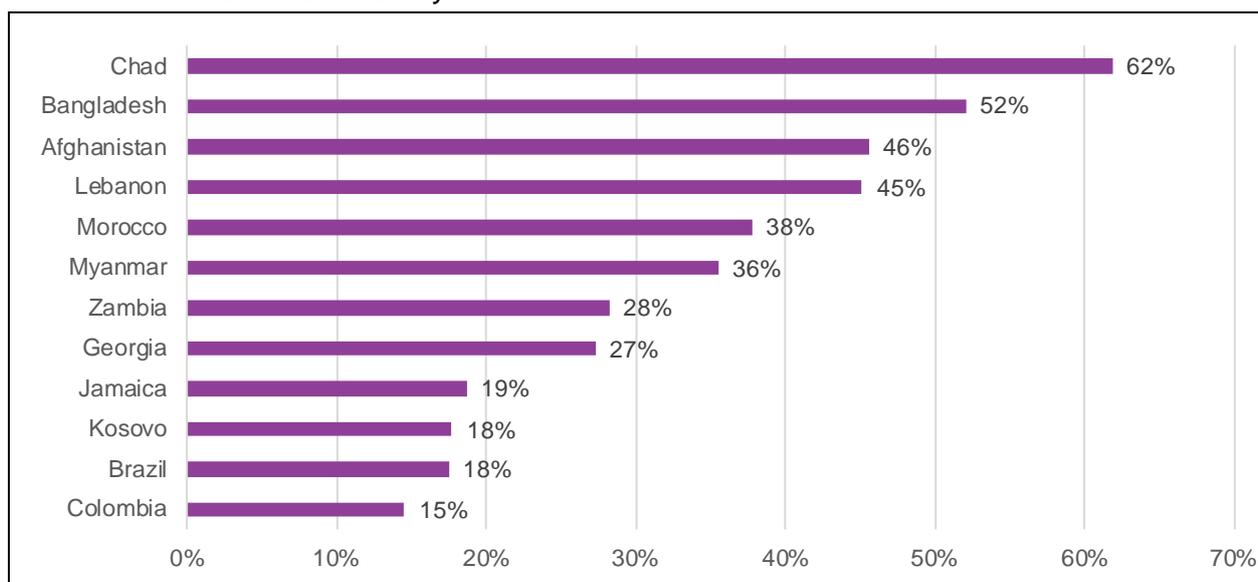
¹⁶⁷ LandCam (<https://www.landcam.org/en>)

¹⁶⁸ Strengthening land governance system for smallholder farmers in Malawi

¹⁶⁹ Right to Land in the Cunene Province (DITERCU)

¹⁷⁰ See <http://www.fao.org/3/a-i7366e.pdf> and <http://www.landgovernance.org/assets/Land-brochure-2018-final-181109.pdf>

Figure 12 SIGI - 2019 scores on the indicator 'restricted access to productive and financial resources' for selected country cases



Source: Author's analysis based on OECD (2019) Social Institutions & Gender Index (SIGI)

Despite these positive contributions, there is no evidence of EU substantial contributions at a broader level. This is partly explained by the fact that all evaluation and monitoring reports reviewed fall short in terms of analysing broader effects of the EU support at outcome level; in other words, EU contributions are not well documented.

In most countries reviewed, evolutions in key indicators of women economic empowerment have at best, been slow at the macro level (see recent OECD's SIGI and World Bank's Women, Business and Law reports). Gender inequalities remain significant in all areas. Based on the review of the EU support project documentation and the global literature¹⁷¹, several obstacles to empowerment can be highlighted.

- First, there are significant external factors that hamper efforts in this area. In many contexts, there is often a striking lack of gender awareness and of interest in GEWE issues among relevant national stakeholders (e.g., staff of ministries in the rural development and agriculture sector) as well as weak gender-sensitive national legal frameworks and policies in the area of economic development and labour (e.g. SME policies). This has direct implications in the level of funding available to carry out gender-targeted or gender-sensitive public investment as well as to scale up and sustain successful activities initially supported through external funding. This situation also affects the sustainability in the long term of these actions and means that supported GEWE-related activities need to be accompanied by strong advocacy efforts at the highest level of national partner institutions.
- Second, some weaknesses in the design of the EU support has often limited its effectiveness and impact. In many instances, EU support has considered women as a homogenous group and there has been limited emphasis on increasing women's agency. The design of interventions (or of the supported policy measures) has often occulted the multi-dimensional aspects of women's economic empowerment and the need to take into account social norms and barriers, which impede women's access to economic resources in many settings. In the projects reviewed, there is limited information on the main gender inequalities and their root causes.
- Third, the EU has provided a large part of its support in the form of small grants. There is some evidence that these have been useful to innovate and develop elements of more ambitious gender transformative approaches. However, the provision of these grants has rarely been made with a clear vision on how to go to scale with the most successful initiatives and get them into mainstream development initiatives.

While, overall, gender mainstreaming in EU-funded rural development and agriculture sector interventions has been poor during the period under review, there have been some recent promising evolutions in terms of: i) increased efforts at HQ level to promote gender mainstreaming in this area; ii) in some cases, strengthened approaches to ensure the availability of gender expertise during

¹⁷¹ E.g. Global Donor Platform for Rural Development (2017): Women's Economic Empowerment and Agribusiness – opportunities for the gender transformative agenda.

design and implementation; iii) enhanced efforts in the area of monitoring and learning at global and local levels.

DG DEVCO has developed various 'support measures' since 2017, including: i) a Gender Guidance Package ('Because Women Matter') which consists of various briefs to guide EU staff and their partners in the integration of a gender perspective in rural development interventions; ii) various capacity building activities (webinars, direct in-country support to EUDs); iii) increased partnership with the UN Rome-Based Agencies (FAO, WFP, IFAD). At a more general level, the EU has worked with and supported various NGOs, research organisations and think tanks which (e.g., CARE, OXFAM, CGIAR, IFPRI) which have been active in research activities related to women's economic empowerment.

Although needs remain important, the EU has increased its investment in data collection related to gender-specific or sex-disaggregated indicators in this sector. Recent interventions appear to more systematically include sex-disaggregated indicators. The EU has also funded specific initiatives to strengthen the production of gender data at regional level. It has promoted the use of the Women's Empowerment in Agriculture Index (WEAI)¹⁷² developed by IFPRI and has support specific studies carried out by CGIAR in this area.

At the country level, there have also been positive experiences (e.g., in Ethiopia – see Box 13 below) in terms of learning from the EU efforts in integrating a gender perspective in its support to rural resilience.

Box 13 *Support to rural women – Gender transformative dimensions and qualitative approaches to learning under RESET II (Ethiopia)*

RESET was launched in 2012 to help build the food security and resilience of around two million of the most vulnerable people in eight drought-prone geographical clusters in Ethiopia. RESET II (2016-2020) is funded by the EU Emergency Trust Fund for Africa and jointly managed by DG DEVCO and ECHO.

At the start of RESET II, fieldwork in selected clusters produced an assessment report and self-assessment survey of gender-responsiveness. Presentation and further discussion of analysis took place at the RESET partners (NGOs) 'experience sharing workshop' organized by the EUD. The assessment report revealed that while some gender issues were broadly addressed, a strong gender dimension was lacking. It was agreed with all RESET partners to: i) develop cluster/project-level gender and social inclusion strategies, ii) develop the capacity of staff and partners to identify and address inequalities in the main results areas (on-farm and of off-farm livelihoods development; basic health, nutrition and WASH services; and disaster risk reduction and natural resource management) with indicators, and iii) for partners to deploy gender specialists or assign focal point as well as mechanisms for structured monitoring and regular reporting from a gender perspective. This led to the integration of several gender transformative dimensions under RESET II which were translated into: i) activities to promote sexual and reproductive health (e.g., use of long-lasting contraceptives), ii) specific actions to provide women with opportunities for diversified livelihoods, business loans and securing independent assets and incomes, and iii) initiatives to engage men in conversations about household nutrition (which were seen as important for their understanding of the benefits and their willingness to support resource allocation to grow or purchase more nutritious foods).

Source: various sources (RESET factsheet, 2018 Wolaita cluster case study, interviews)

The EU has also benefited from increased attention by some of its partners to strengthen the gender expertise mobilised during the design and implementation of new interventions. This has been particularly visible in the context of the ENPARD rural development programme in Georgia, in which FAO's dedicated gender expertise has allowed to significantly enhance gender mainstreaming in the last phase of the programme (ENPARD III).

