



**Evaluation of EU Support to  
Gender Equality and Women's  
Empowerment in Partner Countries  
Final Report  
Volume 1: Main Report  
April 2015**

*Evaluation carried out on behalf of  
the European Commission*

International  
Cooperation  
and  
Development



---

Consortium composed by  
COWI A/S, ADE, Itad

Contact Person consortium leader: Jean-Baptiste Laffitte COWI A/S  
jela@cowi.com

*Contract EVA 2011 (129907/C/SER/multi) – Lot 2*  
*Specific contract N° – 2013/ 319463*

## **Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries**

This evaluation was commissioned by the Evaluation Unit of the Directorate-General for International Cooperation and Development (European Commission) under the general direction of Federica Petrucci (Evaluation manager, DEVCO Evaluation Unit)

### Core Evaluation Team

Francis Watkins, Team Leader  
Teresa Durand, Deputy Team Leader  
Claire Hughes, Project Director  
Emily Richardson, Researcher  
Kate Hale, Researcher

The evaluation team would like to express gratitude to officials of DEVCO, EEAS, EUD, EU Member States, notably Spain and the Netherlands, ministries and agencies of the partner countries, international donors, think tanks, and civil society organizations that kindly shared their views, data, and information during this evaluation.

***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***

## Acronyms

AECID	Spanish Agency for International Development Cooperation
CEDAW	Committee on the Elimination of Discrimination against Women
CSE	Country Strategy Evaluation
CSO	Civil Society Organisation
CSP	Country Strategy Paper
Danida	Danish International Development Agency
DCI	Development Cooperation Instrument
DG DEVCO	Directorate-General for Development Cooperation
DFID	Department for International Development
DRC	Democratic Republic of Congo
EAMR	External Action Management Report
EC	European Commission
EDF	European Development Fund
EEAS	European External Action Service
EIDHR	European Instrument for Democracy and Human Rights
ENPI	European Neighbourhood and Partnership Instrument
EQ	Evaluation Question
EU	European Union
EUD	European Union Delegation
GAP	Gender Action Plan
GAS	Gender Advisory Services
GBS	General Budget Support
GbV	Gender-based Violence
GEWE	Gender Equality and Women's Empowerment
GFP	Gender Focal Point
IfS	Instrument for Stability (IfS)
ITC-ILO	International Training Centre of the International Labour Organization
MAEC	Spanish Ministry of Foreign Affairs and Cooperation
MDG	Millennium Development Goal
MIP	Multi-Annual Indicative Programme
MS(s)	Member State(s)
NIP	National Indicative Programme
NRVA	National Risk and Vulnerability Assessment
NSALA	Non-State Actors and Local Authorities in Development
OECD-DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
PNG	Papua New Guinea
PSNP	Productive Safety Net Programme
QSG	Quality Support Group

ROM	Results-Oriented Monitoring
RSP	Regional Strategy Paper
SBS	Sector Budget Support
SGCID	Spanish General Secretary for International Cooperation for Development
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSCR	United Nations Security Council Resolution

## Contents

Acronyms.....	i
Executive Summary .....	vi
Introduction .....	vi
Overall assessment.....	vi
Conclusions.....	viii
Recommendations.....	x
Note 1: How the EU can utilise international gender datasets .....	xiii
Linking to the Sustainable Development Goals.....	xiii
What the EU can learn from others.....	xiv
What the EU needs to do.....	xv
Note 2: How to evaluate gender equality.....	xvi
International experiences in evaluating gender equality.....	xvi
A framework for evaluating gender equality .....	xvi
Section 1: Introduction .....	19
Purpose of the evaluation .....	19
Temporal, geographic and thematic scope .....	19
The context of EU support to gender equality and women’s empowerment.....	20
The Member States.....	24
This report.....	25
Section 2: Methodological Approach .....	27
General approach.....	27
The evaluation questions.....	27
Evaluation methodology .....	31
Section 3: Main Findings and Analysis.....	35
Main findings of the mapping.....	35
Part 1: Gender mainstreaming in EU development cooperation.....	37
Part 2: Thematic evaluation of the European Commission.....	59
Section 4: Conclusions.....	91
Overall assessment.....	91
Conclusions.....	93
Section 5: Recommendations .....	97

## List of Figures

Figure 1: Timeline of global gender commitments and EU gender policies.....	22
Figure 2: Timeline for the evaluation .....	27
Figure 3: The 5Cs analytical framework .....	33
Figure 4: EC GEWE-targeted spend 2007–13, committed and disbursed amounts.....	35
Figure 5: Committed value of EC-targeted interventions 2007–13 by instrument .....	35
Figure 6: Contracting partners of EC GEWE-committed contracts 2007–13.....	36
Figure 7: Distribution of committed amounts of EC GEWE-targeted contracts by region .....	36
Figure 8: Proportion of EC GEWE Contracts 2007–13 by OECD-DAC Sector Categories ..	37
Figure 9: Gender sensitivity analysis of EC country and regional strategy papers, and Netherlands and Spain country strategy papers.....	39
Figure 10: Committed and disbursed amounts for GEWE-targeted interventions in 20 countries .....	41
Figure 11: Gender sensitivity of EC country and regional evaluations .....	42
Figure 12: Addressing gender equality in policy and political dialogue .....	44
Figure 13: Donor coordination as a driver for GEWE in policy dialogue .....	45
Figure 14: CSO consultations informing policy dialogue.....	46
Figure 15: The sensitivities of political dialogue.....	47
Figure 16: Varying success in gender mainstreaming in EUD cooperation.....	49
Figure 17: Good practices in gender mainstreaming in budget support.....	51
Figure 18: Accuracy of the gender marker .....	51
Figure 19: Good practice in the use of the gender checklist .....	53
Figure 20: EUD Human resource capacity to implement GEWE commitments .....	55
Figure 21: EC GEWE-targeted spend 2007–13, committed and disbursed amounts.....	56
Figure 22: Trend in amount of EC GEWE targeted interventions committed through instruments .....	56
Figure 23: EUD GEWE dialogue and coordination with MS and donors.....	60
Figure 24: Support to the Afghanistan national risk and vulnerability assessment.....	61
Figure 25: Afghanistan, promoting the participation and voice of Afghan women .....	64
Figure 26: Ethiopia support to non-state actors in gender-based violence.....	67
Figure 27: Examples of the use of gender-sensitive indicators in Morocco and PNG .....	69
Figure 28: Coordinated political and policy dialogue in Nicaragua.....	72
Figure 29: Case study on support for the Morocco National Plan for Gender Equality.....	74
Figure 30: Coordinated capacity-building in Nicaragua .....	77
Figure 31: Women’s participation in the peace process in the Philippines.....	79
Figure 32: EUD staff familiarity with EU gender equality policy .....	81
Figure 33: Tools to aid GEWE programming.....	84
Figure 34: EUD access to external GEWE skills .....	85
Figure 35: Management commitment to promoting gender equality in EU programmes.....	87

Figure 36: Incentivising staff attention to GEWE ..... 88  
Figure 37: Achieving gender equality and women’s empowerment: ingredients of success ..... 96

## List of Tables

Table N1: Illustration of how GEWE is addressed in the goals and associated indicators of the SDGs (our emphasis added) ..... xiii  
Table N2: An evaluation framework for gender equality ..... xvii  
Table 1: Evaluation questions ..... 27  
Table 2: Responding to the evaluation criteria ..... 29  
Table 3: Country case studies ..... 32  
Table 4: Challenges encountered in the evaluation ..... 34  
Table 5: EC GEWE-targeted committed spend as a percentage of total EC financial commitments, by instrument ..... 36  
Table 6: Comparison of EC CSP and MTR gender ratings for seven countries ..... 42  
Table 7: EUD and MS annual GAP reporting, 2011–13 ..... 58  
Table 8: Types of gender training course ..... 83

## Executive Summary

### Introduction

This final report presents the findings, conclusions and recommendations of the Evaluation of European Union (EU) Support to Gender Equality and Women's Empowerment (GEWE) in Partner Countries, commissioned by the Evaluation Unit of the Directorate-General for International Cooperation and Development (DG DEVCO).

The objectives of the evaluation are: (a) to provide the relevant external cooperation services of the EU, Member States, the EU Parliament and the wider public with an overall independent assessment of the EU's past and current support to GEWE in partner countries; and (b) to identify key lessons, assess results thus far, and to produce strategic, operational and forward-looking recommendations in order to improve current and future EU and Member State strategies, programmes and actions.

The evaluation focuses on gender mainstreaming in EU development cooperation, as called for in the EU Plan of Action on Gender Equality and Women's Empowerment 2010–15 (GAP). In particular the evaluation focuses on how gender mainstreaming has been implemented by the European Commission Services (EC Services), the European External Action Services (EEAS) and two Member States (MS), the Netherlands and Spain. The evaluation assesses also the extent to which EU/EC cooperation (policy, strategies, programmes/projects) has been relevant, efficient and effective in supporting sustainable impacts on GEWE in partner countries in the period 2007–13.

The evaluation is timely. Globally, discussions on the Sustainable Development Goals, the successors to the Millennium Development Goals (MDGs), reach their conclusion in late 2015. Promoting gender equality and women's empowerment remains high on the international political agenda and is likely to form part of the Sustainable Development Goals. Concurrently, the EU is preparing the successor to the GAP 2010–15, the subject of this evaluation. EC Services, the EEAS and EU Member States are therefore in a unique position to take the lessons from their experience in the last three years of GAP implementation, to reorient their approach where necessary and make a significant contribution to international efforts in support of the Sustainable Development Goals and to the achievement of gender equality and women's empowerment in partner countries.

### Overall assessment

Some important and inspirational GEWE results have been achieved, but they are patchy and poorly documented. With a few exceptions, EU Delegations (EUDs) do not adopt an integrated three-pronged approach that effectively combines gender mainstreaming, gender-specific actions with political and policy dialogue to maximise outcomes. Nor do they consider how various instruments and modalities can be used to support GEWE outcomes. Despite successes at the international level, work on 'women, peace and security', including gender-based violence (GbV), is not well reflected in country cooperation

Below we provide an overall assessment of the extent to which the EU has demonstrated the necessary '5 Cs' – the factors of **C**ommitment, **C**apacities, **C**ash, **a**Ccountability, and understanding of **C**ontext – that would enable them to deliver against their GEWE commitments.

#### *Institutional Commitment and leadership of GEWE agenda*

The EU is not delivering the strong institutional commitment on gender equality and women's empowerment (GEWE), as set out notably in the overarching policies governing development cooperation (the European Consensus on Development, Lisbon Treaty and Agenda for Change), the 2007 Communication on Gender Equality and Women's Empowerment, the 2010 Council conclusions on the MDGs and the Gender Action Plan (GAP).

EC Services and EEAS leadership<sup>1</sup> and management<sup>2</sup> have not clearly communicated GEWE priorities to their own staff at headquarters or in EUDs. Neither have they put in place the necessary institutional architecture and incentives to motivate staff to take GEWE issues seriously in their work and to require and facilitate delivery on the policy commitments made. As a result, staff in headquarters and in EUDs do not have a clear understanding of the GEWE policies in place or what these imply for EU cooperation strategy, programming or dialogue. In an environment where staff are overstretched and faced with competing priorities, it is this absence of strong leadership that lies at the root of the patchy GEWE results achieved by EC Services and EEAS in the period 2007–13. The results that have been achieved are the accomplishments of committed individuals, rather than of an organisational response.

### *GEWE Capacities*

There is a mismatch between the EU's strong policy commitments on GEWE and the organisational capacity to deliver on them. There is no evidence of any capacity assessment to determine the internal capacities needed to deliver the GEWE policies, or of a strategy to build essential capacities. What exists is a piecemeal approach to the delivery of policy commitments.

EC financial commitments to GEWE have increased in the period 2007–13 but human resource capacity to manage this increasing volume of work has not. Management have assumed that staff will be able to identify and address gender issues in this work, with support from gender focal points (GFPs). However, staff do not see gender as their responsibility and so do not give it the required attention in their work. Furthermore most GFPs have neither the time nor the adequate technical expertise with regards to gender mainstreaming.

Technical guidelines and resources are available to staff but they are not comprehensive, not adapted to staff needs and not well known or utilised by staff. In the absence of an explicit demand from the leadership for GEWE performance improvements many officials do not seek out the resources available and treat the tools and processes that are mandatory as a tick-box exercise, rather than as a means to improve the gender focus of their work.

### *Cash for GEWE*

In line with policy commitments, EC commitments to GEWE have increased in the period 2007–13. The committed amounts for gender-specific actions have increased from EUR 106 million in 2007 to EUR 311 million in 2012 and EUR 241 million in 2013. It is not possible to determine exactly how much has been committed to gender mainstreaming, largely due to poor application of the gender marker. There are also significant questions about the quality of GEWE contributions, as gender analysis is rarely used to inform strategy and programming, and gender-sensitive indicators are not adequately integrated into programme/project results frameworks.

### *Systems for institutional accountability*

Internal accountability for implementation and results against GEWE commitments is weak. Due to poor application of the gender marker, the EC is unable to account accurately for its spend on gender mainstreaming and gender-specific actions. EC Services and EEAS human resource procedures and internal performance reporting do not take sufficient account of performance against GEWE commitments. GEWE has not been integrated into staff job descriptions and performance appraisal and so is not seen as a responsibility for which staff are accountable. At the EUD or country level, gender is not clearly integrated into country strategy objectives or country-level review and evaluation processes, or programme

---

<sup>1</sup> This refers to the political leadership, for example, the Commissioner and the Higher Representative.

<sup>2</sup> Management refers to General Directors, Directors, Heads of Delegation and Heads of Cooperation.

and project monitoring systems. These weaknesses in turn allow poor performance to continue unchecked.

External accountability relies substantially on annual GAP reporting by EUDs and MS. This reporting is not integrated into the external action management reports (EAMRs), where strategic dialogue between EC Services/EEAS headquarters and EUDs takes place, indicating that GEWE is not part of the EC Services/EEAS' core business. The number of EUDs submitting reports is inadequate,<sup>3</sup> with no sanction for not doing so. The quality of reports is generally poor, a product of multiple factors, particularly weaknesses in the GAP results framework but also a bias towards reporting successes, rather than critically assessing areas where progress has been slow; and weaknesses in programme/project results framework, which means that meaningful evidence of GEWE results at the country level are lacking.

#### *National Context, coordination and complementarity*

Staff in EC Services and EEAS recognise the importance of building an understanding of national context in order to identify what issues they engage on and how they should engage. However, they make little attempt to develop a robust understanding of the gender context to inform country strategy objectives, programmes/projects and dialogue. As a result, with a few exceptions, EUDs do not have a clear picture of the windows of opportunity for GEWE in their national context to inform country strategies and their implementation. This results in financial and non-financial activities being mistargeted and opportunities being missed, including for complementary working with partner governments, civil society, the private sector and other development partners.

#### *Member States*

In both the Netherlands and Spain there has been more consistent political leadership of the GEWE agenda. Both internal and external accountability systems ensure that GEWE commitments are not forgotten at strategy and programming levels, and that managers are mindful of the need to adequately resource the delivery of commitments made.

Despite limited information on results achieved by Dutch and Spanish cooperation at country level, our analysis highlights some features of their cooperation, which may contribute to results and which would benefit further exploration:

- The Netherlands has opted for a limited sectoral focus, which may make the role of GFPs more manageable.
- GFPs in Dutch cooperation appear to have the technical expertise to mainstream gender across sectors, including in budget support and in dialogue.
- Gender has become part of the Spanish Cooperation's organisational culture and is a responsibility shared by all.
- Spanish Cooperation has developed extensive and detailed guidelines to aid the translation of GEWE policy commitments into programmes, including the evaluation of GEWE results.

## **Conclusions**

**C1. The EU is not delivering the strong institutional commitment on GEWE, as set out in the 2007 Communication, the 2010 Council conclusions on the MDGs, and the GAP.** Senior management in EC Services and EEAS have not sufficiently prioritised the EU's ambitious GEWE commitments, which neither permeate cooperation strategies nor systematically feature in programmes, projects or political and policy dialogue. This undermines the EU's contribution to the achievement of gender equality as a fundamental human right and goes against the clear global evidence of the costs of neglecting GEWE as

---

<sup>3</sup> EC (2015) Commission Staff Working Document, 2014 Report on the Implementation of the EU Plan of Action On Gender Equality and Women's Empowerment in Development 2010–15, Brussels, 27.01.2015, SWD (2015) 11 final.

a policy priority. This is a systemic failure, with the EU's GEWE commitments remaining as little more than rhetoric.

**C2. As a roadmap for translating the EU's global GEWE commitments into action and results, the GAP is not fit for purpose.** The GAP does not conform to results-based management principles. It sits alongside 'business as usual' for EC Services, the EEAS and MS, where other policy priorities often crowd out GEWE such that it generally receives inadequate or cursory attention. This presents the irony that the EU's plan for gender mainstreaming has not been mainstreamed into development cooperation policy or practice.

**C3. Weak systems for GAP reporting and accountability are symptomatic of the low priority that GEWE has received in practice and further undermine the EU's ability to deliver to its commitments.** GAP reporting operates in parallel to the main reporting and accountability lines. The number of EUDs submitting annual GAP reports is inadequate and there are no sanctions for failing to do so. The quality of reports is generally poor, a reflection of weaknesses in the GAP itself. In EUDs, reporting responsibility is delegated to the GFPs rather than the main operational sections responsible for mainstreaming gender; while in DEVCO headquarters it is the Gender Unit that compiles the annual report as a whole. Accountability for GEWE achievements is not effectively exercised horizontally within and between the EC Services, the EEAS and Member States, or vertically to the Foreign Affairs Council and the European Parliament.

**C4. The limited use of country-level GEWE contextual analysis significantly weakens strategy and programme relevance and undermines the EU's ability to achieve significant GEWE results. This represents a binding constraint to improved performance.** Contextual analysis should deliver an understanding of the causes of gender inequality, how it intersects with other inequalities, and how it impacts on human rights and development efforts. It should also deliver an understanding of partner governments' commitment and capacity to work on GEWE issues. The benefits of good contextual analysis are well illustrated by EU cooperation in Morocco. However, in the majority of countries, EU strategies and programmes are developed with only a superficial and often undocumented understanding of the GEWE context.

**C5. The EU's mainstream monitoring and evaluation processes pay scant attention to gender.** EU evaluation and results-oriented monitoring (ROM) systems do not provide adequate information on results achieved generally.<sup>4</sup> The use of gender-sensitive indicators is largely limited to the social sectors, particularly health and education. Even in these sectors, the indicators are not used systematically, including in sector budget support. While gender concerns are present in the ROM Handbook<sup>5</sup> and templates,<sup>6</sup> ROM reports are not delivering insights into GEWE performance. Gender has not been mainstreamed into EC Services evaluation processes and generally receives little consideration in country-level and thematic evaluations. The practices and experiences of MSs provide useful lessons that could be applied by the EC Services and EEAS, which unfortunately do not actively seek to identify and apply these lessons.

**C6. The Gender Marker is poorly understood and inconsistently applied by EC Services and as a result it is impossible to determine with any confidence the EU's gender spend and the extent of gender mainstreaming in programming.** The application of the Gender Marker in Dutch and Spanish development cooperation is improving and provides a more effective means of tracking progress against commitments. These MS experiences indicate the potential for better use of the marker by the EC Services and EEAS, but this sharing of lessons and practices has not yet taken place.

---

<sup>4</sup> European Union (2014) EuropeAid's Evaluation and results-oriented monitoring systems, Special Report No. 18, European Court of Auditors

<sup>5</sup> Gender receives 42 mentions in the ROM handbook

<sup>6</sup> Gender has its own section in the template

**C7. The EC Services/EEAS reliance on a gender unit and network of GFPs to drive gender mainstreaming has been inadequate.** With only three gender advisers in DEVCO headquarters and a network of often relatively inexperienced and untrained GFPs for whom gender is an add-on responsibility, the human resources dedicated to driving the EU's ambitious GEWE commitments are woefully inadequate given the scale of the challenge. GFPs are often working alone, unsupported by colleagues and management, and face an overwhelming workload. The majority of GFPs do not have formal gender training and lack the technical skills and expertise to take on such a challenging role. Without some gender training, they are ill-equipped to commission and use gender analysis to inform the development of country strategies, programmes and projects.

**C8. EU development cooperation and political dialogue is nonetheless achieving important GEWE results in some contexts, particularly in the social sectors.** However, good practice examples are the result of committed individuals who have been able to take advantage of windows of opportunity, either within the national context or within their own organisation, to drive GEWE-related work. Morocco is an exceptional example, where the EUD has put in place innovative gender programming supported by sector budget support, linked to policy dialogue and sector support where gender is effectively mainstreamed. The good practice examples provide an insight into what might be possible should the EU's leadership decide to give serious attention to the realisation of its GEWE commitments. They also show how positive change for GEWE can be achieved.