(I-8.2.2.) Main findings and related evidence

This section covers the following indicator:

- I-8.2.2. Extent to which female entrepreneurship has been promoted and developed (incl. extent to which gender differences in male/female approaches to business development have been taken into account in entrepreneurship programming)

As mentioned above, GAP II Objective 15 (related to women's access to financial services, productive resources, including land, trade and entrepreneurship) has been the third most frequently selected objectives by the EUDs of the 12 countries reviewed in this evaluation. The global inventory carried out in this evaluation shows that a large part of the support to women's economic empowerment correspond to often-small actions, including some related to female entrepreneurship. In Kosovo, for instance, the EU has supported several women entrepreneurs in the agriculture sector. In Afghanistan, the abovementioned AREDP Programme has supported the creation of income-generating opportunities for women. The WADA project on rural tourism, and the agro-food processing WARAD project implemented by the Safadi Foundation have also focused on building micro-entrepreneur capacity among women in Lebanon. In Brazil,

¹⁷² <https://weai.ifpri.info/>

the EU has supported support to small-scale LGBTI entrepreneurship and worked with CSO partners on empowering indigenous women entrepreneurs in local value chains.

In recent years, a few countries have also benefitted from large multi-country “flagship” programmes such as the Win-Win programme in Latin America and Caribbean (ILO and UN Women - see Box 14 below) and, since 2019, the Women in Business in Morocco (EBRD)¹⁷³.

Box 14 *Details on the Win-Win programme in Latin America and Caribbean*

The Win-Win programme has a total budget of EUR 10.08 million including an EU contribution of EUR 9 million funded under the Partnership Instrument. It has three specific objectives: i) Promote market access for European women led businesses and entrepreneurs in selected countries in Latin America and Caribbean; ii) Exchange good practices and promote dialogue on female corporate leadership and gender equal business in Europe and Latin America and Caribbean; iii) Promote bi-regional women led innovation and business ventures. The programme was launched in January 2018. It is jointly implemented by UN Women and ILO in six countries in Latin America and Caribbean (Argentina, Brazil, Chile, Costa Rica, Jamaica and Uruguay).

"Win-Win" is being implemented in synergy with other EU-funded initiatives such as the WE EMPOWER G7 programme (organizing joint events or supporting the improvement of the knowledge hub empowerwomen.org), the EU-funded WE EMPOWER Asia (providing inputs to ensure alignment) and other EU-funded projects in Latin America (e.g., "Emprende" in Costa Rica, "WE-Xport" in Jamaica and "Promoting Gender Equality in the workplace" in Chile).

Source: Action fiche, Mid-term evaluation (2019).

A qualitative analysis of the main themes covered by the EU support in the area of women economic empowerment shows that there has been a strong emphasis in EU interventions on supporting: i) women entrepreneurship through skills development and access to finance, and ii) the creation of employment opportunities in rural areas in the context of broad resilience programmes or specific agricultural value-chain development interventions.

Where available, evaluation and monitoring reports of EU interventions in the area of women’s economic empowerment systematically highlight some positive short-term effects. In Brazil, the Win-Win programme’s networking activities have resulted in the establishment of strategic partnerships between the private sector and State public authorities in Bahia and Sao Paulo. In Afghanistan, 63% of the entrepreneurs who ultimately benefitted from AREDP programme mentioned above were women.

From the Budget Support case study, it is worth noting that among some of the areas covered by BS variable tranche indicators related to GEWE, there are several related to entrepreneurship support and microfinances, including in El Salvador, Jordan, Moldova, South Africa and The Gambia (see Budget Support thematic case study in Volume IV for further details).

From the analysis of GAP II reporting it emerges that there has been an increased attention to the promotion of economic empowerment of women and entrepreneurship in Africa in the past years. For example, through the European External Investment Plan, the European Commission and FMO, the Dutch Development Bank, launched at the end of 2018 the NASIRA Risk-Sharing Facility, aiming at improving access to investment loans to entrepreneurs, with a particular focus on displaced people, refugees, returnees, as well as women and young people. In East Africa, the Platform For Remittances, Investments and Migrants’ Entrepreneurship in Africa – Prime Africa, has also encouraged migrant entrepreneurship.

JC8.3 Information Communication Technologies

JC 8.3 EU external action has contributed to the use of enabling technology, in particular Information Communication Technologies (ICTs), to promote the empowerment of women.

Overall findings:

- The use of ICT to promote the empowerment of women is an emerging area in EU support to GEWE and it is too early to assess the effects of the recently launched initiatives.

Overview of sources of information and evidence base

I-8.3.1. Extent to which equal access to ICTs for skill and business development has been promoted and improved as a result

Overall strength of the evidence base: ● (medium)

Global analysis level – main sources of information

¹⁷³ The EU EUR 9 million support was channelled through the Neighbourhood blending facility (Neighbourhood Investment Facility - NIF). The programme consists in providing credit lines to partner financial institutions for on-lending to women-led SMEs as well as technical assistance and risk-sharing for partner institutions.

Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Enlargement Progress reports (2010-2019), EAMRs and GAP II reporting (see <i>Volume III - Bibliography</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	<i>Not a source</i>	See Mapping details in <i>Volume III, Annex 4</i> and country-specific details in <i>Volume IV</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		
I-8.3.2. Extent to which <u>equal access to ICTs for other purposes</u> (e.g., access to basic services) has been promoted and improved as a result			
Overall strength of the evidence base: ● (low)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Enlargement Progress reports (2010-2019) and GAP II reporting (see <i>Volume III - Bibliography</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	<i>Not a source</i>	See Mapping details in <i>Volume III, Annex 4</i> and country-specific details in <i>Volume IV</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		
I-8.3.3. Extent to which to which policy dialogue and initiatives supported through EU external actions have addressed <u>cyber-based VAWG</u>			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
Key EU reference documents on GEWE, Enlargement Progress reports (2010-2019) and GAP II reporting (see <i>Volume III - Bibliography</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	<i>See country-level and global level E-Survey reports in Volume III</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., , EAMR, GAP II reporting, programming and project documentation) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		

(I-8.3.1) Main findings and related evidence

This section covers the following indicator:

- I-8.3.1. Extent to which equal access to ICTs for skill and business development has been promoted and improved as a result

The use of ICT to promote the empowerment of women is an emerging area in EU support to GEWE and it is too early to assess the effects of the recently launched initiatives.

At EU policy level, it is worth mentioning the Digital Single Market for Europe (DSM) strategy that was adopted in May 2015. The strategy recognises the significant impact of digitalisation on growth and job creation within the European economy. While the strategy makes some general reference to an e-inclusive society, there is no explicit references to GEWE. In recent years, as illustrated by the references to this area

in the new European Consensus on Development¹⁷⁴, there has been a growing attention to the opportunities for further translating the key principles of the DSM to the EU international and development cooperation policy framework. The 2016 Council Conclusions on ‘mainstreaming digital solutions and technologies in EU development policy’¹⁷⁵ emphasises that “*digital technologies can be a powerful catalyst for economic, political and social empowerment of women as well as a tool to promote gender equality, in line with the commitments in the EU Gender Action Plan 2016-2020*”. As a follow up on these Council Conclusions, in 2017, the EC developed a comprehensive approach on Digital4Development (D4D)¹⁷⁶. A number of EU supported initiatives were launched since then. In 2018, an AU-EU Digital Economy Task Force was created in order to deepen AU-EU cooperation in the field of digital economy. The Task Force developed a shared long-term vision of an inclusive digital economy and society, in which every citizen – notably women and young people – has the opportunity to participate in the digital world. In its 2019 Guidelines ‘Because Women Matters’ on GEWE in rural development¹⁷⁷, DG DEVCO stressed the role of ICTs in agriculture and rural settings and how the lack or limited access of women to these technologies can be an additional factor of inequality and, therefore, has to be addressed when designing interventions. In 2020, DG DEVCO launched a study ‘*Digital4Women*’¹⁷⁸ aiming to analyse existing programmes and deliver recommendations on the implementation of EC’s approach for “Digital4Development” in Sub-Saharan Africa. The study is still being drafted at the moment of the writing of this evaluation report.

At the global level, the EU launched with the World Bank the Digital2Equal Initiative in 2018. The initiative brings together leading technology companies operating across the online marketplace to boost opportunities for women in emerging markets.¹⁷⁹ In 2018, within the Horizon 2020 funding programme, a core instrument at the EU level to support and leverage research and innovation cooperation with partner countries, a specific call on the ‘gender perspective of science, technology and innovation in dialogue with third countries’ was included in the ‘Science with and for Society’ (SwafS) work programme.

In 2020, the EU has issued a ‘White paper on Artificial Intelligence (AI) – A European approach to excellence and trust’¹⁸⁰ and, as a follow up, the Advisory Committee on Equal Opportunities for Women and Men has drafted an ‘Opinion on Artificial Intelligence – opportunities and challenges for gender equality’¹⁸¹ in which challenges and opportunities posed by AI in relation to gender equality are analysed, recognising that technological advances, including AI, automation and robotics, are having profound effects on gender equality and women’s rights in all spheres of life. Similar studies have not been identified in the EU external action context.

At country level, limited evidence has been found on EU support to the use of ICT to promote women’s economic empowerment. In the majority of cases, enabling technologies or access to ICTs has not been an explicit area of focus of EU support but rather activities in the context of broader interventions. In Bangladesh, an advocacy and training project working with migrant and marginalised communities developed an ‘app’ to connect with their beneficiaries, develop leadership skills and support community members, mainly women, to timely access available services and to raise their voices against cases of violence.

E-survey results, both at country and HQ level, support the limited evidence on contributions to positive change in the area of ICTs. Only 27% of country-level respondents considered that EU engagement in this area contributed to positive changes, while the figure goes up to 42% among HQ respondents. In both cases, support to ICTs is placed in the second lowest place in a list of 15 different areas of support, which depicts the need to strengthen support in this area.

¹⁷⁴ The Consensus urges European actors to “*continue to support information and communication technologies in developing countries as powerful enablers of inclusive growth and sustainable development. (...) [and] support digital literacy and skills to empower people, especially women and persons in vulnerable and marginalised situations, to promote social inclusion and to facilitate their participation in democratic governance and the digital economy.*”

¹⁷⁵ Council of the European Union, 14682/16, 28 November 2016.

¹⁷⁶ The D4D approach is organised around four priority areas for intervention: i) connectivity; ii) digital literacy and skills; iii) digital entrepreneurship and job creation; iv) use of digital as enabler for sustainable development (e.g. e-agriculture, e-health, e-governance, etc.). Its immediate focus is on Africa (where the digital divide is the greatest), although its geographical scope is not restricted to this region.

¹⁷⁷ EU (2019): Because women matter: Designing interventions in food, nutrition and agriculture that allow women to change their lives.

¹⁷⁸ EU (2020): Digital4Women’ how to enable women empowerment in Africa through mainstreaming digital technologies and services in EU development programmes.

¹⁷⁹ https://www.ifc.org/wps/wcm/connect/topics_ext_content/ifc_external_corporate_site/gender+at+ifc/priorities/digital_economy_sa/digital2equal

¹⁸⁰ EU (2020): White paper on Artificial Intelligence (AI) - A European approach to excellence and trust. The document highlights the role of international cooperation on AI matters to promote the respect of fundamental rights, and how AI can be a driving force to achieve the Sustainable Development Goals and advance the 2030 Agenda.

¹⁸¹ EU (2020): Advisory Committee on Equal Opportunities for Women and Men: Opinion on Artificial Intelligence – opportunities and challenges for gender equality.

Finally, there is no evidence of the topic “access to technologies” in policy dialogue.

(I-8.3.2) Main findings and related evidence

This section covers the following indicator:

- I-8.3.2. Extent to which equal access to ICTs for other purposes (e.g., access to basic services) has been promoted and improved as a result

The team has not been able to gather sufficient evidence regarding the promotion of equal access ICTs for other purposes.

At global level, GAP II annual report from 2018 reports that, in cooperation with the G20, the EU supported the Agriculture Ministers’ Declaration 2017. The group adopted an action plan in which they commit to ‘strengthen our efforts to improve the ICT skills of farmers and farm workers via training, education and agricultural extension services with a particular focus on smallholders, women and youth’.

At country level, there is still limited evidence regarding gender mainstreaming in ICT infrastructure interventions. In Zambia, for instance, the EU has supported interventions across a diversity of sectors (health, agriculture and governance, etc.), where a component of improved access to technologies has been included, although with no effects explicitly reported so far. This remains an area for further improvement.

In addition to ICT, the EU has supported and explored the use of innovative technologies in other areas, including climate change and resilience¹⁸² and water management¹⁸³ although results are still difficult to assess and evidence of gender mainstreaming in this sector is still limited.

(I-8.3.3) Main findings and related evidence

This section covers the following indicator:

- I-8.3.3. Extent to which policy dialogue and initiatives supported through EU external actions have addressed cyber-based VAWG

As mentioned in EQ7 above, linkages between VAWG and ICT is an area where the EU seems to have invested little so far. In the Partnership Instrument, VAWG was explicitly not included as a priority for digital international cooperation.

Several promising practices have started to emerge in what relates specifically to ‘gender-based violence online’, among both EU MS and other development partners¹⁸⁴, in which the EU could build upon.

9 EQ9 - Effects on women’s voice and participation

EQ9 - To what extent has EU external action contributed to ensuring women’s voice and participation at all levels of the political life?



This Evaluation Question (EQ) covers issues related to Women’s Voice and Participation, and the analysis was structured around four Judgement Criteria (JC):

- **JC 9.1** EU external action has contributed to strengthening women’s effective influence on **decision- and policy-making** at all levels.
- **JC 9.2** EU external action has contributed to strengthening **women’s voice** in the society.
- **JC 9.3** EU external action has contributed to effectively challenging and changing **discriminatory social norms and gender stereotypes**.
- **JC 9.4 Sustainability** issues are soundly addressed in programming, intervention design, and implementation (incl. development of national capacity).

¹⁸² the Rural Development and Climate Change Budget Support Programme in Bhutan includes some activities that promote technologies which are “women friendly”, but the project was still tagged as G0.

¹⁸³ A solar-powered water pumping system in Timor-Leste.

¹⁸⁴ Gender-Based Violence Online, as defined by the Association for Progressive Communication (APC), encompasses “acts of gender-based violence that are committed, abetted or aggravated, in part or fully, by the use of information and communication technologies (ICTs), such as mobile phones, the internet, social media platforms, and email. See more in: SIDA (2019): “Gender toolbox Brief - Gender-Based Violence Online”

The assessment of each JC builds on a set of specific indicators. The sections below present: i) the main sources of the evidence underpinning the JC assessment; and ii) the main findings and evidence identified per indicator.

For further details on the evidence gathered by the team, please refer to the relevant annexes.

JC9.1 Women's influence on decision-making

JC 9.1 EU external action has contributed to strengthening women's effective influence on decision- and policy-making at all levels.

Overall findings:

- The EU has consistently supported, through both spending and non-spending actions, efforts to increase women's influence on decision-making.
- The EU has played an increasingly pivotal role in advocating for relevant legislation addressing women's underrepresentation in Parliaments.
- The relative importance of EU support towards strengthening women's influence on decision-making has grown since 2016.
- Support to increase women's influence on decision-making has been mostly concentrated in advocating for an increased participation in elections or to address underrepresentation as public officials. Decision-making or political influence in other topics, however, have been much less addressed by EU support.