## Recommendations

The recommendations below have been pitched intentionally at a strategic rather than operational level. As the conclusions clearly indicate, the EU's weak delivery against its GEWE commitments is primarily an institutional rather than a technical problem. Without leadership commitment and the institutional incentives that should flow from that leadership, then improvements to technical guidance and the like will not in themselves transform the EU's effectiveness on GEWE. The recommendations therefore focus more on what is required to bring GEWE into the mainstream of EU political dialogue and development cooperation, and through that to deliver enhanced GEWE results.

### Recommendations for senior leadership and management within EC Services and EEAS, in consultation with Member States

**R1. The EC Services and EEAS should revitalise their commitment to GEWE.** The new leadership team in place in the Directorate-General for International Cooperation and Development and the EEAS should reiterate the priority that the EU places on gender equality and women's empowerment, recognising also its centrality to the achievement of all EU development goals. This ambition should be located clearly in the EU Development and Cooperation Results Framework, against which the EU will report, review and manage its development efforts. Through the principle of Policy Coherence for Development, GEWE should also gain new prominence in other spheres of EU cooperation. This recommendation responds to conclusions 1 and 2.

**R2. The Commission and EEAS should lead the development of a successor to the GAP as required by the Council and engage more effectively with MS.** The GAP should not be a stand-alone strategy with its own goals and processes. Rather it should be the strategy for achieving EU GEWE ambitions as set out in the EU Development and Cooperation Results Framework. We understand that work on drafting the GAP successor is already under way, but we are concerned that MS are not adequately involved and that it may remain alongside rather than integral to the Results Framework. Without this integration the risk is that institutional incentives and accountabilities for GAP delivery will remain weak. This recommendation responds to conclusion 2.

**R3. The Commission and EEAS should clarify leadership and management arrangements at EUD level for achieving GEWE results and delivering against GAP**

**commitments, including complementarity with MS.** Overall leadership should rest with the Head of Delegation, with a clear schedule of delegation to the Head of Operations and Head of Political sections. These responsibilities should be incorporated into job descriptions (see R8 below). The Commission and EEAS should require each EUD to set out how it will harmonise with MS efforts to deliver the GAP successor and align with country priorities for GEWE, which should provide an impetus for more joint strategy and programming. This recommendation responds to conclusions 1 and 7.

**R4. The Commission and EEAS should clarify reporting and accountability arrangements for achievement of GEWE results and delivery of the GAP successor.**

To the maximum extent possible, reporting should be through mainstream channels. As a starting point for change, EUDs should be required to include a summary of their performance on GEWE in annual EAMRs (with more detail presented in the annual GAP report). and all mid-term reviews and country-level evaluations should report GEWE results. Once progress is evident here, the gender focus of other reporting and accountability systems like ROM and the Quality Support Group (QSG) should be strengthened. A synthesis of progress and achievements will be required at headquarters level, facilitating scrutiny of EC Services and EEAS contributions to overall performance. This should be integrated into the reporting and accountability arrangements under the new EU Development and Cooperation Results Framework – which the European Council foresees as a key tool for promoting a common results-based approach across EU institutions and MS. This recommendation responds to conclusion 3.

**Recommendations for EUDs and MS embassies**

**R5. EUDs and MS embassies should prioritise and invest in high quality gender analysis as the basis for country-level strategy and programming.** Where possible gender analysis should be conducted jointly by the EUD, MS and other stakeholders (e.g. development partners, government). Current strategies and gender-relevant programmes should be reviewed and their formulation amended to make them more gender responsive. The implications for the focus and form of political dialogue should also be made explicit. Where gender analysis does not exist or is inadequate, EUDs should ensure that analysis is undertaken or strengthened with minimum delay. Heads of Delegation should be required to report to the higher representative/vice president on the basis of EU country strategy and programming in gender analysis. This should also enable EUDs to support strengthened application of the gender marker for their existing portfolio of programmes and projects. This recommendation responds to conclusion 4.

**R6. EUDs should prioritise investment in gender expertise, within the delegation team and through increased access to relevant technical assistance.** In order to implement recommendation 5, the EUD will require quick access to gender expertise to support the commissioning, management, conduct and use of gender analysis. In the short term, this expertise may initially come through to the gender advisory services or technical assistance to the EC Services (for example through framework contracts). But the longer-term aim should be to build internal capacity to effectively commission, manage and use gender analysis. Heads of section should take the lead in their respective sectors, supported by the GFP. This recommendation responds to conclusion 7.

**Recommendations for DG DEVCO and EEAS middle management**

**R7. DG DEVCO Unit B1 should make a concerted effort to strengthen use of the gender marker and gender-sensitive indicators.** This should involve further training in application of the gender marker and use of gender-sensitive indicators, both as stand-alone training modules and through incorporation into other training courses. Critically, application of these two tools should be systematically quality assured and responsibility for overseeing their effective use should be led by Unit B1. Links to the QSG should also be strengthened to ensure consistent and joined up efforts to strengthen use of the two tools. This recommendation responds to conclusions 5 and 6. For further detail, see note 1, page xiii.

**R8. DG DEVCO Directorate R and EEAS MDR C should develop proposals for the mainstreaming of gender into their respective human resource management procedures.** Job descriptions for all staff, including senior management themselves, should include gender mainstreaming as a specific objective to be reached. Performance appraisal procedures should be amended to assess progress in this regard. Proposals for gender mainstreaming in human resource management procedures should be available for consideration by senior management within DG DEVCO and the EEAS. This recommendation responds to conclusion 7.

**R9. EC Services should mainstream gender into monitoring and evaluation procedures.** The DG DEVCO Evaluation Unit should update its evaluation guidance with regard to gender-based on the UN Evaluation Group work on Integrating Human Rights and Gender Equality in Evaluation. Spain has already taken this step and can provide useful guidance and lessons to enable the EC to follow suit. The Evaluation Unit should require that gender is addressed appropriately in technical proposals and evaluation reports. The Evaluation Unit should collaborate with the Unit B1 define evaluation plans of gender-specific actions as the basis of evidence-based guidance on priorities for such actions in different contexts. This recommendation responds to conclusion 5. For further detail, see note 2, page xvi.

## Note 1: How the EU can utilise international gender datasets

### Linking to the Sustainable Development Goals

Most of the main development agencies, both bilateral and multilateral, have used the MDGs as the main basis for formulating targets and designing assessments of progress at the impact level.<sup>7</sup> This also holds true for the EU Development and Cooperation Results Framework, in which indicators for global development progress (Level 1) are similar to those included in the MDGs and their post-2015 successors, the Sustainable Development Goals or SDGs.

The Open Working Group charged with developing the proposal for the SDGs has sought to ensure that the Sustainable Development Goals (SDGs)<sup>8</sup> effectively address gender equality and women's empowerment. To this end, the SDGs include a specific Gender Equality Goal (Goal 5), while the other sixteen Goals include gender-specific and gender-sensitive indicators where appropriate. This should ensure therefore that the EU Results Framework provides coverage of gender equality and women's empowerment.

**Table N1: Illustration of how GEWE is addressed in the goals and associated indicators of the SDGs (our emphasis added)**

Gender-specific goal	Example of gender-specific indicators	Example of indicators requiring gender-disaggregated data
<b>Goal 5. Achieve gender equality and empower all women and girls</b>	<b>Goal 2. End hunger, achieve food security and improved nutrition, and promote sustainable agriculture</b>	<b>Goal 1. End poverty in all its forms everywhere</b>
<ul style="list-style-type: none"> <li>Prevalence of girls and women 15-49 who have experienced physical or sexual violence [by an intimate partner] in the last 12 months</li> <li>Percentage of referred cases of sexual and gender-based violence against women and children that are investigated and sentenced</li> <li>Percentage of women aged 20-24 who were married or in a union by age 18</li> <li>Percentage of girls and women aged 15-49 years who have undergone FGM/C</li> <li>Average number of hours spent on paid and unpaid work combined (total work burden), by sex</li> <li>Percentage of seats held by women and minorities in national parliament and/or sub-national elected office according to their</li> </ul>	<ul style="list-style-type: none"> <li>Proportion of population below minimum level of dietary energy consumption</li> <li><b>Percentage of women of reproductive age (15-49) with anaemia</b></li> <li>Prevalence of stunting and wasting in children under 5 years of age</li> <li>Percentage of infants under 6 months who are exclusively breast fed</li> <li><b>Percentage of women, 15-49 years of age, who consume at least 5 out of 10 defined food groups</b></li> <li>Crop yield gap (actual yield as % of attainable yield)</li> <li>Number of agricultural extension workers per 1000 farmers [or share of farmers covered by agricultural extension programs and services]</li> </ul>	<ul style="list-style-type: none"> <li><b>Proportion of population below \$1.25 (PPP) per day</b></li> <li><b>Proportion of population living below national poverty line, by urban/rural</b></li> <li><b>Multidimensional Poverty Index</b></li> <li><b>Percentage of eligible population covered by national social protection programs</b></li> <li>Percentage of women, men, indigenous peoples, and local communities with secure rights to land, property, and natural resources, measured by (i) percentage with documented or recognized evidence of tenure, and (ii) percentage who perceive their rights are recognized and protected.</li> <li><b>Losses from natural disasters, by climate and non-climate-related</b></li> </ul>

<sup>7</sup> See for example: UNICEFs Strategic Plan, <http://papersmart.unmeetings.org/media2/3346343/2014-8-final-results-framework-of-strategic-plan-ods-en.pdf>; DFID's Results Framework, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/360906/DFID-external-results-Sep\\_2014.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/360906/DFID-external-results-Sep_2014.pdf); and Sida's Gender Equality Portfolio Analysis, <http://www.sida.se/contentassets/96dc9b824825465e8d6ab4d730cafee3/8e0131ab-af35-421a-b4f0-5659391fc0e1.pdf>

<sup>8</sup> See the Open Working Group Proposal for the SDGs, <https://sustainabledevelopment.un.org/content/documents/1579SDGs%20Proposal.pdf>

respective share of the population • Met demand for family planning	• Nitrogen use efficiency in food systems • [Crop water productivity (tons of harvested product per unit irrigation water)] – to be developed	<u>events (in US\$ and lives lost)</u> • Total fertility rate
--	--	--

It is important to note, firstly, that the SDGs are still under development; and secondly, that they have been subject to criticism in their treatment of gender. While coherence of the EU Results Framework with the SDGs is vitally important, the EU will nonetheless need to take account of such criticisms if it is to avoid the same challenges. The most consistent criticisms relate to ‘measurability’ and linkages between goals. A recent critique by SciDevNet<sup>9</sup> illustrates these issues:

*A report published by two science organisations earlier this month criticised the current framework for the 17 Sustainable Development Goals (SDGs) as being largely ill-defined, not based on the latest science, lacking in synergy and with no narrative of development.*

*The fifth SDG, ‘achieve gender equality and empower all women and girls’, is a good case in point. Some of the targets attached to this SDG are vague. One aims to end ‘discrimination’ against women and girls. But without a clear definition of discrimination how can this be addressed? ...*

*Furthermore, the gender equality goal needs to be linked to the other goals so there is synergy between the social and transformative concept of gender equality and the environmental and sustainable concepts that underpin this post-2015 framework. ... For instance, smallholder female farmers face specific barriers to increasing agricultural productivity, such as restricted access to technology, finance and knowledge. These barriers should be highlighted in the second goal around sustainable agriculture. ...*

### What the EU can learn from others

The evaluation highlighted that country strategies only use gender analysis to a very limited extent and that, in most cases, there are no strategic frameworks for the EU’s activities to address gender inequalities. There are a number of ways in which the EU can make use of these international datasets in the formulation of country strategies and focal areas, in order to ensure both a greater focus on gender in the EU’s strategies and to ensure that these strategies more directly address gender inequalities. The main international datasets, such as UN’s Gender Inequality Index,<sup>10</sup> the OECD Social Institutions and Gender Index (SIGI)<sup>11</sup> and the World Economic Forum’s Global Gender Gap Index,<sup>12</sup> are composite indicators,<sup>13</sup> covering education, health and economic and political participation. As such the individual indicators or sub-indexes can provide a broad overview of what progress has been made and where further progress is required, helping to identify relevant focal areas for a country strategy. The overall rankings can give an indication of the importance of gender issues, in comparison with other countries, indicating the need for a specific focal area or a programme of support. National reports of progress against the MDGs,<sup>14</sup> and international reporting, such as the national CEDAW reports<sup>15</sup> and the shadow reporting carried out by civil

<sup>9</sup> <http://www.scidev.net/global/gender/analysis-blog/gender-sdg-targets-sustainability-governance.html>

<sup>10</sup> <http://hdr.undp.org/en/content/gender-inequality-index-gii>

<sup>11</sup> <http://genderindex.org/>

<sup>12</sup> <http://www.weforum.org/women-leaders-and-gender-parity#Measuring>; <http://www.weforum.org/reports/global-gender-gap-report-2013>

<sup>13</sup> The Global Inequality Index measures gender inequalities in three important aspects of human development: reproductive health measured by maternal mortality ratio and adolescent birth rates; empowerment, measured by proportion of parliamentary seats occupied by females and proportion of adult females and males aged 25 years and older with at least some secondary education; and economic status expressed as labour market participation and measured by labour force participation rate of female and male populations aged 15 years and older. The Global Gender Gap Index examines the gap between men and women in four fundamental categories (sub-indexes): Economic Participation and Opportunity, Educational Attainment, Health and Survival, and Political Empowerment.

<sup>14</sup> See, for example, the UNDP MDG Progress Reports for Africa, including country progress reports: <http://www.undp.org/content/undp/en/home/librarypage/mdg/mdg-reports/africa-collection.html>

<sup>15</sup> <http://www.un.org/womenwatch/daw/cedaw/reports.htm>

society,<sup>16</sup> can be used as a more qualitative analysis of where important obstacles to gender equality or opportunities for addressing gender inequality exist. These can be used in the development of programmes or specific projects focused on addressing gender inequalities.

The multilateral and bilateral organisations take a similar approach to the output level indicators, setting out the organisations' direct contributions to development results.<sup>17</sup> In the case of DFID the Results Framework includes the statement that eight of DFID's Level 2 Results Framework Indicators are sex disaggregated and are used to measure progress against the results outlined within DFID's Strategic Vision for Girls and Women and that all other relevant indicators are sex disaggregated wherever feasible.<sup>18</sup>

The UN organisations differ from some of the bilateral organisations in their approach to setting outcome level targets and indicators. The UN organisations, in their strategic plans, set outcome level targets that are intended to be the product of shared action.<sup>19</sup> These targets and indicators are based on data collected for international indicators, as well as baseline data compiled and analysed by the UN organisations themselves. Bilateral organisations, such as DFID and Sida (Swedish International Development Cooperation Agency), include such outcome level targets in their country strategy plans, but do not compile these at the international level. Many of these plans use existing data as the basis for contextual analysis, such as the Gender Inequality Index and the Global Gender Gap Index, as well as analyses, such as progress reports on the MDGs, CEDAW reporting, joint gender profiles and progress in implementing national gender strategies.

### What the EU needs to do

The EU Development and Cooperation Results Framework Level 2 indicators, setting out the EU contribution to development results, only include sex-disaggregated indicators to a very limited extent – see for example, the indicators on secure tenure of land and nutrition related programmes. There is a need, therefore, to ensure that a much greater range of these indicators are sex disaggregated. For example, there is immediate potential to ensure that the indicators on good governance, education and health are sex disaggregated by changing references to individuals or people in indicators to men, women, boys and girls. It is also necessary to ensure the inclusion of sex-disaggregated indicators in other sectors, such as energy, natural resources, transport, employment, trade and conflict prevention.

To ensure that good quality monitoring data is collected and analysed at programme and project level, guidance is needed on the development and use of *gender-sensitive indicators* for all focal areas and on collecting monitoring data for assessing progress, to ensure usage across all projects and programmes. Detailed guidance already exists in the EC's own Toolkit on Gender Equality<sup>20</sup> and can be supplemented by a wide range of resources that exist, such as the ITC-ILO Introduction to Gender Analysis and Gender-sensitive Indicators.<sup>21</sup> While these toolkits are useful in general terms, there is still a need to develop and share specific examples from EU programmes where gender-sensitive indicators have been developed and used. There are examples from the evaluation, of gender-sensitive indicators for budget support programmes and for programmes from a range of sectors, that can be used as the basis for developing such specific examples – see for example, the case studies for Morocco and Afghanistan.

---

<sup>16</sup> <http://www.un.org/womenwatch/daw/ngo/cedawngo#shadow>

<sup>17</sup> See, for example, UNICEF's Output indicators in the Strategic Plan and DFID's Bilateral indicators.

<sup>18</sup> DFID's Results Framework:

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/360906/DFID-external-results-Sep\\_2014.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/360906/DFID-external-results-Sep_2014.pdf)

<sup>19</sup> See, for example, UNICEF's Strategic Plan - <http://papersmart.unmeetings.org/media2/3346343/2014-8-final-results-framework-of-strategic-plan-ods-en.pdf>

<sup>20</sup> See Section 1, Chapter 6, Tool 6.6, pp.93-95 - [http://ec.europa.eu/europeaid/sites/devco/files/toolkit-mainstreaming-gender-section-1-part-5\\_en.pdf](http://ec.europa.eu/europeaid/sites/devco/files/toolkit-mainstreaming-gender-section-1-part-5_en.pdf)

<sup>21</sup> <http://www.focusintl.com/GD124d-%20Gender%20Campus%20Module%200bis%20-%20Introduction%20to%20Gender%20sensitive%20indicators.pdf>

## Note 2: How to evaluate gender equality

### International experiences in evaluating gender equality

In the 1997 UN Economic and Social Council (ECOSOC) report, gender mainstreaming is defined 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 gender equality'.

Evaluation of gender equality should, therefore, consist of two elements: the contribution that an organisation has made towards the ultimate goal of gender equality; and, an assessment of the extent to which the organisation has pursued gender mainstreaming to ensure that women and men's concerns and experiences are an integral dimension of all policies and programmes.

With regard to the contribution made to the goal of gender equality, the results framework of the organisation and the extent to which gender equality is included in this framework provide the basis for assessment. Such a results framework should include targets, gender-sensitive indicators and baseline data in order to provide the basis for evaluation. In the absence of such a framework, the UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation<sup>22</sup> recommends an evaluability assessment and provides a number of possible approaches in situations where gender equality has only been considered to a limited extent or has not been considered at all. The role of the evaluation is then to make an assessment of what progress has been made towards the targets set, and of the quality of the monitoring data that the organisation has collected. Where such monitoring data is not readily available it may be possible to use secondary data sources, such as is discussed in the section on International Data Sets, to make an assessment of gender equality achievements.

While most international development organisations have a commitment to gender mainstreaming, there is, as yet, no real consensus on how to evaluate the strategies that these organisations have used. There are, however, a number of reviews of experience drawn from gender evaluations, including a *review of twenty-six such evaluations carried out by the African Development Bank*.<sup>23</sup> The review identifies six areas where action is needed to promote gender equality for it to become embedded in the culture of an organisation, in other words for gender to be effectively mainstreamed. These six areas are: i) consistent and supportive leadership; ii) systems of accountability and incentives; iii) proper funding and trained senior staff; iv) procedures and practices to ensure momentum; v) a consistent approach to recording results and lessons; and, vi) the degree to which gender is seen as contributing to rather than competing with the drive for more effective aid and other priorities. If gender equality is to become an integral part of the culture of an organisation – part of what defines its mission, values and objectives – then consistent and sustained action is needed in all six of these areas.

### A framework for evaluating gender equality

Based on these lessons and experience in carrying out evaluations of gender mainstreaming, an evaluation framework was developed to incorporate these six areas into five aspects for evaluation, with a set of criteria for assessment (Table N2).