Overview of sources of information and evidence base

I-9.1.1. Extent to which policy and legislative framework addressing obstacles for women and girls' participation in policy and governance processes have been strengthened and implemented in line with CEDAW, the Beijing Plan of Action, the Women, Peace and Security agenda (UNSCR 1325 and its follow-up resolutions) and SDGs

Overall strength of the evidence base: ● (strong)

Global analysis level – main sources of information

Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, Enlargement Progress reports (2010-2019) (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	See country-level and global level E-Survey reports in <i>Annexes</i>	See Mapping details in <i>Volume III, Annex 4</i> and country-specific details in <i>Volume IV</i>

Case study level – main sources of information

Document review	Interviews
Various documents (e.g., GAP II reporting, EAMRs, project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders

I-9.1.2. Evidence that the (actual) participation of autonomous women's organisations and civil society actors actively addressing GEWE in legislative processes and policy-making has increased

Overall strength of the evidence base: ● (strong)

Global analysis level – main sources of information

Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, Enlargement Progress reports (2010-2019) (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	See country-level and global level E-Survey reports in <i>Annexes</i>	<i>Not a source</i>

Case study level – main sources of information

Document review	Interviews
Various documents (e.g., GAP II reporting, EAMRs, project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)

I-9.1.3. Percentage of women in the key institutions (at decision-making levels) at local, national and regional level (incl. Government, Constitutional Council, Judiciary, Election Commission, Human Rights Commission)			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, Enlargement Progress reports (2010-2019) (see <i>Volume III – Bibliography-for further details</i>)	<i>Not a source</i>	See country-level and global level E-Survey reports in <i>Annexes</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., GAP II reporting, EAMRs, project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		
I-9.1.4. Extent to which gender-responsive budgeting has been strengthened			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, Enlargement Progress reports (2010-2019) (see <i>Volume III – Bibliography-for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS.	See country-level and global level E-Survey reports in <i>Annexes</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., GAP II reporting, EAMRs, project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		

(I-9.1.1) Main findings and related evidence

<p>This section covers the following indicator:</p> <ul style="list-style-type: none"> I-9.1.1. Extent to which policy and legislative framework addressing obstacles for women and girls' participation in policy and governance processes have been strengthened and implemented in line with CEDAW, the Beijing Plan of Action, the Women, Peace and Security agenda (UNSCR 1325 and its follow-up resolutions) and SDGs
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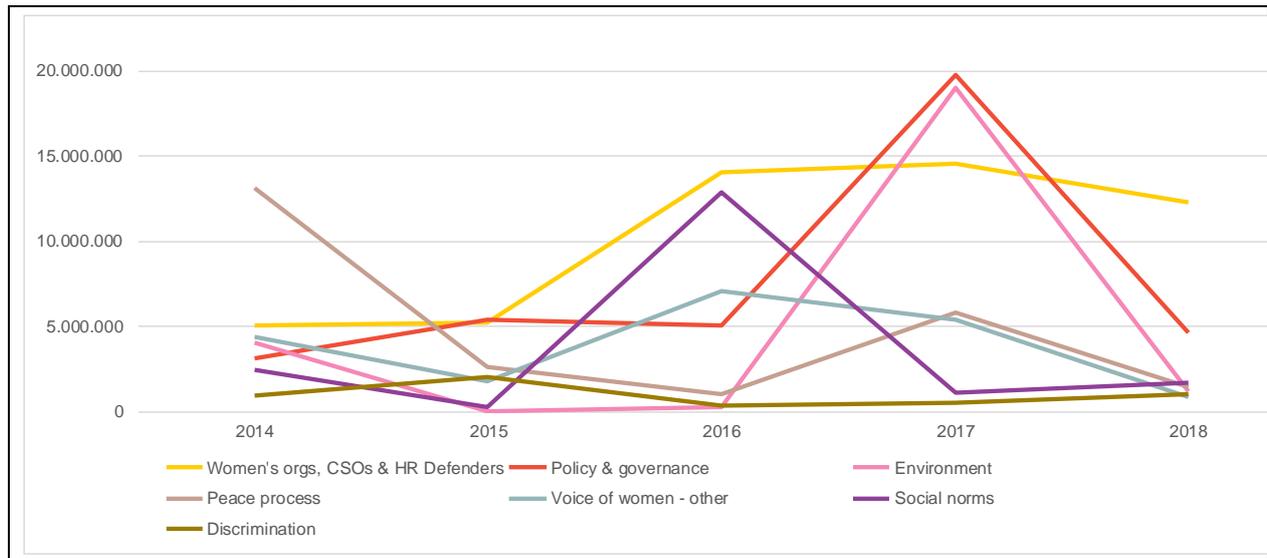
The EU has consistently supported, through both spending and non-spending actions, efforts to increase women's influence on decision-making; however, EU support, while broad in direction, has often been confined to supporting small-disconnected actions. The EU has consistently supported women in civil society and contributed to, or at least advocated for, increased participation of women in public life and public institutions in all countries reviewed (see Figure 13 below). A few promising initiatives have been identified. One of these is the consistent, sustained, and system-wide support for women in the peace-building process in Colombia.

As a way to address underrepresentation, several countries have passed legislation establishing female quotas (e.g., Kosovo, Chad, Colombia). **Despite legislation being passed, there appears to be a lack of coherence between these policy and legislative commitments and the actual implementation of the laws, and the EU has played a role in advocating for this.** In *Kosovo*, the EUSR has urged key national stakeholders to ensure greater coherence between policy commitments on GEWE and the legislation on elections (Kosovo's Law on General Elections). In *Chad*, since the signing of the law aiming at establishing parity in the nominative and elective functions (2018), the EU has been actively looking for ways to support the implementation of this law including by raising the issue in the annual dialogue between the EU and parliamentarians at the National Assembly.

EU support in the area of women's voice and participation in the 2014-2018 period has primarily taken place through the strengthening women's organisations, CSOs and HR defenders, and through support to increasing participation in policy and governance. Support to women's voice in environmental issues and peace processes are two other main areas in which EU support was focused under this pillar. As evidenced in Figure 13 below, the majority of the sub-thematic areas under

this pillar peaked in 2017. It is worth noting, however, that EU targeted support under this area remains the lowest among all three thematic pillars.

Figure 13 EU targeted support under the Voice & Participation pillar, by sub-thematic area per year¹⁸⁵



Source: Author's analysis based on CRIS data.

Analysis of Figure 13 above is consistent with findings from the case studies. The EU has supported women's influence on decision-making by strengthening women's organisations, supporting grassroots work from CSOs (as mentioned in EQ5 above, and I-9.1.2 below), and empowering women as human rights defenders and peace-making agents (e.g. Colombia). Support to HR defenders and to strengthen women's voice in peace processes remain among the top four priorities under this pillar, which is also in line with the EU seemingly strong attention to the WSP agenda, as described under indicator I-9.2.2. **In terms of results, support to the WPS agenda has seen visible progress on equal participation in peace and security. However, robust evidence on strengthened policy and legislative frameworks is limited to a few country-specific cases.** In Colombia, for instance EU support to women's voices has contributed to increased visibility of women's proposals and priorities in follow up and monitoring of Peace Accords, and to increase the number of women in key positions during the peace negotiation process (47% women were incorporated in Truth Commissions, and 53% women Magistrates were part of the Special Peace Jurisdiction). In Afghanistan and Myanmar, EU support has seen more evident results at the associative level rather than the policy and legislative level. In Myanmar in particular, though the EU has supported various women's groups in developing policy papers to be used to effectively lobby for women's participation in the peace process, evidence shows that the presence of women in still on-going peace negotiation process is still very limited at all levels.

It is worth noting, nonetheless, that the post-conflict reforms or peace process supported by the EU (e.g. in Colombia, Georgia, Myanmar and Afghanistan) are in keeping with EU's commitments in the framework of recommendations from the CEDAW Committee, the WPS (in particular recommendations for women's access to decision-making during peace negotiations) and the 2030 Agenda (especially SDGs 5, 9, and also SDG 16, related to peaceful, inclusive societies with equal access to justice for all).

Despite this relative increase in the number of actions (as evidenced in Figure 13 above), mainstreaming gender in decision-making in the topic of climate change and environmental issues, for instance, received very little attention in the period under review. Overall, EU support appears to be scattered among a myriad of small, unconnected interventions. It has been, rather, a small group of EU Member States that have mostly advanced this agenda, namely Finland, France, the Netherlands and Sweden. Recognizing a need to support the participation and leadership of women in the UN climate negotiations, particularly from countries most affected by climate change, in 2009, the Women's Delegates Fund (WDF) was launched with the aim of enhancing women's equitable participation in climate change decision-making. The WDF is administered by the Women's Environment & Development Organisation (WEDO), it received initial funding

¹⁸⁵ Values for the 2010-2013 were not included in the analysis due to its low volume and inconsistent coverage across themes (total support per year between 2010-2013 is below EUR 1 million, and reaching as little as EUR 103,000 in 2012)

from the Government of Finland and has been supported by several other donors including the Government of the Netherlands¹⁸⁶, France and Sweden.¹⁸⁷

“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.”¹⁸⁸

EU-supported actions are just beginning to promote the integration of GEWE issues in climate change programming but still need to gain a deeper understanding of effective ways to do so. Most of EU efforts detected at country level so far have been focused on advocacy or support to CSOs. The Delegation to Lebanon, for instance, has supported civil society efforts towards a ‘plastic-free’ Mediterranean Sea. Although the initiative aims at empowering the citizenship and raising awareness on pollution, the extent to which the project has been gender mainstreamed is unknown. In Tanzania, according to GAP II reporting, a focus was placed on enhancing youth leadership in the environmental sector through capacity building.