---

<sup>22</sup> UNEG (2011) Integrating Human Rights and Gender Equality in Evaluation: Towards UNEG Guidance, Task 1.1

<sup>23</sup> Evaluation Insights (2011) Mainstreaming Gender Equality: Emerging Lessons: <http://www.oecd.org/development/evaluation/dcdndep/48977974.pdf>

**Table N2: An evaluation framework for gender equality**

Areas	Criteria for Assessment – the extent to which...
<p><b>Commitment</b> – Institutional commitment in the form of vision, policy and strategy commitments; leadership from the top down through the organisation; and staff commitment throughout the organisation, are key to ensuring the GEWE is operationalised.</p>	<p>...Senior and middle management make GEWE a priority by ensuring that gender equality aspects are reflected at all levels of the programme</p> <p>...There is commitment among management and staff to both mainstreaming of gender equality in strategy, programming, political and policy dialogue and specific interventions to promote women's rights and empowerment</p> <p>...Management is committed to raising the internal GEWE capacity and resourcing for GEWE, including in post-conflict and fragile contexts</p>
<p><b>Capacity</b> – The organisation has the capacity to analyse, plan, implement, monitor, report and conduct dialogue in the area of GEWE.</p>	<p>...All staff have knowledge of and access to GEWE mainstreaming resources – including guidelines, toolkits, analyses, good practice examples and communities of practice – within the organisation</p> <p>...The organisation has access to external experts/consultants/helpdesks with specialised gender competence when needed</p> <p>...Recruitment of staff takes into consideration capacities in GEWE.</p> <p>...All staff have the capacity to commission and utilise gender analysis to inform strategy, programming, political and policy dialogue in the area of GEWE, as appropriate to their role in the organisation.</p>
<p><b>Cash</b> – There are financial resources allocated for GEWE programming and GEWE capacities and systems within the organisation.</p>	<p>...Funding of specific GEWE interventions or women's components within programmes that support, for example, the empowerment of women and girls</p> <p>...Provision of adequate resources is consistent throughout programmes and over time</p>
<p><b>Accountability</b> – Institutional mechanisms and processes support and ensure systematic inclusion and reporting of gender equality concerns within the organisation.</p>	<p>...Adequate procedures, approaches, and processes to ensure institutional consistency in the way that GEWE is dealt with across policy, guidance and mechanisms</p> <p>...Financial allocations on GEWE initiatives can be tracked</p> <p>...GEWE is integrated in monitoring, evaluation and reporting processes</p> <p>...There are incentives for staff, and particularly senior and middle management, to ensure coverage of gender and operationalisation of commitments through a range of instruments and modalities</p>
<p><b>Context Analysis and Coordination Among Donor Partners</b> – donors contribute to the development of a conducive context at a national level.</p>	<p>... There is strong national-level leadership, commitment, policies on gender equality/women's rights, and/or a supportive institutional set-up for GEWE</p> <p>...Civil society and the women's movement in the country are active and have a level of capacity to be effective</p> <p>...There is collaboration, coordination and complementarity between development organisations on gender equality</p>

As well as identifying the areas in which an evaluation of gender should focus and the criteria by which achievements should be assessed, this framework also presents a normative perspective on the conditions for success when an organisation pursues gender equality through its mission or policies. Of course, in many settings some or many of these conditions may be absent or only weakly present. Context analysis can be undertaken to map out the contours of the local environment in relation to GEWE, the opportunities and challenges which it presents. In cases where conditions are weak or absent, the framework provides a useful guide to where an organisation, such as the EU, may focus its attention in building the conditions for success, for example, through policy dialogue or more direct forms of support such as capacity development or other gender specific actions.

The UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation provides clear guidance on appropriate methods and tools.<sup>24</sup> In particular, the guidance suggests that a mixed-methods approach be used. This is in response to UNEG's warning that many evaluations will face a data challenge with respect to human rights and gender equality from the onset, so that: the intervention may not have adequate results framework with clear and specific indicators addressing human rights and gender equality; information may not have been collected on a regular basis; or the quality of information may not be sufficient, good or reliable enough to inform a credible evaluation. As is discussed above, an initial evaluability assessment and the use of a mixed-methods approach to data collection and analysis will help to address such data gaps and weaknesses.

---

<sup>24</sup> See, for example, Chapter 3: Implementing the Evaluation, and Table 3.1: Key elements of an appropriate evaluation methodology.

## Section 1: Introduction

### Purpose of the evaluation

The Evaluation Unit of the Directorate-General for International Cooperation and Development (DG DEVCO) has commissioned COWI and Itad to undertake this thematic evaluation of European Union (EU) Support to Gender Equality and Women's Empowerment (GEWE) in partner countries. The evaluation began in July 2013 and is expected to be completed in March 2015.

In accordance with the Terms of Reference (ToR), the objectives of the evaluation are:

- To provide the relevant external cooperation services of the EU, Member States, the EU Parliament, and the wider public with an overall independent assessment of the EU's past and current support to GEWE in partner countries;
- To identify key lessons, assess results thus far, and to produce strategic, operational and forward-looking recommendations in order to improve current and future EU and Member State strategies, programmes and actions.

It is intended to aid policymakers and programme managers in the EU, particularly in European Commission Services (EC Services), European External Action Service (EEAS), EU Delegations (EUDs) and EU Member States (MS). The evaluation consists of two parts:

- **Part 1** is a mid-term evaluation of gender mainstreaming in development cooperation, as called for in the EU Plan of Action on Gender Equality and Women's Empowerment 2010–15. This part of the evaluation considers how gender policies, and particularly gender mainstreaming, have been developed and implemented in the EC Services, EEAS and in two MS, the Netherlands and Spain.
- **Part 2** is a thematic evaluation of the extent to which assistance provided by EC Services (policy, strategies, programmes/projects) has been relevant, efficient and effective in supporting sustainable impacts on GEWE processes in partner countries. This part of the evaluation will consider how gender has been taken into account in political and policy dialogue processes; and in activities that are financed by EC institutions from geographic and thematic instruments, looking at selected examples in the 11 country case studies.

### Temporal, geographic and thematic scope

Parts 1 and 2 of the evaluation have a common geographic scope but differ in their temporal and thematic scope. Part 1 of the evaluation reviews the period 2010–13. It focuses on gender mainstreaming in development cooperation of the EC, EU and MS, with particular reference to two focus MS, the Netherlands and Spain. Part 2 of the evaluation reviews the period 2007–13.

Thematically, the evaluation is guided by the 2007 Communication on Gender Equality and Women's Empowerment in Development Cooperation<sup>25</sup> and the 2010 EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010–15 (GAP).<sup>26</sup> The twin-track strategy outlined in the Communication had two objectives: to increase the efficiency of gender mainstreaming; and to refocus specific actions for women's empowerment in partner countries. Gender mainstreaming is defined as ensuring that a gender equality perspective is incorporated in all development policies, strategies and interventions, at all levels and at all stages by the actors normally involved therein.<sup>27</sup> The actions are defined in the 2007

---

<sup>25</sup>EC (2007) Communication from the Commission to the European Parliament and the Council, Gender Equality and Women Empowerment in Development Cooperation, SEC(2007) 332, Brussels 8.3.2007, COM(2007) 100 final.

<sup>26</sup>Council of the European Union (June 2010) Council Conclusions on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond, 3023rd Foreign Affairs Council meeting, Luxembourg, 14 June 2010.

<sup>27</sup>Toolkit on Mainstreaming Gender Equality in EC Development Cooperation, Section 3: Glossary of gender and development terms.

Communication as specific measures for the advancement of women, action programmes, social dialogue and dialogue with civil society, with an annex setting out a list of possible examples.

The GAP sets out a three-pronged approach, consisting of:

- political and policy dialogue
- gender mainstreaming
- specific actions.

With regard to dialogue, it is stated in the GAP that gender equality should be placed as a systematic topic on the agenda of political dialogue with partner countries and that the results of the political dialogue should be continued in policy dialogue, which relates to development issues and sector processes. Gender mainstreaming is more clearly defined as a strategy for making both women and men's concerns and experiences an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that they can benefit equally and that inequality is not perpetuated. Specific actions are defined as those that catalyse or give added impetus to reduce gender inequality.

The evaluation has investigated how the three prongs have been taken forward through a range of aid instruments, including:

- three geographic instruments: 28 the European Neighbourhood and Partnership Instrument (ENPI), European Development Fund (EDF) and Development Cooperation Instrument (DCI);
- thematic programmes, specifically: the European Instrument for Democracy and Human Rights (EIDHR), the Instrument for Stability (IfS), Investing in People and those for Environment and Sustainable Management of Natural Resources and Food Security;
- all aid modalities, with specific attention to sector and budget support;
- non-financial instruments, specifically political and policy dialogue.

The geographic scope of the evaluation is all countries where the EU, including focal MS, supports GEWE. However, it looks in detail at 11 country case studies,<sup>29</sup> namely:

- Africa: Burkina Faso, Democratic Republic of Congo (DRC) and Ethiopia
- Asia-Pacific: Afghanistan, Philippines and Papua New Guinea (PNG)
- Latin America and Caribbean: Bolivia, Haiti and Nicaragua
- Neighbourhood: Morocco and Armenia.

The case study countries are not a representative sample, but are intended to illustrate different experiences in supporting gender and different country contexts. They have been selected to maximise the lesson-learning opportunities from the evaluation.

### **The context of EU support to gender equality and women's empowerment**

The EU's current approach to promoting GEWE has evolved over a period of approximately five years, starting from 2005 with the Consensus on Development<sup>30</sup> and culminating in the

---

<sup>28</sup> The geographic instruments cover: the European Development Fund (EDF) – African, Caribbean and Pacific countries (49, 15, and 15 countries, respectively) and the overseas countries and territories; the Development Cooperation Instrument (DCI) – Latin America, Asia and Central Asia, the Gulf region (Iran, Iraq and Yemen) and South Africa (47 countries); and the European Neighbourhood and Partnership Instrument (ENPI) – the main source of funding for the European Neighbourhood (10 Mediterranean countries, known as the Southern Neighbourhood; 6 Eastern European countries, known as the Eastern Neighbourhood; plus Russia).

<sup>29</sup> The Netherlands has active development cooperation in two of these countries, Afghanistan and Ethiopia, while Spain has active development cooperation in 5 of these countries, Bolivia, Ethiopia, Haiti, Nicaragua, Morocco and the Philippines.

<sup>30</sup> European Parliament Council Commission (2006) Joint statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union

EU Plan of Action on Gender Equality and Women's Empowerment 2010–15.<sup>31</sup> The timeline for this evolution and how it fits with wider international policy commitments is documented in Figure 1. Annex 3 provides a detailed description of the key EU gender commitments since 2005. In the discussion that follows, we provide a brief summary of the EU Plan of Action on Gender Equality and Women's Empowerment 2010–15<sup>32</sup> and the primary commitments which led to its agreement.

### **European Consensus on Development (2005)**

The EU approach to development cooperation over the evaluation period is articulated in the 2005 *Consensus on Development*,<sup>33</sup> which states that the overarching objective is the eradication of poverty in the context of sustainable development, including pursuit of the Millennium Development Goals (MDGs). The Consensus recognises gender equality as a goal in its own right and identifies it as one of the five essential common principles of development cooperation. The EU specifically pledges that it will include a strong gender component in all its policies and practices in its relations with developing countries. In addition, the Consensus includes a commitment to strengthened mainstreaming of eight cross-cutting areas, including gender equality. The document also prescribes that EC-funded programmes include gender-equality impact assessments on a systematic basis, both in general and in relation to budget and sectoral aid.

---

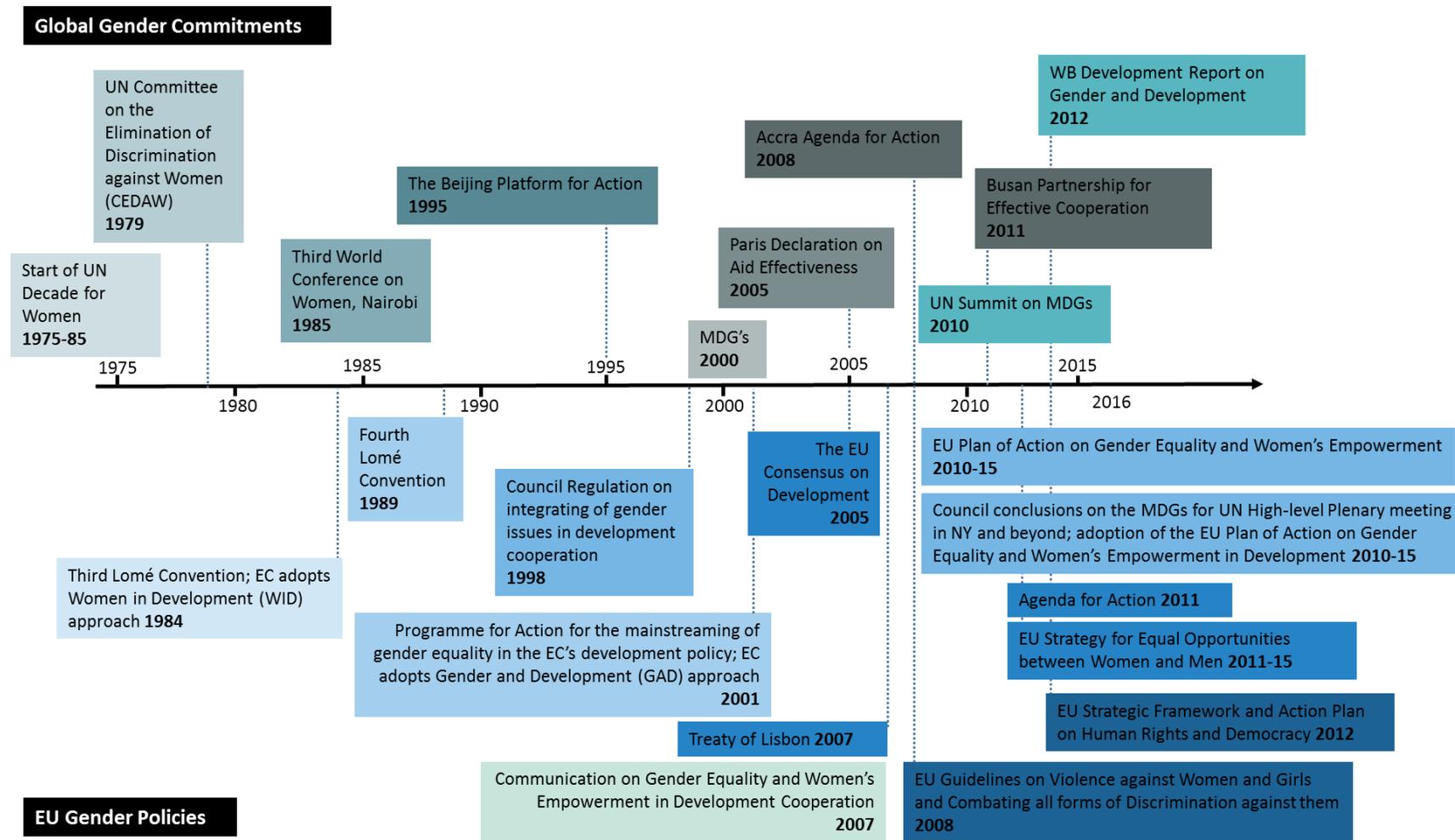
Development Policy: 'The European Consensus' (2006/C 46/01) The European Consensus On Development, The Development Challenge, Official Journal of the European Union, 24.02.2006

<sup>31</sup> Council of the European Union (June 2010) Council Conclusions on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond, 3023<sup>rd</sup> Foreign Affairs Council meeting, Luxemburg, 14 June 2010.

<sup>32</sup> *ibid.*

<sup>33</sup> European Parliament Council Commission (2006) Joint statement as for fn 12.

Figure 1: Timeline of global gender commitments and EU gender policies<sup>34</sup>



<sup>34</sup> Source: Itad own elaboration

## **Communication on Gender Equality and Women's Empowerment in Development Cooperation (2007)**

In April 2007, building on the 2005 Consensus for Development,<sup>35</sup> the European Commission adopted a Communication on Gender Equality and Women's Empowerment in Development Cooperation.<sup>36</sup> The subsequent Council Conclusions on Gender Equality and Women's Empowerment in Development Cooperation called on the EC Services, EEAS and MS to promote clear objectives and indicators on gender equality and, by assigning clear tasks and responsibilities, to lead donors to this effect in all sectors.

The strategy outlined in the Communication had two objectives:

- increase the efficiency of gender mainstreaming;
- refocus specific actions for women's empowerment in partner countries.

To increase the efficiency and thus the effectiveness of gender mainstreaming, changes were proposed in three areas:

- GEWE should form part of political dialogue with partner countries.
- Gender issues should be considered in the preparation and implementation of cooperation strategies and aid programmes, including budget support, as well as be integrated into monitoring, evaluation and wider accountability systems.
- Institutional capacity building should be done, including making updated practical tools and information on best practices available, as well as providing gender training to partner countries and staff.

For the purposes of refocusing specific actions for women's empowerment, 41 gender-specific actions were identified in five broad areas: governance; employment and economic activities; education; health; and gender-based violence (GbV). The intention was that the list provided examples to help identify the proper programme mix for each specific country or region, with the proper mix of activities being decided case by case after a thorough analysis of each individual situation.

## **EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010–15**

In 2010 the EU brought the comprehensive policy framework outlined in the 2007 Communication and Council Conclusions on Gender Equality and Women's Empowerment in Development Cooperation<sup>37</sup> together in the EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010–15 (the GAP).<sup>38</sup> The aim was to develop an operational document that facilitated the implementation of commitments made in the 2007 Communication. It proposed a series of activities to be carried out by the EU Member States and the EC Services and EEAS for the period 2010–15.

The GAP provided considerable further detail on each of these approaches and set out objectives, actions and indicators in an operational framework for these approaches and other commitments.

Gender mainstreaming was described as constituting the backbone for progress on gender equality. A number of steps were described as essential for:

---

<sup>35</sup>European Parliament Council Commission (2006) Joint statement as in fn 12.

<sup>36</sup> EC (2007) Communication from the Commission to the European Parliament and the Council, Gender Equality and Women Empowerment in Development Cooperation, SEC(2007) 332, Brussels 8.3.2007, COM(2007) 100 final.

<sup>37</sup> Council of the European Union (May 2007) Conclusions of the Council and the Representatives of the Governments of the Member States Meeting within the Council on Gender Equality and Women's Empowerment in Development Cooperation, DEVGEN 91 SOC 205, 9561/07, Brussels, 15 May 2007.

<sup>38</sup> Council of the European Union (June 2010) Council Conclusions on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond, 3023<sup>rd</sup> Foreign Affairs Council meeting, Luxembourg, 14 June 2010.

- obtaining gender-disaggregated data and qualitative information on the situation of women and men;
- conducting a gender analysis to provide the basis for gender mainstreaming, and to determine whether specific actions are needed for women or men, in addition to mainstreaming activities;
- putting in place a gender-sensitive monitoring and evaluation system, including the establishment of indicators to measure the extent to which gender equality objectives were met and changes in gender relations achieved.

Specific actions for women's empowerment in partner countries are described as necessary to:

- prepare the conditions for effective mainstreaming;
- redress situations where women and girls/men and boys are particularly disadvantaged and mainstreaming does not suffice, and therefore needs to be complemented with a more targeted and concrete approach;
- address needs in countries where the political situation does not allow for a meaningful political and policy dialogue because of fragility, their post-conflict situation or a repressive regime.

The EC and the Council are mandated to jointly monitor GAP implementation. This is to be done by:

- EU ministers discussing progress against the GAP once a year;
- an inter-service group on gender equality within the EC, monitoring GAP implementation.

A mid-term review of the GAP was also foreseen in mid-2013 and a final review in 2015. Part 1 of this evaluation responds to the call for a mid-term review.

## **The Member States**

Part 1 of this evaluation reviews the gender mainstreaming experience of two Member States – the Netherlands and Spain.

### **The Netherlands Development Cooperation**

Since the late 1990s, the Netherlands development cooperation has featured a dual-track comprising:

- a stand-alone track focusing on women's empowerment;
- a mainstreaming track on incorporating 'women' into development cooperation.

Between 2006 and 2010, embassies were tasked with the preparation of gender equality strategies and the formulation of gender targets in country strategies, to further the mainstreaming agenda. More recently, *A World to Gain*<sup>39</sup> (2013) and *Spearheads for Development*<sup>40</sup> are two policy documents which have been published underlining the Netherlands' commitment to advancing GEWE, the latter detailing sexual and reproductive health as a spearhead, and gender as a cross-cutting issue.

### **Spanish Development Cooperation**

Spanish Cooperation is organised in two branches: the General Secretary for International Cooperation for Development (SGCID) is the policy branch, and the Spanish Agency for International Cooperation for Development (AECID) is the operational branch. The work of both offices is strongly interrelated and any of the actions of both branches appear under the

---

<sup>39</sup> Ministry of the Foreign Affairs of the Netherlands (April 2013) *A World to Gain: A New Agenda for Aid, Trade and Investment*.

<sup>40</sup> *Spearheads for Development* (2014) Letter to the House of Representatives presenting the spearheads of development cooperation policy.

common brand of Spanish Cooperation, which is part of the Ministry of Foreign Affairs and Cooperation (MAEC).

Since 2005, Spanish Cooperation has systematically identified gender equality both as a priority in itself and in terms of mainstreaming. The Plan Director IV (2013–16)<sup>41</sup> states that all lines of activity will promote the achievement of women's rights and the mainstreaming of gender in development across the entire Spanish Cooperation. The gender equality policy is operationalised in the Estrategia de Género en Desarrollo de la Cooperación Española,<sup>42</sup> which is the instrument for understanding how gender priorities included in the Plan Director will be achieved. The AECID has developed a Plan de actuación sectorial-pas – de género y desarrollo, a business plan for the gender sector for the period 2011–13, with five thematic work streams: women's political participation, violence against women, sexual and reproductive rights, women and peace building, and economic and labour rights of women.

### **This report**

This report is the Final Evaluation Report of the evaluation. It builds on the Inception Report (February 2014) and the Desk Report (May 2014) to present the evaluation's complete findings and conclusions. It also proposes a set of recommendations for future action by the EC and MS.