(I-9.1.2) Main findings and related evidence

This section covers the following indicator:

- I-9.1.2. Evidence that the (actual) participation of autonomous women’s organisations and civil society actors actively addressing GEWE in legislative processes and policy-making has increased

As mentioned above, **the EU has consistently supported women in civil society** and contributed to, or at least advocated for, increased participation of women in public life and public institutions in all countries reviewed. As highlighted in EQ7 (and EQ6), EU support has provided substantial support to civil society organisations, including women’s organisations, to participate in national policy and legislative processes.

For example, in Kosovo, the EU actively worked towards raising the percentage of women in key institutions at various levels and to increase in the number of autonomous women’s organisations participating in legislative processes. However, these efforts were hampered by a lack of funding and the presence of executive powers and political party agendas and hence women, and especially ethnic minorities, are still in an unfavourable situation. The EU has also actively worked to increase the number of women in key institutions in the Enlargement region as well as in regularly collecting the data and monitoring the evolution of these statistics in the region, through EIGE’s Gender Statistics Database.¹⁸⁹

The relative importance of EU support towards strengthening women’s influence on decision-making has grown since 2016. The number of actions that correspond to the GAP II thematic objectives 20 (“Equal rights enjoyed by women to participate and influence decision-making processes on climate and environmental issues”), the only objective which explicitly addresses decision-making, increased between 2016 and 2018.

In 2016, only 15 actions were tagged under this objective. While the number grew to 50 in 2017, according to the GAP II 2017 annual implementation report this objective received very little attention. In 2018, the total stood at 59 (compared for example to objective 7 “Girls & women free from all forms of violence” which was selected in 403 actions). Yet, objective 20 accounted for the sharpest relative increase in EU MS’ support.¹⁹⁰ Results still remain meagre, partly because of adverse structural conditions that prevent women from taking up leadership positions.

In the Enlargement region in particular, the EU supported women organisations and networks aiming at increasing their participation in the public dialogue and in influencing of decision-makers. Though reports reviewed acknowledge some progress on this regard, challenges remain. Two consecutive CSF-funded programmes (IPA 2011 and 2013), implemented in Serbia, North Macedonia, Bosnia and Herzegovina and Montenegro¹⁹¹ by an international consortium led by the Autonomous Women’s Center Against Sexual Violence Association (Serbia) have achieved very good results, contributing to establishing comprehensive legal and policy solutions for protection of women against VAWG in the Western Balkans. Nonetheless, even in Serbia, with a strong women’s NGO network, a Gender Focal Point in every ministry, reasonable coordination by Government through the Deputy Prime Minister’s Office, and good communications with the EUD, a new Gender Equality Law has not been passed and there is no replacement for the expired Action Plan on VAWG. In Brazil, there is evidence that CSO’s and women’s networks working in the spheres of human rights and grassroots work have not only been recipients of EU funding but they have had an increasingly active role in providing recommendations, taking part of consultations, meetings and political

¹⁸⁶ Gender Resource Facility (2017): Gender Mainstreaming in Climate Policy and Action

¹⁸⁷ <https://wedo.org/what-we-do/our-programs/women-delegates-fund/>

¹⁸⁸ CSO E-survey respondent

¹⁸⁹ <https://eige.europa.eu/gender-statistics/dgs/data-talks/how-many-women-have-top-positions-eu-candidate-countries-and-potential-candidates>

¹⁹⁰ GAP II Reports 2017, 2018, 2019,

¹⁹¹ Montenegro was only covered by the 2nd phase of the project.

dialogue. In Jamaica, EU interest in promoting CSOs and women's voices in decision-making related to PFM have been stressed by the interviewed interlocutors, which has been evidenced in the still ongoing negotiations related to the PFM reform.

(I-9.1.3) Main findings and related evidence

This section covers the following indicator:

- I-9.1.3. Percentage of women in the key institutions (at decision-making levels) at local, national and regional level (incl. Government, Constitutional Council, Judiciary, Election Commission, Human Rights Commission)

The relative importance of EU support towards strengthening women's influence on decision-making has grown since 2016. However, while having increased the number of actions is laudable, across the case studies it emerges that effects are usually still to be seen, except, perhaps surprisingly, for Afghanistan which accounts for some successes in strengthening the role of women in decision making processes. The EU-funded '*Support to Credible and Transparent Elections*' (ELECT II) programme and '*UN Electoral Support Project*' (UNESP), for instance, prioritised outreach to women to broaden democratic participation in the electoral process and, although no detailed assessment exists, there is some likelihood that these efforts also led to an increase of women voters in the 2014 Presidential elections (37% of the electorate, one million more than in 2010). In the 2018 Parliamentary elections female candidates were only 16% and the voter turnout of women was approximately 33% (voter turnout of men was around 50%).

Box 15 Findings from the case studies – Women participation in decision-making

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

The Law and Order Trust Fund for Afghanistan's (LOFTA) promotion of human rights and gender equality led to encouraging the participation of women in the Afghanistan National Police (ANP). Between 2013 and 2017, the number of female officers more than doubled. However, these results were substantially below target. Despite a minimal target of 5,000 female police by 2014, less than 2% of police were female (2756 out of the 143,983 on the payroll), representing only a 17% increase on the 2014 establishment.

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

Source: Afghanistan case study.

In Georgia, between its deployment in 2008 and early 2015 the number of women on the EUMM staff doubled from 33 to 66, even as the overall size of the mission was gradually decreasing. As a result, the proportion of women in EUMM Georgia increased from 10.7% to 26.1% in this period.

While, overall, EU's active advocacy efforts have been generally well-received results were often meagre, partly because of adverse structural conditions that prevent women from taking up leadership or influential positions. All in all, despite efforts and some improvements regarding women's participation in government and Parliaments (e.g., Lebanon) women remain underrepresented as elected officials, civil servants and political posts, and in their overall influence in decision-making, in all countries reviewed. It needs to be kept in mind, though, that this also applies to most European countries.

EU support had a strong focus on empowering women as decision makers. The general finding is while only some and seldom-robust quantitative evidence is available, quantitative analysis suggests that despite support over a number of years from donors, including the EU, to develop gender capacities in ministries and departments, there are relatively few examples of successful results. While there were some practical changes, such as increases in the numbers of female staff in health services and the police, there is little evidence yet that gender issues are understood and are taken forward as policy objectives and indicators by key government agencies. It is worth noting as well that, as mentioned under I-3.1.1 & I-3.1.2 above, there has been limited EU support geared towards the strengthening of national statistical beside a few cases among the countries reviewed.

(I-9.1.4) Main findings and related evidence

This section covers the following indicator:

- I-9.1.4. Extent to which gender-responsive budgeting has been strengthened

Evidence of EU support to Gender-responsive budgeting (GRB) has been limited during the majority of period under review. Actions are dispersed and reporting shows that it is still one of the topics that it is less frequently raised or reported in spending and non-spending actions. In Latin America, for instance, only one action – implemented by Sweden in Peru – comprised GRB.¹⁹² In Guatemala, Sweden also regularly held dialogues with the Presidential Secretariat for Women on gender-responsive budgeting as part of its support for the institution.

The latest GAP II reporting mentions that Gender-responsive budgeting at local and national level is undertaken predominantly by Myanmar, Nepal and the Philippines. In Nepal, for instance, GRB was reported as a corrective follow-up action and the Embassy of Germany strengthened municipalities' institutional capacity for gender-responsive policy, the provision of services, planning and budgeting. In Timor-Leste, also according to GAP II reporting, the EU supported an initiative entitled 'Partnership to improve service delivery through strengthened Public Finance Management and Oversight'. While no gender analysis or EU gender expertise preceded the initiative's formulation, UN Women contributed their expert knowledge of gender-responsive budgeting to the formulation process. Some initiatives related to GRB are also noted in Burkina Faso, the Philippines, Timor-Leste and Trinidad and Tobago.

At the same time, the 2018 GAP II annual report highlights that: "*in the Neighbourhood Policy and Enlargement Negotiations region and in Russia, there was an increase in dialogue on gender-responsive budgeting (...)*". It has emerged from the Kosovo case study that although EUO/EUSR officials have advocated the need for gender-responsive budgeting, this has not yet been implemented. Instead, EUO/EUSR support focussed on increasing the number of autonomous women's organisations involved in legislative processes and raising the percentage of women in key institutions at various levels. In 2012, KWN with support of ADA Kvinna till Kvinna established the Kosovo Women's Fund (KWF) to provide micro-grants and capacity building for women's grassroots organisations. An external evaluation from 2014 reports that proposal writing of grant recipients had improved, advocacy initiatives undertaken had contributed to changes in local policies, incl. the reallocation of funds in municipal budgets to benefit more women in communities, and that as a result of the project the number of women in decision-making processes had increased.¹⁹³ Two other external evaluations of KWN's work¹⁹⁴ were also very positive, highlighting the benefits of KWN's network structure and the impact of the EU/EU-MS-funded projects on women, marginalised and vulnerable groups and youth. The 2018 evaluation, for instance, highlighted that KWN contributed to enhancing the capacities of central and municipal officials on Gender Responsive Budgeting (GRB) to advocate the adoption of budgeting templates for gender mainstreaming in municipalities¹⁹⁵ by directly supporting four municipalities and six ministries to institutionalize GRB through the ADA program. In Georgia, Gender Responsive Budgeting (GRB) as a tool has not yet been introduced in the public finance reform, but political commitment to do so is reflected in the National Action Plan for Gender Equality. The GRB has been already piloted in several municipalities with technical support of different International Organisations, including UN Women, but the tool still needs to be further institutionalized. In this context, the EU-funded action supporting Georgia's Inter-Agency Commission on Gender Equality has as one of its main expected results to include GRB into planning and budgeting processes at national and local levels. Some progress has been made so far, but further evidence on the effects is still not available.

According to evidence gathered, EU support has also contributed to strengthening GRB in Morocco where it implemented a budget support programme focussing on gender equality. The thematic case study on budget support also notes that GRB is an area that is (re)-gaining momentum and most budget support programmes implemented during the period under review (2014-2018) paid limited attention to GRB, which reinforces the idea that this area presents room for further efforts to be deployed.

JC9.2 Women's voice in the society

JC 9.2 EU external action has contributed to strengthening women's voice in the society.

Main findings:

¹⁹² GAP II Report 2018, ANNEX 3a. Progress on GAP Thematic Priorities

¹⁹³ Kosovo Women's Network (2014): Final Evaluation Report: External Evaluation of Kosovo Women's Fund.

¹⁹⁴ Kosovo Women's Network (2018): External Evaluation of the Kosovo Women's Network, its Strategy for 2015-2018 and Key Programs Contributing to this Strategy; and KWN (2017): External Evaluation of the EU Civil Society Facility for Kosovo Action Implemented by KWN.

¹⁹⁵ KWN developed curricula and training program on gender equality and gender-responsive budgeting, which were adopted by the Institute of Public Administration (IKAP) and replicated for trainings also for judges and prosecutors. The KWN training program and curricula is expected to be used by other actors and donors in Kosovo.

- The EU has supported, through both spending and non-spending actions, efforts to increase women's voice and participation. Through its active support to CSOs, including women's organisations, the EU has made some notable contributions to strengthening women's voice in society.
- In the specific case of WSP, there has been visible progress on equal participation in peace and security, particularly at policy and institutional level. However, for the implementation of gender mainstreaming in Conflict Prevention and Peace Building (CPPB), evidence is less robust on the strengthened role of women.
- EU support to an increased use of ICTs as a catalyst for political and social empowerment of girls and women, and to promote their rights has been neglectable.

Overview of sources of information and evidence base

I-9.2.1. Extent to which EU interventions have promoted changes in girls' and women's self-esteem and confidence as well as their perception that they can change their situation			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, Enlargement Progress reports (2010-2019) (see <i>Volume III – Bibliography- for further details</i>)	EU HQ: DEVCO, NEAR, EEAS, EU MS. Other DPs: UN Women	See country-level and global level E-Survey reports in <i>Annexes</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., GAP II reporting, EAMRs, project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		
I-9.2.2. Evidence of a strengthened role of women among mediators, negotiators and technical experts in formal conflict prevention, peace negotiations, and peace making			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
WPS, GAP II strategy documents and GAP II annual reports, EAMRs, Enlargement Progress reports (2010-2019), External Evaluation of EU's Support to Conflict Prevention and Peacebuilding (2013-2017). Final report	EU HQ: DEVCO, NEAR, EEAS,	See country-level and global level E-Survey reports in <i>Annexes</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., GAP II reporting, EAMRs, project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		
I-9.2.3. Evidence of an increased use of Information and Communication Technologies (ICTs) as a catalyst for political and social empowerment of girls and women, and to promote their rights (incl. freedom of expression)			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory

GAP II reporting, EAMRs, Enlargement Progress reports (2010-2019) (see <i>Volume III – Bibliography for further details</i>)	<i>Not a source</i>	See country-level and global level E-Survey reports in <i>Annexes</i>	<i>Not a source</i>
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., GAP II reporting, EAMRs, project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		

(I-9.2.1) Main findings and related evidence

<p>This section covers the following indicator:</p> <ul style="list-style-type: none"> I-9.2.1. Extent to which EU interventions have promoted changes in girls' and women's self-esteem and confidence as well as their perception that they can change their situation

Through its active support to CSOs (see EQ 5 and case study evidence), including women's organisations, the EU has made some notable contributions to strengthening women's voice in the society. The EU has supported, through both spending and non-spending actions, efforts to increase women's voice and participation in the case study countries reviewed. In several countries, the EU has effectively contributed to empowering women human rights defenders as agents of change, through enhancement of their leadership capacities (technical and political) and self-awareness of their key role in contributing to enforcement of women's human rights and particularly, the state's responsibility to enforce those rights. In 2018, 964 actions were reported by EU actors on GAP II thematic priority D, "Political and Civil Rights – Voice and Participation". This was an increase of 12% compared to the actions reported in 2017.¹⁹⁶ At the same time, the degree to which individual actions have resulted in a measurable strengthening effect on women's voices in society and ultimately women's influence on crucial societal agendas at national level is often not known, and indeed not monitored.

Beyond the mere funding of actions, some case studies evidence partial successes in the EU's efforts to strengthen women's voice in the society, surprisingly perhaps with the best scores in rather difficult environments. In Colombia, for instance, the EU has systematically supported interventions aiming at strengthening women's roles during conflict and post-conflict years, especially through empowering a wide range of women's organisations at national and local level, and it has been successful in amplifying women's voices and galvanising their influence in policy and legislative reforms. In Kosovo, the EU has also supported local and grassroots CSOs as well as women's networks, properly involving various relevant and sometimes not-that-visible stakeholders in reports, working groups and discussion fora related to the peace processes. In Afghanistan, the EU has been particularly successful in facilitating the engagement of CSOs in discussions with the government through trilateral EUD-government-CSO meetings that have strengthened the voice of civil society, including women's and grassroots organisations.

(I-9.2.2) Main findings and related evidence

<p>This section covers the following indicator:</p> <ul style="list-style-type: none"> I-9.2.2. Evidence of a strengthened role of women among mediators, negotiators and technical experts in formal conflict prevention, peace negotiations, and peace making
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In the specific case of WPS, there has been visible progress on equal participation in peace and security. However, robust evidence on the strengthened role of women as mediators, negotiators and technical experts in formal conflict prevention, peace negotiations, and peace-making remains limited to a few country-specific cases.

The EU promoted WSP through policy documents and strategic guidance. However, for the implementation of gender mainstreaming in Conflict Prevention and Peace Building (CPPB), the evidence from the EU's global engagement is mixed. The first GAP was deemed inadequate to translate "*the EU's global [gender equality and women's empowerment] commitments into action and results*". Yet, the Annual Implementation Report 2017 of GAP II found considerable progress in integrating gender equality into all actions of the IcSP. The EU-developed Comprehensive Approach to WPS (2008) was replaced by the Strategic Approach on WPS (2018). Along with human rights, gender perspectives were integrated into the overall European Security and Defence College (ESDC) training programme. A Principal Advisor on Gender was installed under the HR/VP in 2015, tasked with working, *inter alia*, on WPS.¹⁹⁷

¹⁹⁶ GAP II Report 2018, p. 30, 62.

¹⁹⁷ EU (2020): External Evaluation of EU's Support to Conflict Prevention and Peacebuilding (2013-2017).