Following this introductory chapter, we start by presenting the methodology used during the evaluation (Chapter 2). In Chapter 3 we set out our findings, first presenting the findings from the mapping of EC GEWE-targeted interventions and then presenting evidence for each evaluation question individually. Our analysis has led us to identify eight conclusions, which we discuss in Chapter 4. Finally, to conclude our nine recommendations for future action by the EC Services, EEAS and MS are presented in Chapter 5.

The material presented in this report is supported by two volumes of annexes, providing more detailed information on certain parts of the evaluation, including country notes from each of the 11 country case studies.

---

<sup>41</sup> A master business plan for the international cooperation for development sector, launched every four years.

<sup>42</sup> Gender in development strategy of the Spanish Cooperation (2007).

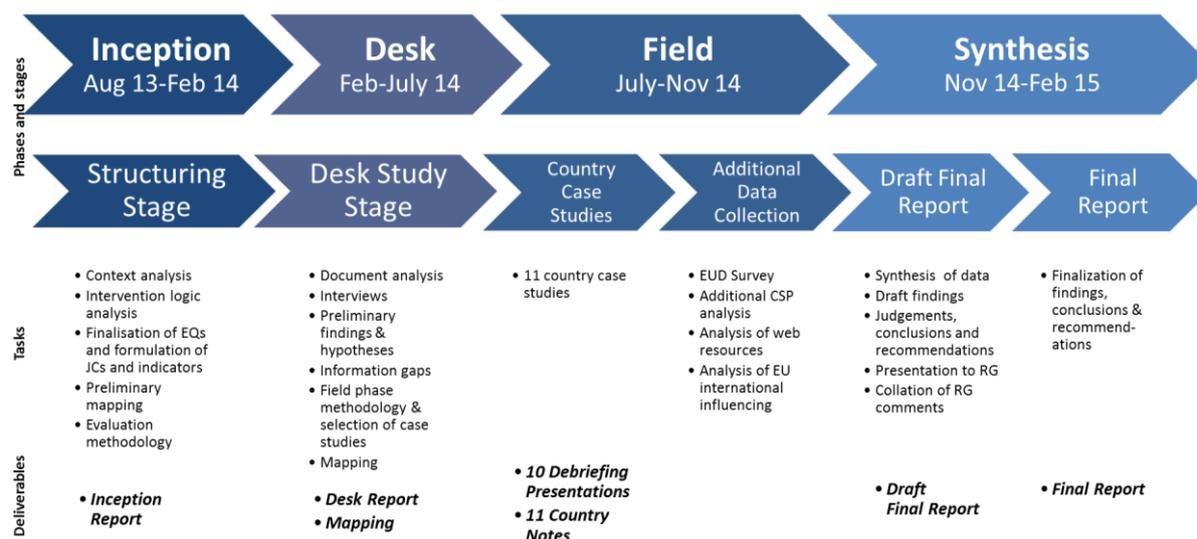


## Section 2: Methodological Approach

### General approach

This evaluation was conducted in four distinct and successive phases (Figure 2), from August 2013 to February 2015. Important deliverables produced at the end of each phase were presented to the Reference Group overseeing the evaluation for comment and guidance.

**Figure 2: Timeline for the evaluation**



### The evaluation questions

The Terms of Reference (ToR) presented 14 evaluation questions (EQs) to focus the evaluation (Table 1). During the inception phase, the evaluation team developed judgement criteria and indicators by which the EU and MS achievements could be assessed for each of these EQs (see Annex 2).

**Table 1: Evaluation questions**

Part 1 – Gender mainstreaming	
EQ 1.1	(a) To what extent and how has the EU succeeded in introducing gender analysis in annual country and regional programming and reviews?  (b) To what extent are gender analyses actually reflected in country strategies and in programme and project design and implementation?
EQ 1.2	To what extent and how have the EU and MS contributed to gender mainstreaming in the various EU dialogue processes and consultations with third countries and regions?
EQ 1.3	To what extent and how (through gender-specific activities and gender-responsive indicators) is gender equality mainstreamed in all EU-funded programmes/projects, including budget support?
EQ 1.4	To what extent and how have the EU and MS ensured gender mainstreaming within their organisations – through adequate procedures and approaches, processes, capacity-building initiatives, as well as adequate resources?

<b>Part 2 – Support to GEWE</b>	
<b>Cluster A – Coordination and complementarity</b>	
EQ 2.1	To what extent and how has the EC fostered complementarity – understood as a task division based on comparative advantages – between its actions for GEWE and those of MS? What has helped or hindered progress?
<b>Cluster B – Instruments</b>	
EQ 2.2	To what extent and how has the EC ensured a complementary use of the various instruments (geographic, thematic, as well political dialogue) and modalities (e.g. budget support, projects) available to supporting GEWE?
<b>Cluster C – Actors and partners in different countries</b>	
EQ 2.3	How far has the EC been able to engage with partner governments and other partners on the promotion of GEWE, specifically in combating GbV, and to identify the relevant support strategies, including in terms of adapting to different country contexts (conflict, post-conflict, and fragile countries)?
<b>Cluster D – Achievement of objectives</b>	
EQ 2.4	How effective is the three-pronged approach (specific actions, cross-cutting issues and political/policy dialogue) used by the EC in promoting GEWE? What has helped or hindered effectiveness?
EQ 2.5	To what extent and how have political and policy dialogues contributed towards the realisation of GEWE in partner countries? What has helped or hindered this contribution?
EQ 2.6	How far have specific actions or measures to empower women contributed to redress inequalities and improve gender balance?
EQ 2.7	To what extent and how have EC-supported capacity-building programmes, targeted at national/local governments, regional organisations and civil society, contributed to empowering and enabling these actors to promote GEWE in their respective areas of work?
EQ 2.8	To what extent and how have EC efforts to ensure an effective implementation of United Nations Security Council Resolutions (UNSCRs) 1325 and 1820 on Women, Peace and Security – as well as 1888 and 1889 in fragile, conflict or post-conflict countries – contributed to progress towards respect for women's rights?
<b>Cluster E – Institutional capacity to deliver</b>	
EQ 2.9	To what extent and how has the EC developed its internal capacities to deal effectively and efficiently with GEWE?
EQ 2.10	To what extent and how have senior and middle management established a conducive overall institutional architecture to deal with gender in an efficient and effective manner?

A number of evaluation criteria are embedded in the EQs. The first five (relevance, effectiveness, efficiency, sustainability, impact) are standard Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD-DAC) criteria. In addition, the evaluation has covered two additional evaluation criteria: added value of the EU's interventions (at both the strategic and implementation levels); and coordination and complementarity of the EU's interventions with other donors' interventions, focusing on those of MS. The evaluation criteria addressed by each EQ are captured in Table 2.

**Table 2: Responding to the evaluation criteria**

	Relevance	Impact	Effectiveness	Efficiency	Sustainability	Coordination	Complementarity	Added value
<b>PART 1: GENDER MAINSTREAMING (MID-TERM EVALUATION GAP, EU + MS)</b>								
1.1 (a) To what extent and how has the EU succeeded in introducing gender analysis in annual country and regional programming and reviews? (b) To what extent are gender analyses actually reflected in country strategies and in programme and project design and implementation?			✓					
1.2 To what extent and how have the EU and MS contributed to gender mainstreaming in the various EU dialogue processes and consultations with third countries and regions?			✓			✓	✓	✓
1.3 To what extent and how (through gender-specific activities and gender-responsive indicators) is gender equality mainstreamed in all EU-funded programmes/projects including budget support?			✓	✓				
1.4 To what extent and how have the EU and MS ensured gender mainstreaming within their organisations – through adequate procedures and approaches, processes, capacity-building initiatives, as well as adequate resources?			✓	✓				
<b>PART 2: EU SUPPORT TO GENDER EQUALITY AND WOMEN EMPOWERMENT (EC SERVICES AND EEAS ONLY)</b>								
<b>CLUSTER A: COORDINATION AND COMPLEMENTARITY</b>								
2.1 To what extent and how has the Commission fostered complementarity – understood as a task division based on comparative advantages – between its actions for GEWE and those of EU MS? What has helped or hindered progress?			✓			✓	✓	
<b>CLUSTER B: INSTRUMENTS</b>								
2.2 To what extent and how has the EC ensured a complementary use of the various instruments (geographic, thematic, as well political dialogue) and modalities (e.g. budget support, projects) available to supporting GEWE?	✓	✓	✓				✓	
<b>CLUSTER C: ACTORS AND PARTNERS IN DIFFERENT CONTEXTS</b>								
2.3 How far has the EC been able to engage with partner governments and other partners on the promotion of GEWE,			✓	✓		✓	✓	

	Relevance	Impact	Effectiveness	Efficiency	Sustainability	Coordination	Complementarity	Added value
specifically in combating GbV, and to identify the relevant support strategies, including in terms of adapting to different country contexts (conflict, post-conflict, and fragile countries)?								
<b>CLUSTER D: ACHIEVEMENT OF OBJECTIVES</b>								
2.4 How effective is the three-pronged approach (specific actions, cross-cutting issues and political/policy dialogue) used by EC in promoting gender equality. <sup>43</sup> What has helped or hindered effectiveness?		✓	✓		✓			
2.5 To what extent and how have political and policy dialogues contributed towards the realisation of GEWE in partner countries? What has helped or hindered this contribution?		✓	✓		✓			
2.6 How far have specific actions or measures to empower women contributed to redress inequalities and improve gender balance?		✓	✓		✓			
2.7 To what extent and how have EC-supported capacity-building programmes, targeted at national/local governments, regional organisations and civil society, contributed to empowering and enabling these actors to promote GEWE in their respective areas of work?		✓	✓		✓			
2.8 To what extent and how have EC efforts to ensure an effective implementation of UNSCRs 1325 and 1820 on Women, Peace and Security – as well as 1888 and 1889 in fragile conflict or post-conflict countries – contributed to progress towards respect for women's rights?		✓	✓		✓			
<b>CLUSTER E: EC INSTITUTIONAL CAPACITY TO DELIVER</b>								
2.9 To what extent and how has the EC developed its internal capacities to deal effectively and efficiently with GEWE?			✓	✓	✓			
2.10 To what extent and how have the senior and middle management established a conducive overall institutional architecture to deal with gender in an efficient and effective manner?			✓	✓	✓			

<sup>43</sup>In the ToR this question was also included in error under Cluster B. We have included it here as an effectiveness question.

## Evaluation methodology

The evaluation used a diverse set of data collection and analysis methods, which are described below. This diversity is important as it ensures different types of data can be captured in an optimal manner, as some methods are suited to certain types of data collection, or collecting data from certain sources. The diversity also allows for data to be triangulated, thereby bringing increased levels of rigour to the analysis.

### Data collection methods

- **Document review:** in the course of the evaluation, the evaluation team analysed more than 500 documents of different kinds (see Annex 11 for full bibliography). The documents can be characterised as:
  - **Normative and policy documents for the EU and MS**, including the GAP, EC GEWE-related Communications and Regulations, development cooperation policies, gender-specific policies, sector-focused policies for MS;
  - **EU and MS regional and country-level strategic documentation**, such as regional strategy papers (RSPs), country strategy papers (CSPs), national indicative programmes (NIPs), evaluation reports of country programmes, and country-level GAP reports;
  - **EU and MS programming guidelines**, including on addressing GEWE in programming, on budget support, and the Gender Toolkit;
  - **EC programme- and project-level documentation**, including project fiches, project reports, results-oriented monitoring (ROM) reports, budget and sector support financing agreements, evaluations of budget and sector support and project evaluations;
  - **Documentation capturing policy and political dialogue**, where this was made available;
  - **Web resources**, including four websites – capacity4dev,<sup>44</sup> learn4dev,<sup>45</sup> Wikigender<sup>46</sup> and gendermatters.eu<sup>47</sup> – UN Women, and OECD-DAC Gendernet.
- **Mapping of EC GEWE-targeted interventions:** the mapping (Annex 6) provides an overview of the EC's GEWE-targeted financial interventions in the 2007–13 period financed through five geographic and thematic instruments:
  - European Development Fund (EDF)
  - Development Cooperation Instrument (DCI)
  - European Neighbourhood and Partnership Instrument (ENPI)
  - European Instrument for Democracy and Human Rights (EIDHR)
  - Instrument for Stability (IfS).

Challenges with the EC data management systems led to a detailed methodology for the mapping (see Annex 6). This was to ensure that GEWE-targeted financial interventions in the evaluation period could be mapped.<sup>48</sup>

- **CSP and RSP analysis:** the analysis reviewed a sample of 30 EU CSPs and related mid-term reviews and country-level evaluations, 10 CSPs for Spain's Development Cooperation, 8 CSPs for the Netherlands Development Cooperation and 7 EU RSPs, to understand the extent to which they considered gender issues. Each strategy paper was rated using a traffic light system where a red rating means gender neutral (no significant mention of gender equality or women's empowerment), an amber rating means gender sensitive (mention of gender equality as an issue without describing specific actions to address the gender issue identified) and a green rating means gender responsive

---

<sup>44</sup> <http://capacity4dev.ec.europa.eu>

<sup>45</sup> <http://www.learn4dev.net>

<sup>46</sup> [www.wikigender.org](http://www.wikigender.org)

<sup>47</sup> [www.gendermatters.eu](http://www.gendermatters.eu)

<sup>48</sup> The mapping does not include projects where gender is mainstreamed.

(gender issues and specific actions to address them are identified and associated performance indicators included in NIPs). The full CSP analysis is presented in Annex 7.

- **A survey of EUD officials:** the survey was targeted at heads of delegation, heads of cooperation, heads of sectors, programme managers and gender focal points (GFPs) in 50 EUDs; 117 responses were received. The survey aimed to understand:
  - The importance EUDs attach to promoting GEWE in different aspects of their work in partner countries;
  - The extent to which EUDs are able to operationalise their commitments to promoting GEWE in different aspects of their work;
  - The challenges faced by EUDs in operationalising commitments to promoting GEWE.

The full data set resulting from the survey is attached in Annex 9.

**Table 3: Country case studies**

Selected country case studies:

- **Africa:** Burkina Faso, Democratic Republic of Congo (DRC), Ethiopia
- **Asia-Pacific:** Afghanistan, Philippines, Papua New Guinea (PNG)
- **Latin America and Caribbean:** Bolivia, Haiti, Nicaragua
- **EU Neighbourhood Countries:** Morocco, Ukraine

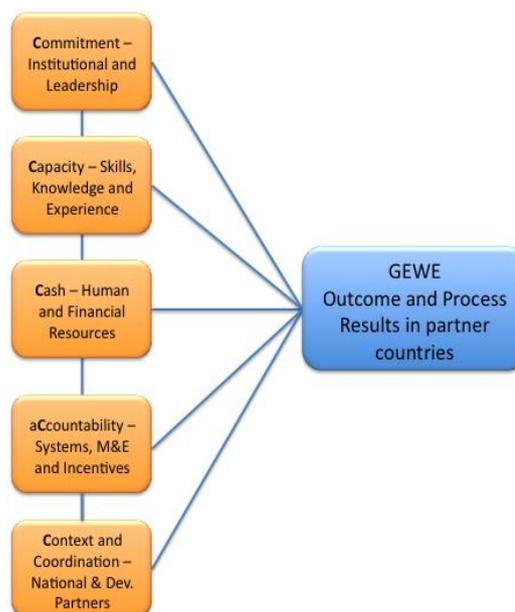
- **Semi-structured interviews:** over the course of the evaluation, more than 300 semi-structured interviews were held with officials in the EEAS and EC Services, SGCID and AECID headquarters, the Ministry of Foreign Affairs of the Netherlands and with partner organisations based in Brussels.
- **Country case studies:** the field phase focused on 11 country case studies (Table 3). The case studies were selected to illustrate different experiences in supporting gender and different country contexts, and to maximise the lesson-learning opportunities from the evaluation. Country visits involved looking at country strategy and its implementation through financial and non-financial instruments – programmes,<sup>49</sup> policy dialogue and political dialogue. The criteria for country selection as set out in the ToR were: (a) importance of EU support in the country; (b) covering all major regions; (c) broader learning potentials; (d) country coverage of earlier and ongoing evaluations; (e) the political and economic context (stable, fragile, post-conflict, etc.); (f) existence of budget support cooperation; and (g) geographical priorities of the MS part of the Reference Group.
- The **purpose** of the country case studies was to learn about the approach adopted by the EU to promote GEWE at the country level, and the results, outcomes and impacts achieved through the mix of financial and non-financial instruments applied. Country case study teams analysed gender mainstreaming in budget support operations (where operational) and selected focal sectors, reviewing up to five gender-specific projects and investigating how gender mainstreaming is resourced and promoted within the EUD and focal MS (where active). The case studies were based on primary and secondary data collection. Primary data collection was conducted during a one to two week country visit, led by a national and international consultant, who conducted individual and small group interviews with stakeholders from the EUD, MS (especially the Netherlands and Spain, where they have active development cooperation programmes), other development partners, national governments, implementing partners, civil society and academia. The full methodology for the country case studies is provided in Annex 5.

## Analytical methods

<sup>49</sup> The evaluation team reviewed a total of 79 programmes and projects during the country visits. In addition, it conducted a desk-review of a further 25 budget support operations. All programmes and projects reviewed as part of the evaluation are listed in Annex 12.

The evaluation team has applied the 5Cs analytical framework to explore the factors contributing to good practice. The analytical framework was developed, based on Danida's gender equality toolbox and a framework used in the Evaluation of Gender Policy Implementation in UNICEF.<sup>50</sup> It centres on five Cs as key factors that contribute to GEWE results (Figure 3):

**Figure 3: The 5Cs analytical framework**



- **Commitment:** institutional commitment in the form of vision, policy and strategy commitments; leadership from the top down through the organisation; and staff commitment throughout the organisation.
- **Capacity:** the EUDs have the capacity to analyse, plan, implement, monitor, report and conduct dialogue in the GEWE area.
- **Cash:** there are financial resources allocated for GEWE programming and GEWE capacities.
- **aCcountability:** institutional mechanisms and processes support and ensure systematic inclusion and reporting of gender equality concerns within the EUD and MS representations.
- **Context and Coordination:** there is a conducive context at a national level.

The 5Cs framework posits that IF there is a combination of:

1. strong institutional **C**ommitment and leadership (through active and visible champions) throughout the organisation for GEWE programme and process objectives;
2. solid GEWE **C**apacities – including skills, knowledge and experience – throughout the organisation;
3. sufficient financial allocations (**C**ash) for GEWE – for programming, systems, processes and internal capacities;
4. systems for institutional **aC**countability in relation to GEWE objectives and commitments;
5. a **C**onducive national context, with national leadership and commitment; as well as coordination and complementarity among the development actors;

...THEN the EU will contribute to a high level of GEWE results at the country level. Varying levels of results may be achieved if only some of the Cs are fulfilled – although these results will be more isolated and achieved less effectively and efficiently. If only one C is fulfilled, the prospects for results are minimal.

The evaluation team has used the 5Cs to analyse evidence for all EQs under Parts 1 and 2 of the evaluation. In the first phase of analysis, the team synthesised evidence from the desk phase and from the country case studies for each EQ. In the next phase, the team analysed this synthesis using the 5Cs framework to draw out preliminary findings against each of the judgement criteria. There is a close fit between the 5Cs and some of the EQs and their judgement criteria and so the framework was easily applied. The team then triangulated the resulting preliminary findings with evidence from other sources such as the EUD survey and CSP analysis to confirm the findings for each judgement criteria and to develop the overall response to the EQ.

As part of the analytical process, the evaluation team identified both examples of GEWE good practice and missed opportunities for deeper analysis. For these, the team again

<sup>50</sup> Danish Ministry of Foreign Affairs (2007); UNICEF (2008).

applied the 5Cs framework to identify success factors and obstacles in achieving gender results.

### Limitations

There were a number of challenges encountered in this complex evaluation. The main challenges and the responses used in the evaluation are set out in Table 4 below.