Seventy-nine percent of the respondents to the *E-survey* at HQ level thought that the EU positively contributed to increased women's participation in conflict prevention and peace building processes to a large or some extent. However, the *E-survey* at country level shows a more mixed picture. Forty-six percent stated that EU had contributed to increased women's participation in conflict prevention and peace building processes only to a little extent or not at all. Yet, the country case study notes for the conflict and post-conflict countries of the sample demonstrate that there have indeed been some effective advances regarding the participation of women in peace and security, particularly with regard to Colombia, Afghanistan and Myanmar.

Box 16 Findings from the case studies – Women in Peace and Security

In **Colombia**, the EU has had an important added value at both political and operational level in the context of the European efforts to support the peace process. This is illustrated by the establishment of the EU Trust Fund and the role played in policy and political dialogue at multiple levels. That said, several EU MS have also played an important role in promoting GEWE in Colombia. **The EU's strong support to peacebuilding efforts in Colombia has resulted in greater attention to the WSP agenda.** The EU has provided concrete support to guarantee the implementation of the gender provisions contained in the peace agreement. Before the Peace Accords, a few of the active EU MS joined efforts on GEWE but these efforts remained somewhat limited by the structural nature of the conflict situation in the country. Prior to the Peace Accords, active EU MS incorporated gender issues (mostly on peacebuilding, human rights, including protection of vulnerable groups) during meetings of the donor community and focus was on strengthening CSOs, including women's organisations. Spain is an exception worth noting, as this EU MS managed to create a CSO space comprised of Spanish and local CSOs where gender and development issues were addressed. These spaces were also used for policy dialogues between CSOs and government (CPEM, the Directorate for indigenous women at the Ministry of Agriculture, the National Planning Authority - DNP, Post conflict, ART, etc.).

After the Peace accords, work with governmental agencies, including gender machineries and a wide range of development actors increased. Importantly, the post-conflict landscape enabled the EU to more effectively reinforce the mobilising capacity of women's organisations, at local, national and regional level.

The EU's concern has been specifically focused on empowering women as "peace-making agents," meaning mediators, technical experts in formal conflict prevention, peace negotiations, and peace making. Tangible results have been achieved as demonstrated by reports from implementing partners. One breakthrough achievement was when women's organisations working to implement EU-funded programme "*The Pacific Women's Route*" were able to play a key role in the process surrounding the Peace Accords. In addition to this, EU support to women's voices contributed to increased visibility of women's proposals and priorities in follow up and monitoring of Peace Accords, including improving safety measures for women's participation in the process. Additional evidence was found of EU support to women peacemakers and women's human rights defenders since 2014. In the area of women peacemakers, tangible gender outcomes were achieved for the period 2017-2018: 47% women were incorporated in Truth Commissions and 53% women Magistrates were part of the Special Peace Jurisdiction.

In **Afghanistan**, the EU has placed strong emphasis on the role of women in the peace-building process which is seen as a clear value added of the EU support according to relevant stakeholders. However, concrete findings on a strengthened role of women among mediators, negotiators and technical experts in formal conflict prevention, peace negotiations, and peace-making are mainly limited to policing. The Law and Order Trust Fund for Afghanistan's (LOFTA) entry point for promoting women's participation in policing were founded in its responsibility to support the Ministry of Interior Affairs' (MOIA) efforts in line with its strategy to increase the participation and improve the working conditions for women in the Ministry of Interior and improve human rights including child protection and prevention of gender-based violence. This promotion of human rights and gender equality led to encouraging the participation of women in the Afghanistan National Police (ANP). Between 2013 and 2017, the number of female officers more than doubled. However, these results were substantially below target. Despite a minimal target of 5,000 female police by 2014, less than 2% of police were female (2,756 out of the 143,983 on the payroll), representing only a 17% increase on the 2014 establishment.

In **Myanmar**, the EU has directly and indirectly promoted women's protection in conflict affected areas and participation of women in the peace process. The EU has directly funded projects that promote better service delivery and support women's empowerment and leadership. The EU has contributed – together with Finland, Italy, UK, Denmark, Norway, US, Canada, Switzerland, Australia and Japan – to the Joint Peace Fund (JPF) which includes an entire section on the promotion of the participation of women in the peace process. In the call for proposals, it is compulsory for the applicants to demonstrate how their proposal supports the role of women in the peace process. The JPF is shaped by two core principles: national ownership and inclusivity and had a target spending of at least 15% of

funds on gender inclusion. The Civic Engagement track promoted a new generation of (female) leaders and their networks in the peace process, including youth from ethnic communities and Bamar-majority regions. JPF grants have been awarded to projects targeting women's participation in the peace process. However, the peace negotiation process is still on-going, and evidence shows that the presence of women is still very limited at all levels.

For Georgia the evidence is mixed. The EU-initiated action '*Stabilization in Conflict-affected Areas*' (2015) was financed under the Instrument for Stability, aiming to contribute to the peaceful settlement of conflicts and to prevention of further violence. It consisted of three projects, including Confidence Building Measures, Dialogue Coordination Mechanism and Mother Tongue Education. However, the description of the action did not include any references to gender aspects of the rationale and context, nor did it make any attempts to specifically target women's participation in the confidence building and dialogue measures. On the positive side, a study on the trends in women's participation in UN, EU and OSCE peace operations noted that the EUMM was a notable positive exception in terms of mission level gender balance, although figures still remain rather at the low end. However, some advances are already evident: The EU Special Representative (EUSR) for South Caucasus and Georgia reported increased efforts to promote understanding for WPS as an essential dimension of conflict transformation in the context of the unresolved conflicts; this meant that the EUSR established the practice of systematically meeting with women civil society actors affected by the conflicts with a view to make sure that their voices are heard.

Source: Colombia, Afghanistan, Myanmar and Georgia case studies.

The GAP II Report 2018 does not provide a comprehensive assessment of WPS and only refers to a small number of exemplary cases, e.g., Contrary to the Horizon2020-funded project on '*Whole of Society Conflict Prevention and Peacebuilding (WOSCAP)*', which concluded that "*the EU lacks a systematic approach that places gender at the centre of its interventions which also results in the weakening of the EU's potential to reinforce its profile more broadly as a civilian peacebuilding actor*"¹⁹⁸, the External Evaluation of EU's Support to Conflict Prevention and Peacebuilding (CPPB), 2013-2017, presents a more nuanced picture. It finds that, overall, the EU increasingly promoted gender sensitivity at both the policy and implementation levels of CPPB. Although in none of the evaluation's 12 case studies was the EU identified as a leader on gender issues, for 10 cases, however, it presented evidence that guidance on gender sensitivity was considered and mainstreamed in strategy/programming documents, as well as intervention documents.¹⁹⁹

(I-9.2.3) Main findings and related evidence

This section covers the following indicator:

- I-9.2.3. Evidence of an increased use of Information and Communication Technologies (ICTs) as a catalyst for political and social empowerment of girls and women, and to promote their rights (incl. freedom of expression)

EU support to an increased use of ICTs as a catalyst for political and social empowerment of girls and women, and to promote their rights has been neglectable. In most countries, enabling technology was not a focus area of EU assistance at all. However, a few examples illustrate that the EU has been increasingly attempting to use ICTs and new technologies in thematic areas such as inclusive democracy and women's political participation²⁰⁰ and as a means for campaigning, advocacy and awareness raising²⁰¹ (i.e. in Colombia); unfortunately, evidence on effects is limited. While ICT was not an explicit area of focus of EU support in Bangladesh, activities in the context of broader interventions have aimed at increasing women's use of enabling technology. In Brazil, the EU has supported interventions that aimed at boosting income-generation of marginalised social groups (poor rural women, black women and LGBTI youth), where a component of improved access to technologies has at times been included, although with no effects explicitly reported so far. In Lebanon, the EU has consistently supported an improvement of beneficiaries' communication strategies, but the specific technology aspect of it has not been reported.

JC9.3 Discriminatory social norms

JC 9.3 EU external action has contributed to effectively challenging and changing discriminatory social norms and gender stereotypes.

Main findings:

¹⁹⁸ Al-Marani, Suad et al. (2017): Insight into research findings on EU peacebuilding interventions from case studies and thematic reports. WOSCAP, Deliverable 6.6, Working Paper 4-5. p. 35.

¹⁹⁹ EU (2020): External Evaluation of EU's Support to Conflict Prevention and Peacebuilding (2013-2017).

²⁰⁰ For instance, in the recent EIDHR project 'INTER PARES - Parliaments in Partnership'.

²⁰¹ EIDHR project 'Valuing Voices: Digital dialogue and citizens' stories' in Fiji.

- EU support to discriminatory social norms does not depict a strategic view required by such a long-term process. On the contrary, actions are mostly scattered and project-based, frequently targeted at addressing VAWG.
- The EU, like other donors, has been very timid in addressing gender issues of sexuality.

Overview of sources of information and evidence base

I-9.3.1. Evidence that discriminatory social norms and gender stereotypes have been fought at national/community level by engaging relevant structures, leaders and figures of authority and women as much as men of all ages and social groups			
Overall strength of the evidence base: ● (strong)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, Enlargement Progress reports (2010-2019) (see <i>Volume III – Bibliography-for further details</i>)	Not a source	See country-level and global level E-Survey reports in <i>Annexes</i>	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., GAP II reporting, EAMRs, project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		
I-9.3.2. Evidence that public debates on non-discriminatory gender interactions that respect the physical, mental, social, integrity of boys and girls, women and men, are increasingly taking place			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, Enlargement Progress reports (2010-2019) (see <i>Volume III - Bibliography-for further details</i>)	Not a source	See country-level and global level E-Survey reports in <i>Annexes</i>	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., GAP II reporting, EAMRs, project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		
I-9.3.3. Evidence of strengthened broad based education on social constructions of masculinity/femininity			
Overall strength of the evidence base: ● (medium)			
Global analysis level – main sources of information			
Document review	Interviews	E-Survey	Inventory
GAP II reporting, EAMRs, Enlargement Progress reports (2010-2019) (see <i>Volume III - Bibliography-for further details</i>)	Not a source	See country-level and global level E-Survey reports in <i>Annexes</i>	Not a source
Case study level – main sources of information			
Document review	Interviews		
Various documents (e.g., GAP II reporting, EAMRs, project documentation, thematic studies) reviewed in the country and regional case studies (see <i>Volume IV for further details</i>)	Personal and virtual interviews with EUD staff, CSO, government and other stakeholders (see <i>Volume IV for further details</i>)		

(I-9.3.1) Main findings and related evidence

This section covers the following indicator:

- I-9.3.1. Evidence that discriminatory social norms and gender stereotypes have been fought at national/community level by engaging relevant structures, leaders and figures of authority and women as much as men of all ages and social groups

Following a steep increase in the financing of actions targeted at challenging discriminatory social norms and stereotypes in 2016, fewer actions were reported for 2017 and 2018 indicating that EU efforts supporting the area of discriminatory social norms have decreased (also see Figure 13). Following a steep increase in 2017, 18% fewer actions were reported for 2018 on efforts that contribute to transforming societies and curbing discrimination against women and girls (GAP II objective 19). While 182 interventions addressed discriminatory social norms and stereotypes in 2017, the number dropped to 171 in 2018. According to the GAP II Report 2018, efforts towards objective 19 were addressed by initiatives to foster cultural and religious pluralism, most notably in Niger and Nigeria, as well as actions to promote cross-border cultural connections for peace, social inclusion and development in Niger and Burkina Faso.²⁰² (I-9.3.1.)

“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 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.” CSO E-survey respondent

Actions explicitly addressing discriminatory social norms have been mostly targeted at victims of VAWG and, to a lesser extent, the HIV/AIDS context. One of the EU flagship initiatives (co-funded by Australia and UN-Women) has been the ‘Pacific Partnership to End Violence Against Women and Girls’ (Pacific Partnership). Established in 2018, the programme has brought together governments, civil society organisations, communities and other partners to promote gender equality, prevent violence against women and girls, and increase access to quality response services for survivors.²⁰³ The Pacific Partnership is a rare programme financed from the geographical envelope which has comprehensively promoted a transformative approach as it *“aims to transform the social norms that allow violence against women”*.²⁰⁴ Although the project is still ongoing and has not been subject to an evaluation, the latest progress report depicts that progress was made in intensive primary prevention approaches and strategies that address harmful social norms at the individual and household levels, as well as in increasing the capacity of Government partners and CSOs to develop and implement national prevention strategies, policies and programmes to prevent VAWG, including social norms.

In Kosovo, there have been EU-funded awareness-raising activities in the area of VAWG which aimed at combating negative social norms. In Chad, there are a few examples of EU supported initiatives which reached out to men and traditional leaders to make them agents of change to tackle VAWG. In Jamaica, In Jamaica, the EU has supported projects aiming at reducing domestic, sexual and gender-based violence against women within the context of HIV and AIDS, while creating a group of male advocates to promote women’s rights. Overall, the track record on successes in supporting the area of discriminatory social norms that emerges from the case studies, remains rather bleak so far, albeit with a number of interventions still being at their early stages for which a judgement on likely success would be speculative.

(I-9.3.2) Main findings and related evidence

This section covers the following indicator:

- I-9.3.2. Evidence that public debates on non-discriminatory gender interactions that respect the physical, mental, social, integrity of boys and girls, women and men, are increasingly taking place

Very few examples were found of public debates on discriminatory gender norms were identified. In Colombia, through the 2012 FORPAZ Project, the EU has supported the engagement with grassroots communities on gender stereotypes affecting discriminatory practices hampering women and girls’ access to decision- making in local territorial development. In Chad, there is some evidence that debates were organised at the local level. However, there is very little evidence on the number of debates and evolution over time. In Kosovo, the EUSR launched a series of monthly debates under the title *“EU Gender Talks - Because We Make a Difference”* in early 2018 with the aim to raise awareness, contribute to the change of mentalities and improve equality policies. The sessions have gathered more than 600 participants from Kosovo institutions, CSOs, EU MS and other international stakeholders. However, the team could not access to information on the content of these debates.

²⁰² GAP II Report 2018: 64.

²⁰³ https://eeas.europa.eu/regions/asia/54418/new-pacific-partnership-addresses-gender-equality-and-violence-against-women_zh-hans

²⁰⁴ https://rrrt.spc.int/sites/default/files/documents/PacPartnership_1%20page%20summary%20April%202019.pdf

(I-9.3.3) Main findings and related evidence

This section covers the following indicator:

- I-9.3.3. Evidence of strengthened broad based education on social constructions of masculinity/femininity

Regardless of the rare exception of the Pacific Partnership, EU support to discriminatory social norms appears to be scattered and project-based only, with little connection to a larger strategic approach needed by such a long-term process as changing social norms and stereotypes.

“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 focused “gender programmes” are needed for stronger results, to complement gender mainstreaming.” EUD E-survey respondent

In the countries reviewed, few examples of EU-funded interventions in this area has been identified, which points to a limited support in this area.

In Colombia, the EU-EIDHR Project "Communities for Peace" included activities for participants to engage with the construction of non-violent masculinities and identification of factors promoting or reinforcing GBV, through awareness-raising on the links between stereotypes and GBV and transforming patriarchal narratives informing GBV in armed conflict; community mobilisation around nonviolent masculinities. In Brazil, a project working on advocacy for emancipatory education, although its design did not foresee work on masculinities, beneficiaries demanded actions to confront “toxic masculinities and machismo” in their communities and, as a result, groups of women from the Settlement of the MST (Landless Peasant Movement) were trained. It has also emerged from the Brazil case study, particularly in reference to the regional Win-Win programme, that important challenges remain on how to engage with men from the corporate sector on work around existing discriminatory gender norms and masculinities.

Some other examples of actions related to masculinities have also emerged in Jamaica where the EU has supported, mainly through CSOs and women’s organisations, work with communities and parishes in addressing gender stereotypes.

The EU, like other donors, has been very timid in addressing gender issues of sexuality. While some support to Human Rights in the Western Balkans and a few local projects covered LGBTI issues, overall, little EU support has been identified in this area beyond the micro-level and results are not yet documented. In Colombia, a few interventions have fought gender stereotypes sustaining (and perpetuating) violence of different forms affecting women and girls and LGBTI persons, although stereotypes and violence affecting the latter are addressed very rarely and only by LGBTI groups themselves. In Jamaica, the EU has also supported LGBT Advocacy Meetings. In Brazil, initiatives to fight institutionalised impunity have mostly aimed at empowering CSO’s, women’s organisations and LGBTI associations to increase their advocacy and influence on political leaders. In addition, in an act of awareness of the intersectional nature of economic empowerment, the EU has supported the empowerment of LGBTI groups through entrepreneurship and economic empowerment.