**Table 4: Challenges encountered in the evaluation**

Challenges	Evaluation response
<p><b>Gaining a historical perspective:</b> few EUD staff were in their current post in 2007 and could not therefore comment on approaches used and results achieved in the early part of the period under evaluation</p>	<p>The evaluation country teams sought to follow up with previous EUD staff members, where they were known, interviewed other experienced stakeholders with a longer-term perspective and collected documentation that provides a more historical perspective, in most cases supported by experienced national consultants</p>
<p><b>Accessing complete documentation:</b> the EC management information system CRIS does not house a full set of documents relating to programmes and projects; documents related to political dialogue were not available</p>	<p>The teams followed up with relevant staff in EUDs and EC headquarters to ensure as full a range as possible of documentation was made available. Where documentation was lacking, the teams relied on contextual documentation, documents from other donors and analyses produced by advocacy and research organisations in-country, as well as interviews with experienced external stakeholders</p>
<p><b>Resistance to meeting case study country teams:</b> in particular, budget support managers, level of engagement around the evaluation of GFPs varied</p>	<p>In most cases the evaluation team was able to use the preparation period to ensure that a full range of interviews were arranged. Where this did not take place, the teams followed up with telephone interviews, interviews carried out by email, and follow-up by the national consultants</p>

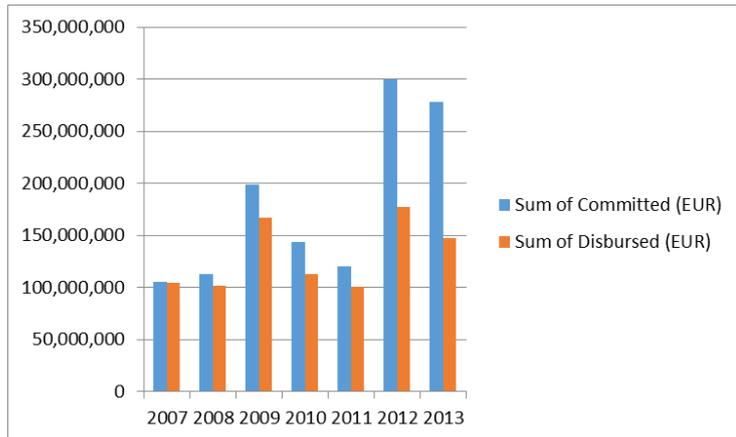
## Section 3: Main Findings and Analysis

### Main findings of the mapping

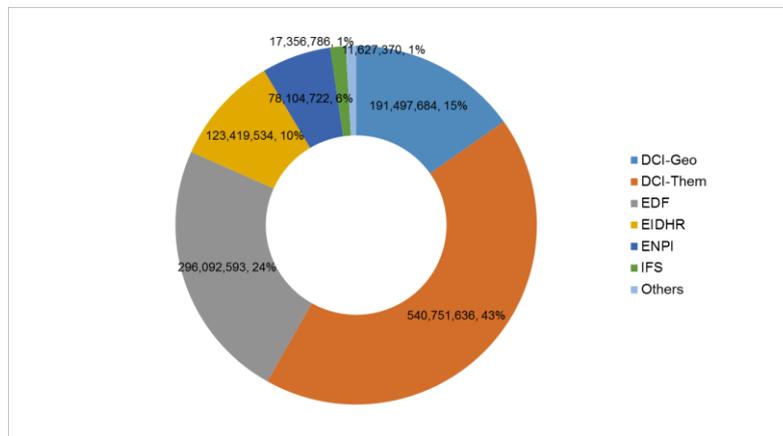
As part of the evaluation, the evaluation team mapped the EC’s financial contribution in gender-targeted interventions in the period 2007–13.<sup>51</sup> This section provides a summary of the main findings from the mapping. The complete mapping report is provided in Annex 6.

**Figure 4: EC GEWE-targeted spend 2007–13, committed and disbursed amounts**

In the period 2007–13, the EC committed a total amount of EUR 1,258,850,326 of GEWE-targeted interventions through 1,995 contracts. This constitutes 2% of the EC’s overall spend in the period. Across the period, the financial investment is increasing overall, although with some variation year on year (Figure 4). The year with the highest value of committed GEWE-targeted contracts was 2012, at almost EUR 300 million.<sup>52</sup>



**Figure 5: Committed value of EC-targeted interventions 2007–13 by instrument**



A total of 58% of EC investment in GEWE in the 2007–13 period came from DCI and a further 24% from the EDF (Figure 5). The main remaining instruments supporting GEWE-targeted interventions include: EIDHR, ENPI and the IfS. The ENPI, IfS and ‘others’ category comprise less than EUR 100 million each of committed values of GEWE-targeted interventions.

The EIDHR leads in terms of the proportion of its overall value committed for GEWE-targeted interventions in the period, at 11% (Table 5). The geographic instruments (DCI geographic, ENPI and EDF) lag behind with only 1%-2% of their combined funding dedicated to GEWE-targeted interventions.

<sup>51</sup> EC Services and EEAS data systems do not allow for the identification of projects where gender is mainstreamed. This mapping therefore captures gender-targeted interventions only, or, using the language of the three-prong approach, gender specific actions.

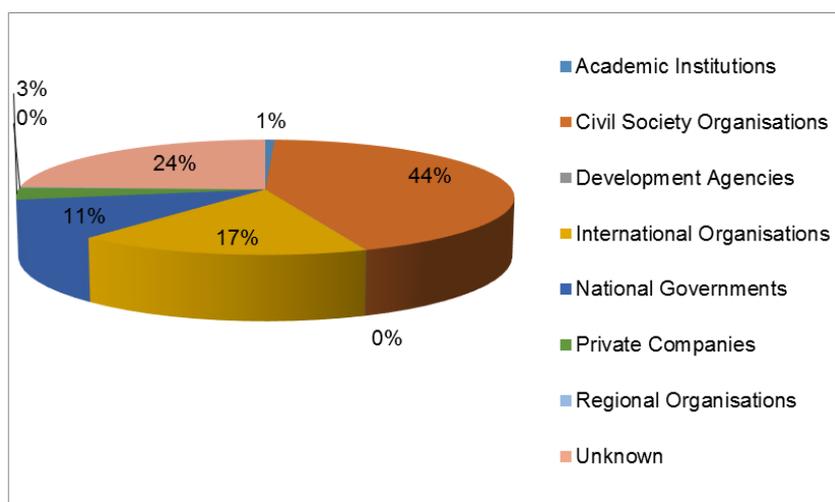
<sup>52</sup> At the time of data collection, a full dataset for 2013 was not available. Figures for 2013 therefore only provide a partial indication of the EC’s GEWE targeted financial investment.

**Table 5: EC GEWE-targeted committed spend as a percentage of total EC financial commitments, by instrument**

Instrument	Total Budget 2007-2013 (EUR)	GEWE Targeted Committed Spend 2007-2013 (EUR)	Percentage
EIDHR	1,100,000,000	123,419,534	11%
DCI-Them	5,577,000,000	540,751,636	10%
DCI-Geo	10,140,000,000	191,497,684	2%
EDF	22,700,000,000	296,092,593	1%
ENPI	11,200,000,000	78,104,722	1%
IFS	2,000,000,000	17,356,786	1%
<b>Grand Total</b>	<b>52,717,000,000</b>	<b>1,247,222,955</b>	<b>2%</b>

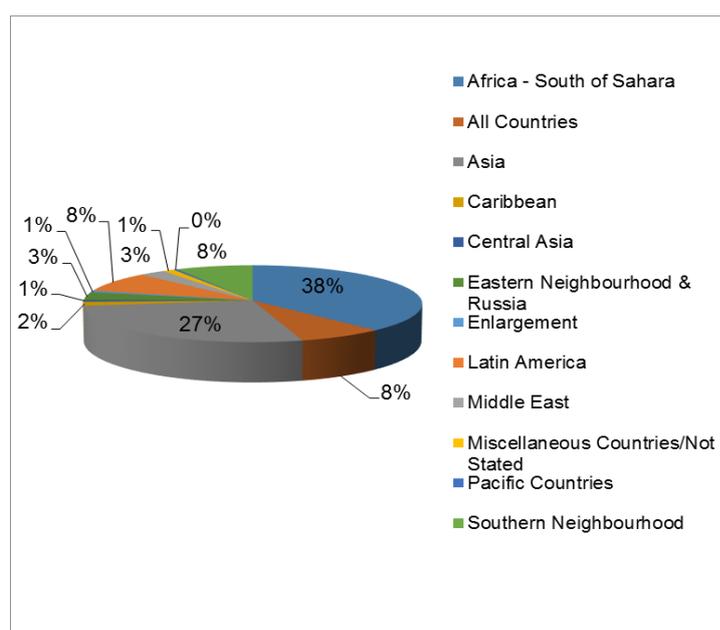
**Figure 6: Contracting partners of EC GEWE-committed contracts 2007–13**

Between 2007 and 2013, the EC committed funding to over 1,000 different contracting partners to implement the 1,995 GEWE-targeted interventions. Civil society organisations (CSOs) received 44% of this funding, comprising 819 different organisations (Figure 6). A total of 17% of the value of GEWE-targeted



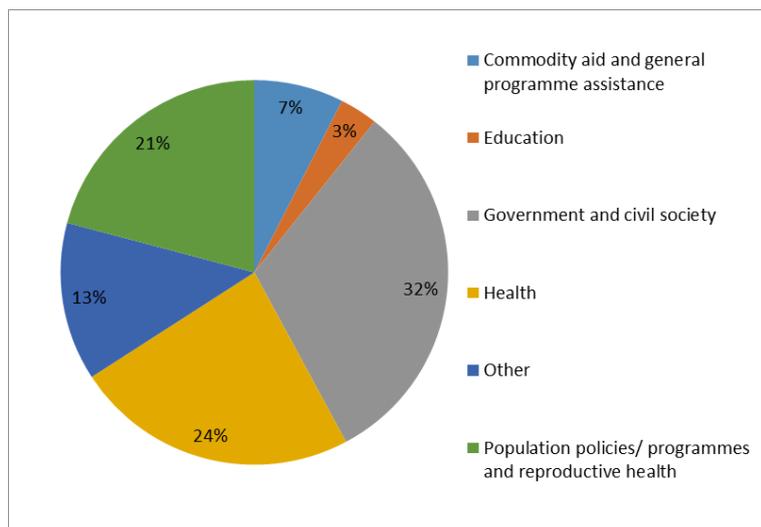
contracts was channelled through international organisations. A total of 46% of this was disbursed to UNICEF and 32% to UNFPA. Only 11% was channelled through national governments.

**Figure 7: Distribution of committed amounts of EC GEWE-targeted contracts by region**



At 38%, sub-Saharan Africa has received the highest value of GEWE-targeted commitments in the period 2007–13. Asia received the next highest value of GEWE-targeted commitments, at 27%. The remaining 35% is shared between all other regions (Figure 7). The top five beneficiary countries of EC GEWE targeted commitments are: India (EUR 108 million), Bangladesh (EUR 77 million), Ghana (EUR 55 million) and Zambia (EUR 52 million).

**Figure 8: Proportion of EC GEWE Contracts 2007–13 by OECD-DAC Sector Categories**



EC contracts in the period 2007–13 support GEWE activities in 23 different sectors.<sup>53</sup> However, of these, over 75% focus on three main sectors: government and civil society (32%), health (24%) and population policies/programmes and reproductive health (21%) (Figure 8). The mapping methodology, which has included contracts containing the words ‘sexual,’ ‘reproductive’ or ‘maternal’ may have resulted in the health-related interventions being over-

represented in the mapping. The relatively low proportion of education sector contracts (3%) is noteworthy given the sector’s obvious importance for GEWE. One might also have expected the education and water and sanitation sectors to contain a higher proportion of EC GEWE-targeted interventions.

### Part 1: Gender mainstreaming in EU development cooperation

**EQ 1.1 a) To what extent and how has the EU succeeded in introducing gender analysis in annual country and regional programming and reviews? b) To what extent are gender analyses reflected in country strategies and in programme and project design and implementation?**

#### Summary response to EQ

EC Services and EEAS have not systematically integrated gender analysis into country strategies and into programme and project design and implementation. The limited technical capacity to commission, manage and utilise gender analysis is an important contributory factor in this. However, the roots go much deeper. This situation is a reflection of the low priority afforded to gender by EC Services and EEAS leaders and senior managers and weaknesses in internal accountability systems which allow major policy commitments to be overlooked at a critical entry point for EU cooperation, country strategies.

EC Services and EEAS have had little more success in consistently introducing gender analysis in annual country and regional programming and reviews. This is logical, given the limited integration of gender analysis into country strategies as one would expect a closely linked chain between gender analysis, strategic objectives, programming and reviews. In the EC Services and EEAS this chain largely does not exist.

Ironically, the missing links between gender analysis, strategic objectives, programming and reviews do not necessarily mean that gender concerns are entirely absent from programming. On the contrary, there are examples where gender analysis in country strategies is weak or non-existent but significant attention is given to gender in some programmes.<sup>54</sup> Where this happens, it is largely due to committed and energetic individuals who are able to drive action.

<sup>53</sup> OECD-DAC definitions of sectors have been used, <http://www.oecd.org/dac/stats/dacandcrscodelists.htm>

<sup>54</sup> Compare for example the CSPs for DRC and Nicaragua with the findings from the case studies in these two countries.

The Netherlands and Spain integrate gender analysis more consistently into country strategies, although more attention is needed to the identification of indicators to monitor progress against GEWE-related objectives. The two countries have adopted very different approaches to the translation of strategic objectives into programming. Spain has made available detailed guidelines to support country missions, while the Netherlands largely leaves this process to the discretion of country missions. With the available evidence it is difficult to determine which approach is the most effective.

### **1.1.1 Extent of gender analysis integration in annual and multi-annual country and regional strategy/programme design processes and reviews**

EC Services and EEAS have had limited success in integrating gender analysis into annual and multi-annual country and regional strategies, as well as programme design processes and reviews. The Netherlands and Spain, the evaluation's two focal Member States, integrate gender analysis more consistently. Evidence suggests that having an appropriate level of skilled expertise to commission, manage and utilise gender analysis is critical to gender mainstreaming in strategy and programming.

Robust gender analysis is an essential ingredient for the mainstreaming of gender concerns in strategy and programmes. In recognition of this, the GAP states that the next generation of CSPs and NIPs will include a gender country profile and have gender mainstreamed.<sup>55</sup> It is only with a nuanced understanding of the critical gender issues in a given context, the windows of opportunity for moving forward certain gender issues, and a knowledge of the partners who can drive that change that decision-makers can make informed choices about strategy and programming priorities for GEWE.

The evaluation team analysed the following strategies to determine the extent of gender analysis underpinning them and whether they were gender neutral, gender sensitive, or gender responsive:<sup>56</sup>

- 30 EC country strategy papers (CSPs)
- 7 EC regional strategy papers (RSPs)
- 7 country strategy papers for the Spanish Development Cooperation
- 8 multi-annual strategic plans for the Netherlands Cooperation.

A summary of findings from the analysis is presented in the graph below with the full analysis presented in Annex 7.

The strategies with partial or comprehensive gender analysis are rated gender sensitive and gender responsive respectively. Those without any gender analysis were rated gender neutral. As Figure 9 demonstrates, 13% of EC CSPs lack any kind of gender analysis, while 8% of EC CSPs have partial gender analysis and only 7% have comprehensive analysis. Of the Dutch and Spanish strategies analysed, all of them except one include either partial or comprehensive gender analysis.<sup>57</sup>

Analysis of the new generation of CSPs for the 11 country case studies indicates some improvements in the integration of gender analysis in EC CSPs. Four of the 11 case study countries, Afghanistan, DRC, Morocco and PNG demonstrate improved gender analysis and mainstreaming in comparison to the previous CSP.

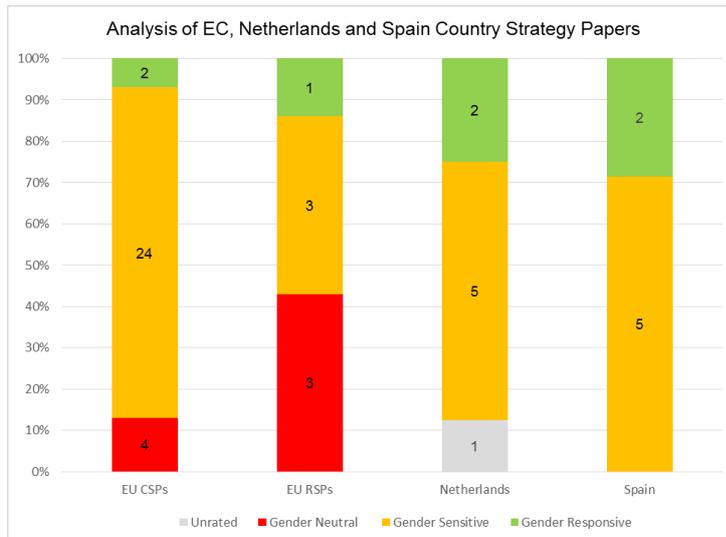
---

<sup>55</sup> Council of the European Union (June 2010) Council Conclusions on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond, 3023<sup>rd</sup> Foreign Affairs Council meeting, Luxembourg, 14 June 2010.

<sup>56</sup> Gender neutral: no significant mention of gender equality or women's empowerment; Gender sensitive: mention of gender equality as an issue without describing specific responses; Gender responsive: Clear activity described which seeks to transform gender norms. Clear connection made between analysis of gender inequality and performance indicators in National Indicative Programmes.

<sup>57</sup> As the Netherlands had taken a decision not to prioritise gender in Palestine the Multi-Annual Strategic Plan for Palestine was not rated.

**Figure 9: Gender sensitivity analysis of EC country and regional strategy papers, and Netherlands and Spain country strategy papers**



Given the EC Services' strong commitments to gender mainstreaming, one would expect all EC CSPs and RSPs to be rated gender responsive. In fact, only 7% of CSPs (2 out of 30) analysed and 14% of the RSPs (1 out of 7) were rated as such. A further 80% of CSPs (24 out of 30) and 43% of RSPs (3 out of 7) were rated as gender sensitive. However, this rating is not as positive as one might assume. It implies that while gender equality issues are mentioned, no specific responses are described, a significant gap in

strategic documents (see footnote 2 for definitions). Finally, 13% of CSPs (4 out of 30) and a significant 43% of RSPs (3 out of 7) make no significant mention of gender equality or women's empowerment whatsoever.

CSPs analysed for the two MS demonstrate greater integration of gender analysis, but there is still room for improvement. Of the eight Dutch Multi-Annual Strategic Plans analysed, two of them, or 25% of the sample, were rated as gender responsive. Five,<sup>58</sup> or 63%, were rated as gender sensitive. For Spain, 29% were rated as gender responsive and the remaining 71% were rated as gender sensitive.

EUD survey findings and key informant interviews conducted during country case studies indicate that technical capacity is one of the critical barriers to full integration of gender analysis into country and regional strategy and programme design processes and reviews. EUD staff reported that their capacity to commission, manage and utilise gender analysis is limited. EUD survey findings support the view that Delegations are poorly equipped to deliver on the EU's ambitious GEWE commitment. While 34% of survey respondents agreed or strongly agreed that relevant staff in their EUD have the skills and knowledge needed to promote gender equality in programming, 33% of respondents slightly agreed with this statement and 24% disagreed.<sup>59</sup>

Our presentation of findings for EQs 1.4 and 2.9 highlights how the EC Services and EEAS have not managed to put in place appropriate human resources to deliver on its GEWE commitments. In contrast, the Netherlands and Spain have managed to resource their GEWE commitments more appropriately, the dividends of which can be seen in more grounded CSPs, with clearer gender strategic objectives and a link to programming.

### ***1.1.2 Extent to which gender issues identified in the analysis are used as the basis for decisions and prioritisation for strategic objectives and programming decisions in line with EC guidance in all countries/regions***

A clear and consistent link between gender analysis, strategy planning and programming is missing in the programming cycle of the EC Services and EEAS. Where GEWE concerns appear in their cooperation is therefore ad hoc and inconsistent. Spain is largely consistent

<sup>58</sup> As the Netherlands had taken a conscious decision not to prioritise gender in Palestine the Multi-Annual Strategic Plan for Palestine was not rated.

<sup>59</sup> EUD survey, Annex 9.

in translating gender analysis into strategic objectives and programmes and the Netherlands does this to some extent.<sup>60</sup>

Our CSP rating system gives an indication of the extent to which gender analysis results in gendered strategic objectives in those CSPs analysed. All those rated as either gender sensitive or gender responsive, or 87% of EC CSPs and 100% of the rated Dutch and Spanish CSPs, make an explicit link. There is however considerable variation among them: only 7% of EC CSPs systematically translate gender analysis into strategic objectives. For the Dutch and Spanish strategies, the figure is 25% and 29% respectively.

The Spanish Cooperation's Manual for the Design, Monitoring and Evaluation of Country Strategy Papers<sup>61</sup> contains detailed steps for mainstreaming gender into country strategies. This manual emphasises the importance of gender analysis to inform country strategic objectives and programmes. Evidence from country case studies suggests that Spanish Cooperation is largely successful in translating gender analysis into strategic objectives and programming decisions.<sup>62</sup> In at least two countries, Bolivia and Nicaragua, the country mission has even developed a Gender Action Plan, which sets out how gender will be mainstreamed in focal sectors and identifies indicators and targets.<sup>63</sup>

The mapping study (Annex 6) prepared for this evaluation helps us determine the extent to which gender analysis informs programming decisions in EC Services development cooperation. One would expect that those CSPs rated as gender neutral would record a low committed amount on GEWE-targeted interventions. Similarly, one would expect gender-responsive CSPs to have a high committed amount on GEWE-targeted interventions. Generally speaking, this is the case (Figure 10). However, there are some noteworthy exceptions. For example, the DRC CSP was rated as gender neutral and yet has a high committed amount for GEWE-targeted interventions. The country case study in DRC substantiates a significant level of GEWE activity.<sup>64</sup> Similarly, the Nicaragua CSP was rated as gender sensitive with its treatment of gender issues patchy. However, the committed amount for GEWE-targeted interventions in the country is comparatively high and the Nicaragua country case study confirms this attention to gender in projects.<sup>65</sup> In contrast, Guatemala's CSP was rated as gender responsive, and yet the country has a low committed amount for GEWE-targeted interventions.

---

<sup>60</sup> CSP Analysis; Country Case Studies for Bolivia, Ethiopia, Morocco and Nicaragua. However, this has not been confirmed through an analysis of financial commitments, as in the case of the EC and so the evidence base is weaker.

<sup>61</sup> Manual for the Design, Monitoring, and Evaluation of the country strategy and partnership frameworks, A practical guide for the integration of equality between women and men in Spanish Cooperation projects, 2013;

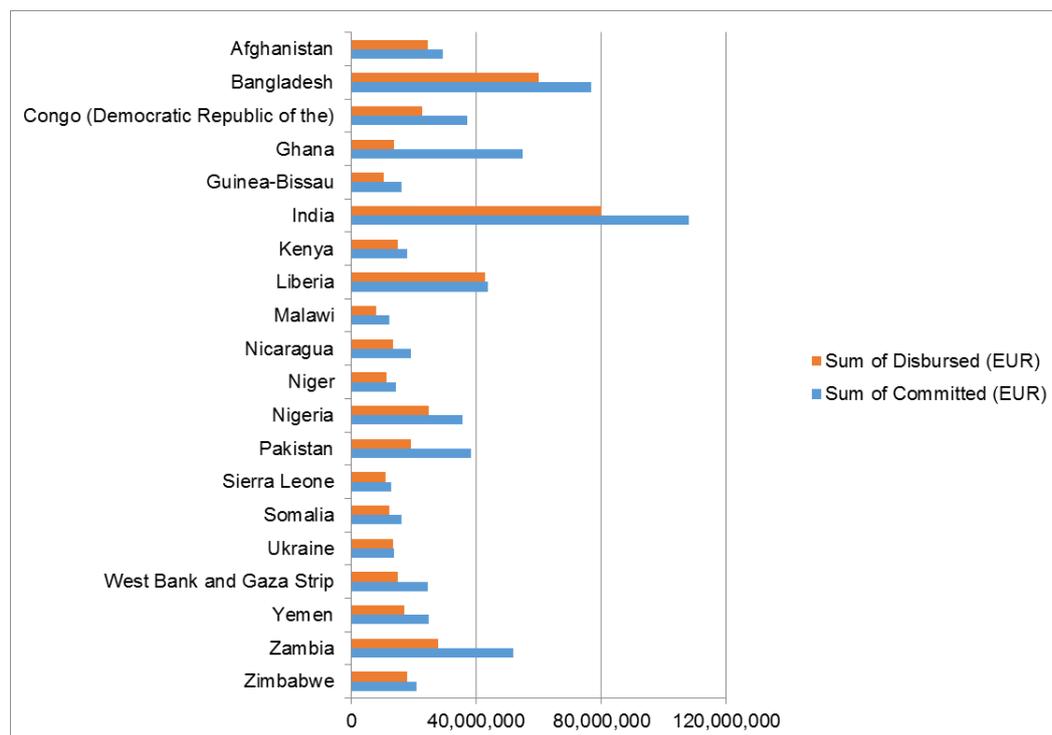
<sup>62</sup> Country Case Studies for Bolivia, Ethiopia, Morocco and Nicaragua. In the remaining two countries, Haiti and the Philippines, the translation of gender analysis into strategic objectives and programming was less obvious.

<sup>63</sup> Country Case Studies for Bolivia and Nicaragua.

<sup>64</sup> The country team found that all 5 sector programmes reviewed were based on some gender analysis, and had gender results and indicators incorporated into their results framework. In addition, the EUD has designed a flagship programme to address GbV, which is based on comprehensive gender analysis and has a detailed results framework with gender sensitive indicators.<sup>64</sup> See DRC Country Note in Volume 3 of this report.

<sup>65</sup> All projects reviewed in the country case study included specific GEWE targeted objectives; Nicaragua Country Note.

**Figure 10: Committed and disbursed amounts for GEWE-targeted interventions in 20 countries**



These findings point to the fact that the EC Services and EEAS do not have basic processes for gender mainstreaming – gender analysis, which inform strategic priorities and programming decision making in place. They also suggest that despite this lack of good process, relevant gender-focused programming can flourish. How is that possible? From the country case studies we can conclude that this is largely due to committed and energetic individuals who are able to drive action in parts of the country programme over which they have influence.<sup>66</sup> Where they have senior level support, more becomes possible, taking gender-focused programming to a different level, as in the case of Morocco and Afghanistan.<sup>67</sup>

### 1.1.3 Extent to which gender analysis has been integrated into country and regional reviews and reporting

Attention to gender in EC Services and EEAS country and regional reviews and reporting is exceptionally limited. This is as one would expect given the limited integration of gender concerns in CSPs. The Netherlands and Spain more consistently ensure that gender is integrated into the country review process, and use gender-sensitive indicators as a basis to report on progress and results.<sup>68</sup>

The GAP states that by 2013 at least 80% of all annual reviews include a gender analysis and that by 2015 all annual country programme reviews include a gender analysis. The country case studies found that EUDs often do not conduct annual reviews, or certainly not consistently.<sup>69</sup> They are however more consistent in conducting mid-term reviews (MTRs).<sup>70</sup>

<sup>66</sup> See for example Country Notes for Afghanistan, Bolivia, DRC and Nicaragua.

<sup>67</sup> Country Notes for Afghanistan and Morocco.

<sup>68</sup> CSP Analysis.

<sup>69</sup> For example, Burkina Faso has not conducted annual reports since 2011, Burkina Country Case Study. Morocco also does not conduct annual reviews, Morocco Country Case Study.

<sup>70</sup> Despite this, from a sample of 30 countries, only 7 had MTRs publicly available. These are Afghanistan, Bangladesh, Nepal, the Philippines, Bolivia, Peru and Morocco.

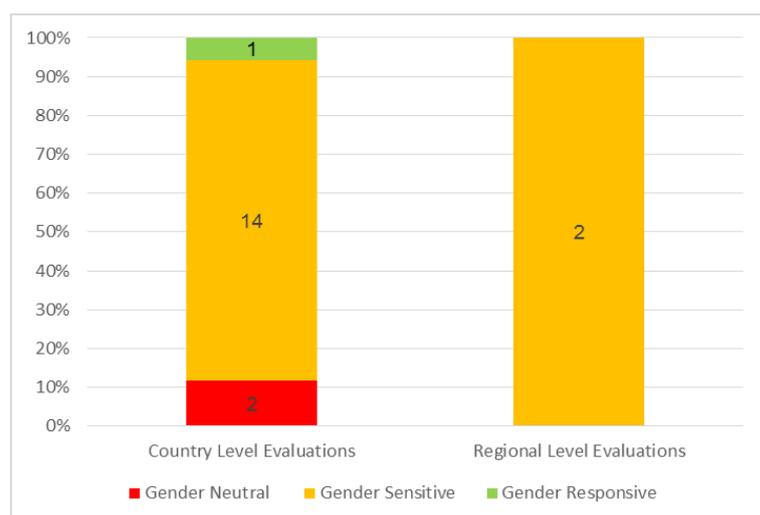
Of the seven EC MTRs reviewed, three were gender neutral, one gender sensitive and three gender responsive (see Annex 8 for full analysis). If we compare the MTR rating with the CSP rating for each of the countries, we find that there is little consistency between the two (Table 6). The CSP and MTR receive the same rating in only one case, Afghanistan. In all the others, the MTR is either more or less gender sensitive than the associated CSP, indicating that a consistent link between strategy focus and review focus does not exist.

**Table 6: Comparison of EC CSP and MTR gender ratings for seven countries**

Country	CSP gender rating	MTR gender rating
Afghanistan	Gender sensitive	Gender sensitive
Bangladesh	Gender sensitive	Gender responsive
Bolivia	Gender sensitive	Gender neutral
Morocco	Gender sensitive	Gender responsive
Nepal	Gender sensitive	Gender neutral
Peru	Gender sensitive	Gender neutral
The Philippines	Gender sensitive	Gender responsive

From our sample of 30 EC CSPs and 7 EC RSPs, fourteen and 2 respectively have been evaluated in the period of this evaluation. In addition, 3 countries have evaluated budget support operations. Our analysis of these 19 evaluations highlights that only one of them is gender responsive, analysing both whether and how gender has been mainstreamed and the contribution to GEWE results (Figure 11). The large majority of them (84%) are rated as gender sensitive, mentioning gender equality as an issue, without describing specific responses. Two CSPs were rated as gender neutral making no significant mention of GEWE. Annex 8 provides the full findings of the Country Strategy Evaluation analysis.

**Figure 11: Gender sensitivity of EC country and regional evaluations**



Given the patchy integration of gender into EC CSPs and RSPs, these findings are hardly surprising. If GEWE commitments were clearly articulated within CSPs and RSPs, especially in their indicators, this would provide a clear framework for gender analysis in annual reviews and MTRs. In the absence of this, gender concerns are unlikely to be prioritised, even more so with the technical capacity constraints discussed under judgement criteria 1.1.1.

The Dutch and Spanish CSPs always include an assessment of progress and results under the previous CSP. In line with the gender focus in the CSP, the progress reviews also address gender issues.<sup>71</sup>

The Spanish Cooperation has explicit guidance on addressing gender in evaluations<sup>72</sup> and expects every CSP evaluation to have a gender focus. The organisation's efforts are evaluated through CSP evaluations. However, there is no overarching framework for findings to feed into. As a result, it is likely to be challenging for the organisation to synthesise and report on total GEWE results achieved.

**EQ 1.2 To what extent and how have the EU and MS contributed to gender mainstreaming in the various EU dialogue processes and consultations with third countries and regions?**

**Summary response to EQ**

Gender issues receive limited attention in EU dialogue processes and consultations with partner countries, although the number of times they are addressed is increasing. There are some strong examples of how the EU and MSs have incorporated gender into policy and political dialogue processes with third countries and regions, but these do not constitute an organisation-wide response to the GAP commitments.

The national context is a critical factor in determining the space for gender-focused political and policy dialogue. This however should not be seen as an excuse for inaction by the EU. Rather, it is the very reason why political and policy dialogue should be founded on robust political economy and gender analysis, which can aid decision making on when, with whom and how to engage.

Political economy and gender analysis requires specific expertise to undertake and use. This kind of expertise is scarce in most EUDs but is essential if EUDs and their partners are to effectively tailor their dialogue interventions and achieve maximum effect.

EUDs often engage in consultation and coordination with CSOs and development partners but this interaction is primarily focused on information sharing, especially with CSOs. This is a missed opportunity and demonstrates a lack of understanding on how certain partners can be allies in achieving one's political and policy objectives. Mapping partner organisations and understanding their influence is an important part of the analysis that needs to underpin political and policy dialogue.

**1.2.1 Extent to which gender issues have featured in sector-level policy dialogue**

The GAP<sup>73</sup> states that results from political dialogue should be followed up in policy dialogue and that the latter should cover a full range of issues from health, education, environment, governance, water, sanitation, and infrastructure, to management of migration and food security.

GAP annual reports indicate a low but increasing number of EUDs that have included gender in one or several policy dialogues with national authorities between 2011 and 2012.<sup>74</sup> Of the 139 EUDs globally,<sup>75</sup> 32 of them reported including gender in policy dialogue in 2011, rising to 49 in 2012. In 2013/2014, this number tapered off to 45 EUDs.<sup>76</sup> EUD staff are more positive about the extent to which gender equality is addressed in policy dialogue. Over 40%

<sup>71</sup> CSP Analysis.

<sup>72</sup> Evaluation Policy of the Spanish Cooperation, 2013.

<sup>73</sup> Council of the European Union (June 2010) Council Conclusions on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond, 3023<sup>rd</sup> Foreign Affairs Council meeting, Luxembourg, 14 June 2010.

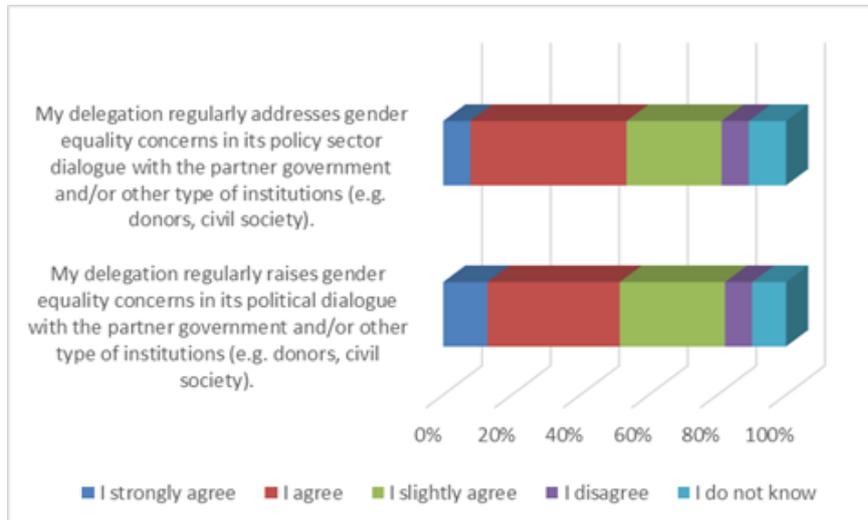
<sup>74</sup> EC (2012) Commission Staff Working Paper 2012, Report on the Implementation of the 'EU Plan of Action on Gender Equality and Women's Empowerment In Development 2010–15' Brussels, 28.11.2012 SWD (2012) 410 final; EC (2013) Commission Staff Working Paper 2013, Report on the Implementation of the 'EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010–15' Brussels, 25.11.2013 Devco.b.1.dir(2013)376335'1;

<sup>75</sup> [http://www.eeas.europa.eu/delegations/index\\_en.htm](http://www.eeas.europa.eu/delegations/index_en.htm), accessed 13 February 2015.

<sup>76</sup> EC (2015) Commission Staff Working Document, 2014 Report on the Implementation of the EU Plan of Action On Gender Equality and Women's Empowerment in Development 2010–15, Brussels, 27.01.2015, SWD (2015) 11 final

of survey respondents either agreed or strongly agreed that their EUD regularly addresses gender equality concerns in sector dialogue, and just under 30% slightly agreed that this was the case (Figure 12).<sup>77</sup> The main sectors where this policy dialogue occurs are typically health, education, water and sanitation, and rural development. However, GEWE is increasingly addressed in dialogue concerning the private sector, justice sector, governance, gender budgeting or sectoral budget support programmes.

**Figure 12: Addressing gender equality in policy and political dialogue**



The 11 country case studies confirm that EUDs are taking forward active policy dialogue with partners across a range of sectors. That said, of the 11 countries, only Afghanistan has systematically mainstreamed gender into all dialogue processes, and into political dialogue as well as policy dialogue.<sup>78</sup> A number of

EUDs have missed the opportunity to use policy dialogue to influence government action on GEWE. For example, in Bolivia, EC Services and two MS (Spain and Sweden) have supported two large sectoral initiatives, yet neither applied a gender perspective in dialogue processes. The EC Services and Sweden focused political dialogue in the water and sanitation sector budget support on adaptation and climate change. In the Spanish/EC Services justice sector programme the lack of gender mainstreaming meant missing the opportunity to influence the judiciary system to address GbV.<sup>79</sup>

The country case studies indicate several drivers for a gender focus in EUD policy dialogue with national government. In some cases, such as Afghanistan and Morocco, it is the express objective of the EUD itself, as part of its country cooperation.<sup>80</sup> In others, it can be the result of pressure from national government.<sup>81</sup> In others still, it can be the result of an active donor community, which prioritises GEWE (Figure 13).

<sup>77</sup> EUD Survey.

<sup>78</sup> Afghanistan Country Case Study.

<sup>79</sup> Bolivia Country Case Study.

<sup>80</sup> Country case studies for Afghanistan and Morocco.

<sup>81</sup> As in Morocco. However, gender-focused policy dialogue is also part of the EUD's cooperation strategy, and so we see multiple drivers in a particular context, with one supporting the other. Morocco Country Case Study.

**Figure 13: Donor coordination as a driver for GEWE in policy dialogue**

In Ethiopia, coordinated action from a number of donors with an interest in gender has ensured gender issues receive considerable attention in sector dialogue with government. For example, to ensure gender was appropriately mainstreamed in the flagship government programme Productive Safety Net Programme (PSNP) donors engaged in a number of complementary activities:

- CIDA commissioned a gender study (PSNP Gender Study, 2008) and an evaluation of the programme's impact on food security (Ethiopia Strategy Support Programme II Evaluation of Ethiopia's Food Security Program: documenting progress in the implementation of the productive safety nets programme and the household asset building program (2013);
- The EUD supported the development of the next phase of the PSNP, with technical support from the EU/UN Women/ITC-ILO's F4GE, resulting in an action plan to tackle gender mainstreaming bottlenecks;
- The World Bank used the action plan resulting from the EUD's support as part of its loan documentation in support of PSNP.

The quality of policy dialogue is harder to assess. In some countries, policy dialogue defaults to a focus on women, rather than gender equality. For example, in Nicaragua, EUD policy dialogue is rather narrow, with discussions limited to achieving parity and/or inclusion of women beneficiaries, although it must be recognised that the context for policy dialogue in Nicaragua is exceptionally challenging.<sup>82</sup> Limited EUD capacity for gender-focused policy dialogue also constrains what can be achieved.<sup>83</sup> Gender is seen as the remit of the GFP, but opportunities for GFPs to be involved in wide-ranging sectoral dialogue are limited. Finally, some resistance on part of some EUDs to mainstreaming gender in dialogue processes can also be observed. In Burkina Faso for example, the EUD explained the lack of attention to gender in policy dialogue a result of government's disinterest in this area. However, evidence was found of clear efforts by government to integrate a gender approach into different government departments, notably through its national gender policy and poverty reduction strategy.<sup>84</sup>

### ***1.2.2 Extent to which consultations on gender issues with civil society, UN country teams and other stakeholders inform policy dialogue***

The GAP<sup>85</sup> expresses the importance for EU dialogue to benefit from the input of CSOs, including women's organisations and other relevant stakeholders, such as the UN country teams. These organisations are an important part of the national context and for effective cooperation it is important that EUDs are not only in touch with but also working with external partners to drive change for gender equality.

Many EUDs and MSs hold consultations on gender issues with civil society and to some extent, they inform policy dialogue. The 2012 GAP Annual Report reported that of the 139 EUDs globally, 45 EUDs had at least undertaken some consultations with civil society and non-state actors on gender equality. In 2014, this figure had risen to 58. However, only nine EUDs report that gender is a fixed agenda item in their regularly organised forums, while another 28 state that they hold regular meetings on gender with CSOs. The remainder note

<sup>82</sup> Nicaragua Country Case Study.

<sup>83</sup> Country Case Studies for Burkina Faso and DRC.

<sup>84</sup> Burkina Faso Country Case Study.

<sup>85</sup> Council of the European Union (June 2010) Council Conclusions on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond, 3023<sup>rd</sup> Foreign Affairs Council meeting, Luxembourg, 14 June 2010.

that gender is increasingly raised and a recurrent issue, though not necessarily a formalised topic of consultation.<sup>86</sup>

#### Figure 14: CSO consultations informing policy dialogue<sup>87</sup>

In Armenia, recent EUD consultations with civil society partners were effective in increasing the engagement with civil society to identify human rights problems and to develop proposals to tackle these problems. The problems identified included recognition of the need to update the Action Plan on Domestic Violence, to develop specific legislation on GbV and to improve access to services for survivors of GbV. The results of the consultations were used to formulate budget support conditions on human rights protection, as well as capacity-building measures.

All EUDs in the 11 country case studies hold regular meetings with CSOs and other stakeholders, but only in 4 countries is there evidence of this consultation informing policy dialogue (Figure 14).<sup>88</sup> Feedback from CSOs on the quality and effectiveness of these consultations is mixed. For example, EUD consultations with CSOs in Morocco have enabled CSOs to contribute to

the draft indicators for budget support to the Moroccan Plan for Gender Equality,<sup>89</sup> which finally included an indicator on CSO consultation. At the same time, CSOs talk of a lack of reciprocity from the EUD in terms of information sharing, the time burden of consultations and the lack of EUD funding for CSOs to support this kind of engagement.

EUD consultations with gender-focused donor coordination groups are more regular and consistent.<sup>90</sup> Their effectiveness is, however, variable. The coordination groups often do not go beyond information sharing. In isolated cases, they are used to aid donors to 'speak with one voice' to national government and to increase leverage with government (see Figure 8).<sup>91</sup>

The limited extent and effectiveness of consultations with CSOs suggests two possibilities: (a) either that EUDs do not appreciate the importance of understanding and working with the wider development context to further GEWE objectives; or (b) that they do not see either CSOs or other development partners as a vital part of that context. Both possibilities are troubling as they suggest that EC Services and EEAS cooperation will continue to be poorly tailored to the context and that critical opportunities for driving GEWE will be missed.

#### 1.2.3 Extent to which gender issues identified have been incorporated into political dialogue

The GAP states that gender equality should be systematically addressed in political dialogue with partner countries and cover the implementation of international legal obligations on women's rights, civil and political rights, as well as the implementation of economic, social, cultural and labour rights. It also states that the specific focus of the dialogue should be defined on the basis of context, urgency and EUD objectives, or in line with the relevant modalities such as the EU Guidelines on human rights dialogues and consultations, which include the need to address priority issues such as women's rights.

GAP annual reports show an overall increase in political dialogue on gender equality with partner countries since 2010 but less than 50% of EUDs report doing this: in 2011, 38 EUDs reported raising gender equality at least once in political dialogue; rising to 66 in 2014.<sup>92</sup>

<sup>86</sup> EC (2015) Commission Staff Working Document, 2014 Report on the Implementation of the EU Plan of Action On Gender Equality and Women's Empowerment in Development 2010–15, Brussels, 27.01.2015, SWD (2015) 11 final.

<sup>87</sup> Armenia Country Case Study.

<sup>88</sup> Armenia, Burkina Faso, Morocco and PNG; Country Case Studies.

<sup>89</sup> They now include an indicator on CSO consultation; Morocco Country Case Study.

<sup>90</sup> 10 Country Case Studies. Haiti is the only country case study where a functional gender focused donor coordination group was not found.

<sup>91</sup> Country Case Studies for Afghanistan, DRC, Ethiopia and the Philippines.

<sup>92</sup> EC (2011) Commission Staff Working Paper 2011 Report on the Implementation of the 'EU Plan of Action On Gender Equality and Women's Empowerment In Development 2010–15' Brussels, 23.11.2011 SEC(2011) 1437 final; EC (2015) Commission Staff Working Document, 2014 Report on the Implementation of the EU Plan of Action On Gender Equality and Women's Empowerment in Development 2010–15, Brussels, 27.01.2015, SWD (2015) 11 final.

EUD staff are relatively positive about the extent to which their EUD raises gender equality in political dialogue. A total of 40% of EUD survey respondents agreed or strongly agreed that their EUD regularly raises gender equality issues in political dialogue (Figure 12). A further 30% slightly agreed that this was the case. The extent to which EUDs mainstream gender into political dialogue is highly variable, ranging from gender issues not being addressed at all, as in Ethiopia,<sup>93</sup> to limited focus on dialogue with narrow partner group, as in the DRC,<sup>94</sup> to gender being a priority, as in Afghanistan and Morocco.<sup>95</sup>

One of the critical constraining factors to gender-focused political dialogue is the national context. Gender-focused political dialogue often touches on sensitive issues. There is no easy way for EUDs to determine what is the 'right' amount of pressure on a given issue at a given time in a given context (Figure 15). However, robust political economy and gender analysis can aid decision making on the gender issues, which may have traction within a given context. This kind of analysis requires a specific expertise and skills, not only to undertake the analysis, but also to utilise the findings in policy dialogue. This kind of expertise is largely lacking in EUDs.<sup>96</sup>

**Figure 15: The sensitivities of political dialogue<sup>97</sup>**

In **Afghanistan**, the EU has proactively promoted the UNSCR 1325 National Action Plan. While most development partners have appreciated this leadership, the UN has cautioned that the EU may have pressed the Government too much. Similarly, the EU, and most MS, the US and other development partners have pushed for the Elimination of Violence Against Women law to be passed by Parliament, despite warnings that this could lead to a backlash. Parliament was resistant to the law and eventually rejected it, with some conservative MPs declaring it as un-Islamic.

Between 2005–08, using general budget support as the basis, the EU and other donors in **Nicaragua** had built up substantive political dialogue on national gender equality policy and domestic violence against women. When budget support was suspended in 2009 due to donor concerns over worsening governance context, the space for dialogue on gender issues such as domestic violence became much more constrained.

**EQ 1.3 To what extent and how (through gender-specific activities and gender-responsive indicators) is gender equality mainstreamed in all EU-funded programmes/projects, including budget support?**

**Summary response to EQ**

EC Services have not mainstreamed gender systematically in development cooperation. The extent to which gender equality has actually been mainstreamed into programmes and projects is difficult to determine as the gender marker is not robust. Analysis of the use of gender-sensitive indicators in budget support suggests that gender mainstreaming in these operations is limited although performance is better in sectors traditionally associated with gender concerns (e.g. health and education).

Guidance materials to aid gender mainstreaming in programmes and projects, including budget support, are not well tailored to the needs of staff or specific country contexts. Some

<sup>93</sup> Ethiopia Country Case Study.

<sup>94</sup> DRC Country Case Study.

<sup>95</sup> Country Case Studies for Afghanistan and Morocco.

<sup>96</sup> 11 Country Case Studies.

<sup>97</sup> Country Case Studies for Afghanistan and Nicaragua.

give inadequate attention to gender mainstreaming considerations;<sup>98</sup> others are so extensive as to be not accessible and easy to apply.<sup>99</sup> Awareness of these tools remains a problem.

However, the challenges go much deeper. Many staff have not understood the importance of mainstreaming gender in their work, both from the perspective of delivering on EU policy and obligations, as well as from the perspective of good development practice. Given that EC Services leadership and management have not clearly communicated GEWE priorities to staff, this is not surprising. But it is also a consequence of how staff perceive their role in and contribution to development. In several cases, EUD staff reported that the extent to which they can integrate gender issues in their work depends on the willingness of partners. To some extent this is true, but it overlooks some development agencies influential roles.

### **1.3.1 Extent to which guidance on gender mainstreaming for projects and programmes, sector and general budget support exists and is applied**

EC Services guidance on gender mainstreaming for projects and programmes, general and sector budget support consists of: Guidance note on the G-Marker,<sup>100</sup> the Gender checklist,<sup>101</sup> the Toolkit on mainstreaming gender equality in EC development cooperation,<sup>102</sup> and Budget Support Guidelines.<sup>103</sup> The first two are the most well-known among EUD staff but there is a significant proportion of staff who either are not aware of them or do not make use of them.<sup>104</sup>

In terms of guidance on gender mainstreaming, the 2012 General Budget Support (GBS) guidelines have taken a step backwards, compared to those of 2007. The latter have some emphasis on gender. For example, the GBS guidelines stress the importance of addressing MDG 3 on gender equality and women's empowerment, and contain various suggestions on tools and techniques for assessing gender issues through the budget and by gender mainstreaming. Both the GBS and the SBS guidelines suggest that gender issues could be taken into account in the choice of performance indicators for the disbursement of variable tranches of funds. The SBS guidelines incorporated further direction on addressing gender equality through additional gender-sensitive indicators, gender working groups, monitoring and stakeholder involvement. In contrast, the 2012 Budget Support guidelines only highlight gender as being an issue to be incorporated into sector reform contracts, with gender not included in good governance and development contracts or guidelines for state-building contracts.<sup>105</sup> Gender is mentioned in terms of ensuring that sector reform contracts result in equitable access to service delivery 'particularly [for] women and children'. It is noted that 'indicators can have targets disaggregated by gender' when there are disparities in service delivery.<sup>106</sup> In both sets of guidelines, gender mainstreaming through the identification of gender-sensitive indicators is *not mandatory*.

<sup>98</sup> For example, EC (2012) Budget Support Guidelines: Programming, Design and management: A modern approach to budget support, Tools and methods series.

<sup>99</sup> EC (2004) Toolkit on mainstreaming gender equality in EC development cooperation. At over 100 pages the first section of the Toolkit on concepts and methods for gender mainstreaming is off-putting to those with limited time, knowledge and experience of gender mainstreaming.

<sup>100</sup> EU Gender Advisory Services (2012) Guidance Note on the G-Marker.

<sup>101</sup> Annex VI, Commission Staff Working Document, Annex to the Communication from the Commission to the European Parliament and the Council, Gender Equality and Women Empowerment in Development Cooperation, [COM 2007 100 Final], Commission of the European Communities, 2007.

<sup>102</sup> EC (2004) Toolkit on mainstreaming gender equality in EC development cooperation.

<sup>103</sup> EC (2012) Guidelines on the Programming, Design and Management of General Budget Support: Tools and Methods, guidelines 1, EC 2007; Budget Support Guidelines: programming, design and management: a modern approach to budget support, tools and methods series.

<sup>104</sup> EUD Survey.

<sup>105</sup> The 2012 Budget Support Guidelines revised terminology for budget support operations: sector budget support became sector reform contracts; general budget support became Good Governance and Development contracts; budget support in fragile contexts are referred to as State Building Contracts.

<sup>106</sup> EC (2012) Guidelines on the Programming, Design and Management of General Budget Support: Tools and Methods, guidelines 1, EC 2007; Budget Support Guidelines: programming, design and management: a modern approach to budget support, tools and methods series, p16.

Gender is not consistently mainstreamed across all EC Services-funded programmes and projects in any of the case study countries, although there is more evidence of mainstreaming within particular sectors such as health and education.<sup>107</sup> Where gender does feature in EUD cooperation is extremely patchy (Figure 16).

**Figure 16: Varying success in gender mainstreaming in EUD cooperation<sup>108</sup>**

**Afghanistan:** of the 11 case study countries, the EUD in Afghanistan has had most success in mainstreaming gender in programmes and projects, and in strategic dialogue with partners. Of 271 contracts signed by the EUD between 2010 and 2013, 46% (122) had gender as a significant or principle objective, with 70% of ongoing projects with CSOs focusing on women's rights (and especially GbV). More could still be done, including by improving gender mainstreaming within the pooled funds for the Afghanistan Reconstruction Trust Fund.

**Armenia:** all the programmes and projects and budget support reviewed during the mission are gender-blind and gender-insensitive throughout the programming cycle.

**Burkina Faso:** gender is not consistently mainstreamed across programmes, projects or budget support. In the EUD's support for the Sector Policy for Water and Sanitation there are no specific gender-related objectives or indicators, despite government policy containing some. The situation is different in the EUD's support to the rural development sector: gender is given more attention and the EUD makes a point of raising gender during monitoring visits.

An analysis of the 11 country case studies highlights some of the factors which enable gender mainstreaming in programmes and projects:

- **A supportive national context:** this ensures that work on GEWE is expected by partners and either facilitates EUD GEWE initiatives, as in the case of Morocco,<sup>109</sup> or prompts them, as in the case of Burkina Faso.<sup>110</sup>
- **Commitment and skills of individuals within EUDs:** within a broader context of a failure to institutionalise gender mainstreaming, GEWE activity is the result of committed individuals, who are able to drive action within their own spheres of influence.<sup>111</sup> In most cases, this is the GFPs. More tends to be achieved when Head of Delegations are also engaged, as in the case of Afghanistan<sup>112</sup> and Morocco.<sup>113</sup>
- **A coordinated group of donors and development partners active in supporting GEWE within the national context:** this increases the leverage of international organisations in contexts which are less supportive to GEWE. It also facilitates knowledge sharing between organisations, which can help overcome some of the capacity constraints EUDs commonly face.<sup>114</sup>

Budget support guidelines give limited attention to gender but most programme design does not comply even with these modest expectations, particularly the GBS programmes designed under the 2007 guidance. Compliance with the limited guidance on addressing gender in budget support operations has been patchy and inconsistent across countries. In Burkina Faso, Malawi, Mozambique and Sierra Leone, the instructions requiring the use of gender-disaggregated indicators was complied with in some education indicators, whereas in Ghana, Uganda and Haiti, the instruction was not complied with. For the same programmes, there is no evidence of use of the wider set of tools and techniques identified in the guidelines for addressing gender issues through the budget and gender

<sup>107</sup> 11 Country Case Studies.

<sup>108</sup> Country case studies for Afghanistan, Armenia and Burkina Faso.

<sup>109</sup> Morocco Country Case Study.

<sup>110</sup> Burkina Faso Country Case Study.

<sup>111</sup> See for example Country Case Studies for Bolivia, Burkina Faso, DRC, Ethiopia and Morocco.

<sup>112</sup> Afghanistan Country Case Study.

<sup>113</sup> Morocco Country Case Study.

<sup>114</sup> DRC Country Case Study.

mainstreaming. Evidence of the use of other gender-sensitive indicators for GBS variable tranche is also limited.

The SBS guidelines<sup>115</sup> state that proper attention should be paid to gender equality issues and that indicators should be gender disaggregated to provide evidence of GEWE performance. Of the case study countries, only Bolivia and Morocco have done this systematically. The EUDs report this approach to be on their own initiative and in response to demands by the government, rather than for the purpose of complying with the guidelines.<sup>116</sup> Many other EU SBS programmes did not comply with the need for performance assessment at all (see JC 1.3.2 below); no transport, agriculture or water and sanitation programmes used gender-sensitive indicators or required gender-disaggregated data.

### ***1.3.2 Extent to which general and sector budget support programmes incorporate gender-disaggregated indicators and gender equality performance indicators***

There has been limited and inconsistent use of gender-disaggregated indicators in EU-funded budget and sector budget support, despite this being a commitment in the GAP. The education sector uses gender-disaggregated indicators most frequently. Of the 39 budget support programmes reviewed, gender equality performance indicators have been included in only two them, both SBS.

The most common performance indicators disaggregated by gender used in the 12 GBS programmes reviewed<sup>117</sup> are those relating to achievement at primary school level (e.g. net enrolment for girls and boys, completion rates for girls and boys). These are found in 4 of the 12 GBS programmes.<sup>118</sup> In most cases only one or two primary education performance indicators were disaggregated by girls and boys, but others could also have been (assuming data was available).

In some cases, the lack of gender-disaggregated indicators is clearly a missed opportunity by the EUD. For example, in Uganda's MDG Contract programme, indicators related to primary education were included in the EU performance indicators but were not gender disaggregated, even though the indicators they were based on in the GBS performance assessment framework were disaggregated by gender.

Of the 26 SBS programmes reviewed, more than half of them did not include gender-disaggregated indicators, despite it being potentially possible to do so (assuming data was available). None of the five transport SBS programmes included any reference to gender or gender-disaggregated indicators, despite them including employment creation components and all involved road building.

As with GBS, in SBS, gender-disaggregation was most frequently found in indicators relating to the education sector, with no evidence of systematic use in other sectors. Of the five education sector programmes reviewed,<sup>119</sup> only two of them had gender-disaggregated indicators, both of them in Morocco. Only two SBS programmes used gender equality indicators, those in Bolivia and Morocco (Figure 17).

<sup>115</sup> EC (2007) Guidelines on the Programming, Design and Management of General Budget Support: Tools and Methods, guidelines 1.

<sup>116</sup> Country case studies for Bolivia and Morocco.

<sup>117</sup> GBS programmes were reviewed in: Burkina Faso (Budget Support to Growth and Poverty Reduction (2009–14)); Ghana (the Ghana MDG Contract (2009–14) and Poverty Reduction Support Programme 3 (2007–09)); Haiti (Programme of General Budget Support for the Reconstruction of Haiti and Poverty Reduction); Malawi (Poverty Reduction Budget Support, Phase 2 and 3, Food Facility to Address the Budgetary and Social Impact of Soaring International Food Prices (2009–10)); Mozambique (Poverty Reduction Budget Support III (2006–07) MDG Contract (2009–14)); Sierra Leone (Multi-donor Budget Support for Economic Stabilisation (2009–11)); and Uganda (MDG Contract (2008/9–10/11)).

<sup>118</sup> These countries are Burkina Faso, Malawi, Mozambique and Sierra Leone. Ghana has no performance indicators mentioned in the financing agreement, so it is not known what was included in practice for its two GBS programmes. One GBS programme, which had no performance indicators used as disbursement criterion, also relates to a food facility to address high international food prices in Malawi.

<sup>119</sup> These comprised: one literacy programme (Morocco) and three primary education programmes (Nepal, Bangladesh and Morocco) and one technical and vocational education and training programme in Armenia.

**Figure 17: Good practices in gender mainstreaming in budget support**

**Morocco:** Budget support operations in Morocco consistently incorporate sex-disaggregated and gender equality performance indicators. Under the Promotion of Equity and Equality between Men and Women – Support to the Government Plan for Equality (2012), all indicators were gender disaggregated. The EUD rigorously analysed each performance indicator and where they were not met (e.g. in the case of the draft bill on domestic violence) funds were not disbursed. In the first phase of sector budget support for the National Initiative for Human Development (INDH), two gender equality indicators were included: (a) income-generating activities that benefit associations, cooperatives or groups in which women are the majority of members increases; and (b) female representation in local development committees in rural areas.

**Bolivia:** two of the EC’s budget support programmes in Bolivia robustly mainstream gender: budget support for alternative development and budget support for **improving the financial and fiscal environment for micro-enterprises and SMEs. The former includes** gender-disaggregated targets for beneficiaries and one indicator addressing gender equality (the ‘number of women taking up vocational training’). The latter includes gender-disaggregated indicators and one gender equality indicator addressing ‘leadership and the exercise of power by executive women’. Conditions for variable tranches are linked to performance of these indicators.

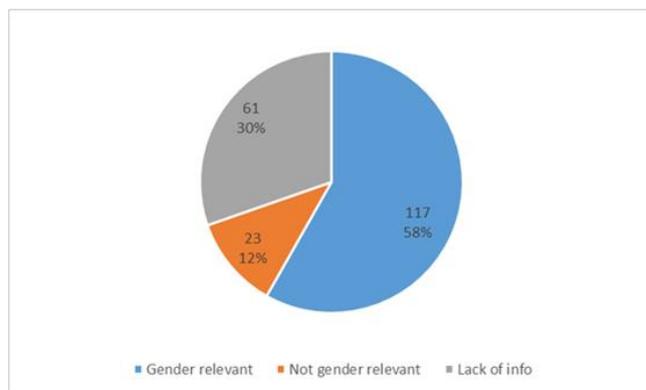
The budget support guidelines and the limited attention they give to gender is an important contributory factor to the limited and inconsistent use of gender indicators in GBS and SBS.<sup>120</sup> Some EUD staff report that budget support does not facilitate consideration of gender issues. Clear and accessible guidance, with examples, of how gender concerns can be integrated into budget support is essential to aid staff in their work. The fact that the inclusion of gender indicators is not mandatory does little to emphasise the importance of considering gender issues in budget support.

Some EUD staff report the lack of gender analysis by partners as a critical obstacle to incorporating gender concerns into budget support. This undoubtedly makes the task more difficult. However, given the EU’s GEWE commitments one would expect EUDs to be able to generate appropriate gender analysis and use policy dialogue with partners to enhance the focus given to gender issues in budget support. Working jointly with other donors can aid this process.

**1.3.3 Extent to which EC institutions and MS projects and programmes have gender as a significant or principal objective**

This evaluation has found that the gender marker ratings are not a robust measure of gender focus in programmes and projects. Despite available guidelines, staff report difficulties in applying it, which undermines its reliability.<sup>121</sup> Some staff also do not appreciate the importance of an accurate rating.

**Figure 18: Accuracy of the gender marker**



Initial work under the mapping highlighted problems with the gender marker as a measure of gender focus in EC Services programmes and projects. To test out its reliability, the evaluation team assessed 364 projects to determine whether the gender marker rating of G2

<sup>120</sup> 11 Country Case Studies.

<sup>121</sup> 11 Country Case Studies.

(gender responsive) was appropriate.<sup>122</sup> The assessment found that only 58% of these projects were correctly rated (Figure 18). A total of 12% of projects were deemed not gender-relevant at all. In 30% of cases there was insufficient documentation available to allow for an assessment.

Very few of the 30 budget support programmes reviewed had gender as a significant or principal objective; and none of the EC GBS programmes had gender as a significant or principal objective. Only SBS programmes in Morocco<sup>123</sup> and Nepal<sup>124</sup> had gender as a significant or principal objective. In the majority of cases, any objectives related to gender were included in sections on cross-cutting issues, but were not emphasised in the main programme objectives.

**EQ 1.4 To what extent and how have the EU and MS ensured gender mainstreaming within their organisations – through adequate procedures and approaches, processes, capacity-building initiatives as well as adequate resources?**

**Summary response to EQ**

EC Services and EEAS have not mainstreamed gender in line with its GEWE commitments. GEWE priorities are not clearly communicated to EUDs, which are not obliged to critically appraise their GEWE performance. In the absence of an explicit demand from the leadership for GEWE performance improvements many officials treat the tools and processes available to aid gender mainstreaming – the gender marker, the gender checklist and the Quality Support Group (QSG) – as tick-box exercises, rather than as a means to improve the attention given to gender in their work.

In line with its policy commitments, the EC Services' financial contributions to gender are increasing. EC Services leadership and management have not, however, given due attention to the human resourcing of this increasing volume of work. It is assumed that GFPs are able to support this work, in addition to managing their own project portfolio, and that other staff members will be able to identify critical gender issues and address them appropriately. Evidence suggests that GFPs have neither adequate technical expertise to do this, nor the time, especially in large country programmes in complex environments. It also indicates that most EUD officials do not see gender as a shared responsibility, but something which is the remit of the GFP. This oversight on the part of the leadership and management places a harsh brake on the organisation's ability to deliver on its GEWE commitments.<sup>125</sup>

The Netherlands demonstrates mixed performance in gender mainstreaming. There is a 'missing middle' in that guidelines to aid the translation of Dutch GEWE policy commitments into practice are missing. In this situation, the fact that gender is such a feature of its programmes at country level suggests that GFPs are technically well qualified and able to work effectively with colleagues to mainstream gender concerns. To some extent, both internal and external accountability frameworks are likely to drive attention given to gender at the country level. Yet the lack of implementation guidelines is likely to result in some inefficiencies, for example, each country mission devises their own approach to addressing gender issues in their country context, leading to a certain level of 'reinventing the wheel'.

Spanish Cooperation performs well in gender mainstreaming, although there remains scope for improvement at the country level. Key factors in this success are the organisational

<sup>122</sup> The evaluation team reviewed contract documentation for all projects in the eleven country case studies, which were either identified by the mapping, or tagged as G2, or both, to determine the accuracy of the mapping and of the gender marker application. Projects were assessed by reading the project's objectives, undertaking key word searches for 'gender', 'women' and 'girl' and scanning all relevant project documentation. A project was classified as relevant if one or more of its objectives targets GEWE.

<sup>123</sup> Morocco: Promotion of Equity and Equality between Men and Women – Support to a Government Plan, 2012, Support to the Government's Human Development Programme and Morocco: Implementation of a Literacy Strategy, 2008–12.

<sup>124</sup> Nepal: Education Sector Policy Support Programme, 2007–11.

<sup>125</sup> This situation led the EC's recent evaluation of its human rights work to state that 'Staff capacity is the primary practical challenge to implementing the Gender Action Plan,' in EC December 2011, p. 12 Thematic Evaluation of the European Commission support in respect of Human Rights and Fundamental Freedoms.

culture, where gender is a 'trade-mark'; a technically qualified network of gender experts; and an extensive set of implementation guidelines. One risk to this success is that not all gender experts are permanent staff members.

## Judgement criteria

### 1.4.1 Extent to which internal management processes and approaches to gender mainstreaming are relevant and effectively used

There are two primary internal management processes in the EU, which are intended to aid the translation of strategic gender commitments into gender-sensitive programming. These are: (a) the gender marker combined with the gender checklist; and (b) the QSG. Findings from key informant interviews, country case studies and a documentary review of the application of the gender marker suggest that the use of these tools and processes is largely ineffective making an assessment of the extent to which gender is appropriately mainstreamed difficult.

The gender marker is a measure of the extent to which a particular programme or project is likely to address gender issues. It is used during the programme/project identification and formulation phases, as well as in the start-up phase when detailed planning takes place. The gender marker rates each programme/project determining whether gender is a significant objective in the project (G1), a principle objective (G2), or not an objective at all (G0). If a project is rated G0, EC Services guidance states that staff should use the gender equality checklist, which is reviewed by the QSG, to identify how the project design could be made more gender sensitive.

Staff in all 11 EUDs in the case study countries were aware of the gender marker. Despite available guidance on the use of the gender marker,<sup>126</sup> EUDs in 4 of the 11 case study countries reported difficulties in understanding how to apply it.<sup>127</sup> The evaluation team's own assessment of the application of the gender marker confirms that there is significant inconsistency in its application (see EQ 1.3 for further details).

The gender equality checklist is well known among EU staff but they report it having limited utility for gender mainstreaming. According to the Gender Toolkit<sup>128</sup> it should be applied at the identification and formulation stage of projects. However, key informant interviews with officials in EUDs and EC Services headquarters suggest two factors mitigating against its utility to strengthen gender mainstreaming. First, it has to be completed early in the programme cycle before project design is sufficiently developed to support meaningful application of the tool. Second, staff tend to complete the checklist just prior to submission to the QSG when it is too late to address any weaknesses that are identified. The latter points to the fact that some staff treat completion of the gender checklist as a tick-box exercise, rather than a process, which can strengthen project design. This does not, however, need to be the case as Figure 19 highlights.

#### Figure 19: Good practice in the use of the gender checklist

The EUD in **Morocco** used the gender checklist to inform the development of their policy dialogue with the Ministry of Health. As one EUD official report: *'It [the gender checklist] pushed me to ask questions, to develop our thinking with the Ministry, it provided a space for gender to enter into our discussions. It allowed us to argue our case as we had to complete the checklist credibly'*

In **Bolivia**, the EUD used the gender checklist to identify gender-sensitive indicators and the focal areas for gender analysis in the development of budget support for the Alternative Development Programme.

<sup>126</sup> Guidance Note on the G-Marker, Gender Advisory Services, 2012.

<sup>127</sup> Country notes for Burkina Faso, DRC, Ethiopia and Nicaragua.

<sup>128</sup> EC (2004) Toolkit on mainstreaming gender equality in EC development cooperation.

The second internal management process intended to support gender mainstreaming, the QSG, is reported to have mixed effectiveness. The QSG reviews projects and supporting documentation, assessing whether gender mainstreaming and other cross-cutting issues are adequately addressed. EUD officials in only three out of the 11 country case studies<sup>129</sup> mentioned the QSG, but those who did reported getting helpful feedback from them. The robustness of the QSG's analysis is, however, open to question. It is based on the gender marker, which, as we have seen, is not robust in itself. Furthermore, none of the of the QSG staff members have gender expertise.

Looking at the experience of the focal Member States, one can see that, while the Netherlands has strong GEWE policy commitments (see EQ 1.1), it does not have clear guidelines or technical resources to support their implementation.<sup>130</sup> Furthermore, the evaluation has not been able to identify any evidence of how decision-makers ensure gender concerns are adequately reflected in programming and dialogue. Despite this, evidence from country case studies indicates that the Netherlands is having some success in mainstreaming gender at programme level.<sup>131</sup> Officials in Ethiopia described how in the course of two consecutive Strategic Plans the GFPs worked closely with their sectoral colleagues to ensure that gender issues were covered in the priority areas, through both gender mainstreaming and through specific projects, such as a GbV project with UNFPA under the rule of law priority area. In the Afghanistan country case study, the Netherlands experience of gender mainstreaming was noted. But it reported that gender mainstreaming is mainly understood as prioritising women-focused projects in bilateral partnerships.

The fact that gender is such a focus at country level when there is so little guidance for staff on how to implement GEWE commitments suggests significant energy and expertise among GFPs, and a willingness among other staff to address gender issues in their work. The limited sectoral focus of the Dutch development cooperation is likely to assist this process, as human resources are not overstretched.

In contrast to the Netherlands, the Spanish Cooperation has a comprehensive set of technical resources and toolkits to aid the implementation of its GEWE commitments<sup>132</sup> as well as training programmes. Evidence from country case studies suggests that country missions make use of the toolkits. However, while there is no doubt that the Spanish Cooperation gives significant attention to GEWE issues at the country level, country case studies indicate that there is still room for improvement.<sup>133</sup> One critical issue raised is that commitment to mainstreaming gender is not always shared by all staff members. In some cases, there remains an overreliance on the gender experts, who, at least in some cases, are not permanent staff members. This undermines the robustness of the Spanish approach to gender, jeopardising its long-term sustainability. Furthermore, internal accountability frameworks are in some cases reported to be weak, thereby allowing some opportunities for gender mainstreaming to be overlooked.

#### ***1.4.2 Extent to which an institutional commitment to gender mainstreaming is maintained through clear vision, strong leadership, and adequate financial and human resources***

For the strong policy commitments to GEWE expressed in the 2007 Communication<sup>134</sup> and the Gender Equality Action Plan<sup>135</sup> to translate into gender-sensitive programming, EU

---

<sup>129</sup> Burkina Faso, Morocco and the Philippines.

<sup>130</sup> Key informants only mentioned a one page technical support on gender marker in the MoFA organisational manual and a gender and climate change online tool to be used as part of the programme cycle.

<sup>131</sup> Country case studies for Afghanistan and Ethiopia.

<sup>132</sup> Among others, these include: Manual for the Design, Monitoring, and Evaluation of the country strategy and partnership frameworks (Marcos de Asociación País) A practical guide for the integration of equality between women and men in Spanish Cooperation projects (2004); Guidance for gender mainstreaming in operations and programmes (2009).

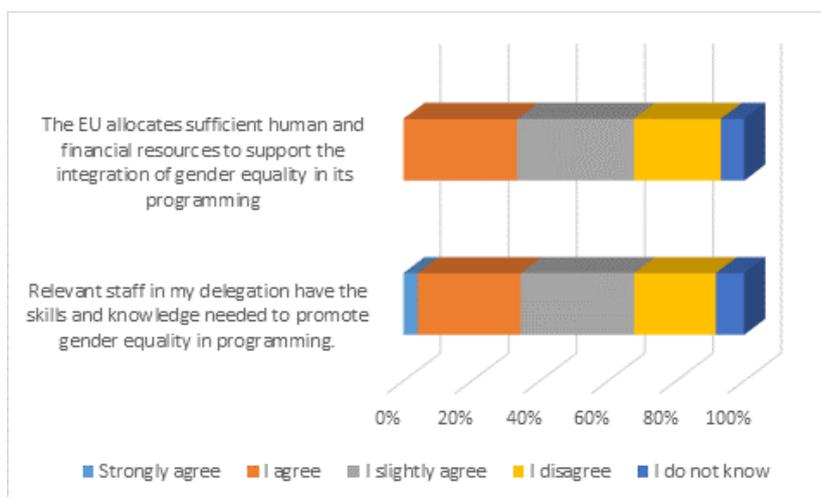
<sup>133</sup> Country case studies for Bolivia, Ethiopia, Haiti, Morocco, Nicaragua and the Philippines.

<sup>134</sup> EC (2007) Communication from the Commission to the European Parliament and the Council, Gender Equality and Women Empowerment in Development Cooperation, SEC(2007) 332, Brussels 8.3.2007, COM(2007) 100 final

leaders need to communicate a clear vision and provide leadership to mobilise EU staff. In addition, senior managers need to put in place an appropriate human and financial resource plan to deliver on these commitments. Evidence suggests that GEWE leadership has been patchy and that senior management have not made available an appropriate level of resources to deliver on such ambitious commitments within such a large organisation.

Key informant interviews in EU Services and EUDs suggest that while the EU leadership have made declarations in support of GEWE clear, they have not taken the necessary action to ensure these declarations translate into specifics, which can be executed in strategic planning and programming. While the GAP should aid the shift from policy to programming, the reality is quite different. Commitments are a longlist of potential actions without any prioritisation to guide the development EU country cooperation strategies. EU senior management have described the GAP as a typical action plan that suffocates every process: too much, too broad and too ambitious to deliver.

**Figure 20: EUD Human resource capacity to implement GEWE commitments**



Inadequate ownership of the EU's GEWE commitments has led to inadequate attention given to the human resource needs to enable the EC Services and EEAS to deliver on the ambitious goals set. Findings from the EUD survey suggest that the EU has not only not made sufficient human resources available to support gender mainstreaming, but that relevant

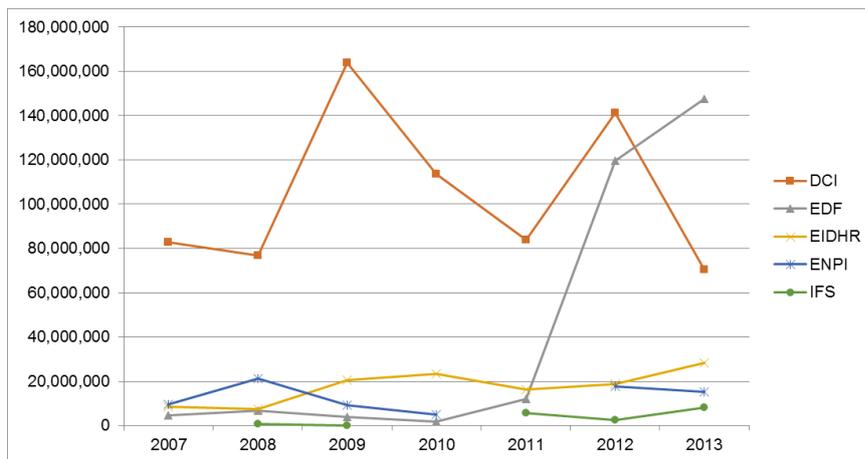
staff do not have the skills and knowledge needed to promote gender equality in programming (Figure 20). As discussed in EQ 2.9, the EU has not put in place a management strategy to build the necessary internal capacity. Instead, responsibility for the implementation of these commitments falls, to a large degree, to a network of relatively inexperienced GFPs who often lack a strong gender competence. These GFPs tend to have specific sectoral responsibilities and are not well located within EUD team hierarchies to be able to influence programmes/projects in other sectors, thereby limiting their ability to actively drive gender mainstreaming.<sup>136</sup> This situation led the Overseas Development Institute (ODI) to state that 'Staff capacity is the primary practical challenge to implementing the Gender Action Plan'.<sup>137</sup>

<sup>135</sup> Council of the European Union (June 2010) Council Conclusions on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond, 3023<sup>rd</sup> Foreign Affairs Council meeting, Luxembourg, 14 June 2010.

<sup>136</sup> Desk Report, May 2014; key informant interviews with EUDs, country case studies.

<sup>137</sup> O'Connell (2013) Implementing the European Union gender action plan 2010–15: challenges and opportunities, Overseas Development Institute. .

**Figure 21: EC GEWE-targeted spend 2007–13, committed and disbursed amounts**<sup>138</sup>



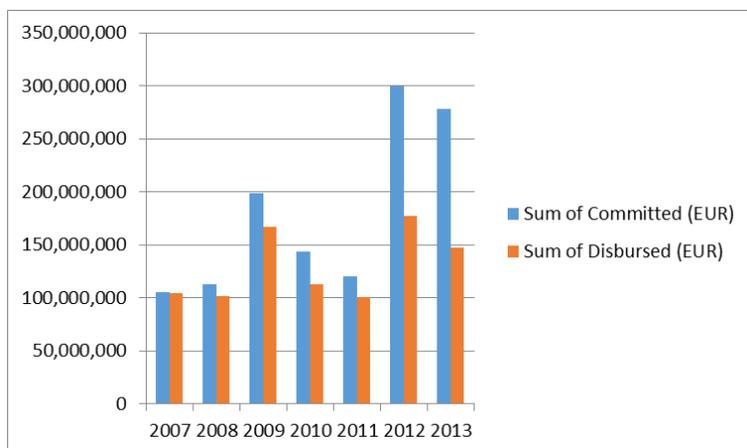
The majority of EU staff who responded to the EUD survey consider the EU's allocation of financial resources to be adequate to support gender mainstreaming. In the survey, 68% of respondents agreed or slightly agreed that the EU allocates sufficient human and financial resources to support gender mainstreaming. 25% of respondents

either disagreed and the remaining 7% did not know.

From the mapping conducted as part of this evaluation, the EC's overall financial commitment to GEWE targeted interventions appears to be increasing, but consistent patterns are difficult to identify (see the mapping, Annex 6). The amounts committed for GEWE targeted interventions have more than doubled since 2007 when the Communication on Gender Equality<sup>139</sup> was issued (Figure 21). However, only the EDF has shown a marked increase in the amount of GEWE targeted interventions committed. Amounts committed through DCI have been erratic, while those committed EIDHR have changed minimally (Figure 22).

**Figure 22: Trend in amount of EC GEWE targeted interventions committed through instruments**

Senior managers at the Dutch Ministry of Foreign Affairs report strong political leadership on GEWE. The Dutch Parliament's active supervision of the Ministry's achievement of its gender commitments plays an important role in maintaining the latter's focus and momentum for GEWE. Both domestic and international pressure has helped spur the Ministry to improve the application of the gender marker. For example, in the GAP 2013, the Netherlands reports slow progress in increasing the percentage of bilateral aid which is gender equality focused. It does however remark that progress is being made by improving the application of the gender marker.<sup>140</sup>



This pressure has, to some extent, protected the financial and human resources dedicated to GEWE in the Ministry of Foreign Affairs. Funding for GEWE, sexual and reproductive health and women's rights in particular, has been protected (while other parts of the Dutch

<sup>138</sup> 2013 was still in progress when this data was collected. The total amount committed and disbursed in 2013 is therefore higher than indicated here.

<sup>139</sup> EC (2007) Communication from the Commission to the European Parliament and the Council, Gender Equality and Women Empowerment in Development Cooperation, SEC(2007) 332, Brussels 8.3.2007, COM(2007) 100 final.

<sup>140</sup> Desk Report, May 2014.

development cooperation have been cut) and in the 2006–12 period, the Netherlands was one of the top three donors giving the most overseas development assistance to women's equality organisations and institutions.<sup>141</sup> Human resourcing of GEWE has not been so lucky. There has been a decline in the number of gender specialists employed by the Ministry although some interviewees report this as being linked to the introduction of budget support and a consequent shift to sectoral expertise.<sup>142</sup> Reductions in gender specialist staff were clearly visible in Afghanistan, although this may be partially due to the security situation. Despite this, the country case studies in Afghanistan and Ethiopia both suggest that the Task Force on Women's Rights and Gender Equality, which is tasked with executing the policies of the Ministry for Gender Equality and managing funding to CSOs for work on gender equality, and the network of GFPs are having some success in mainstreaming gender concerns within Dutch development cooperation.

Regarding leadership, the situation observed in the Spanish Cooperation presents an interesting contrast to that in the EC Services, EEAS and the Netherlands. There is clear organisational commitment to gender, with gender being reported as a Spanish Cooperation 'trade-mark'.<sup>143</sup> However, few visible gender champions could be identified in the organisation. Despite this, there is huge momentum behind Spain's GEWE commitments leading to a strong emphasis on gender mainstreaming at the country level.<sup>144</sup> This situation suggests that gender has become part of the organisation's culture. It is part of what the organisation does and is not open to challenge. Indeed, staff are reported to take pride in the emphasis the organisation gives to gender and in the work they support to promote GEWE. So, it could be that gender is so well integrated that gender champions are no longer necessary to drive action.

The importance Spain accords to GEWE in its development cooperation is confirmed by how it resources its commitments. While overall funding for gender has reduced (as in all sectors), gender has been retained as a priority. The number of staff dedicated to gender issues however has not reduced and there is a small Madrid-based gender unit and one gender specialist in each of the 23 country missions. Most of these staff have gender technical expertise and they are explicitly referred to as '*expertas*', or experts, in recognition of the technical expertise they offer. Key informants suggested that more staff dedicated to gender equality in policy matters would be welcome. However, given the considerable attention already given to gender issues in Spain's cooperation policies and strategies, our evidence would indicate that any additional human resources could have greater effect by focusing on some of the gaps emerging in implementation at the country level.<sup>145</sup>

#### ***1.4.3 Extent to which accountability mechanisms for gender equality exist and are used to regularly report on performance at all levels of the organisation***

The existing EU accountability mechanisms for gender equality are weak and largely ineffective. They hinge on annual reporting against the GAP by EUDs and MS, consolidated into a single GAP Implementation Report. The GAP reporting is neither robust, nor an effective basis on which to monitor performance.

Annual reporting against the GAP takes place at two levels: country level, by the EUDs and MS; and at the international level, prepared by the DG DEVCO Gender Unit using country-level reports. The resulting single Implementation Report is signed off at Director, Director-General and Commissioner level and presented to the Council Committee on Development. It is then discussed by the EU Gender Expert Group, an informal group of officials from the EC Services, EEAS and Member States.<sup>146</sup>

<sup>141</sup> Development Initiatives 2014.

<sup>142</sup> Key informant interviews with officials from MS headquarters.

<sup>143</sup> Interview with Senior Manager, Spanish Cooperation headquarters.

<sup>144</sup> Country case studies for Bolivia, Ethiopia, Morocco, Nicaragua and the Philippines.

<sup>145</sup> Country case studies for Bolivia, Haiti, Morocco and Nicaragua.

<sup>146</sup> O'Connell (2013) Implementing the EU Gender Action Plan 2010–15: Challenges and Opportunities, ODI.

Annual GAP reporting is not integrated into existing reporting processes, making it an additional requirement for headquarters. There are also no consequences if EUDs fail to submit their GAP reports. Both of these factors are likely to contribute to the modest numbers of annual country reports submitted by EUDs and MS (Table 7).

**Table 7: EUD and MS annual GAP reporting, 2011–13**

Year	Percentage of EUDs submitted GAP report	Percentage of MS submitted GAP report
2011	66	67
2012	79	59
2013	67	70

The content of annual country reports is structured by the GAP results framework, which does not facilitate effective performance monitoring. They tend to focus on progress and examples of good practice. While challenges and slow implementation progress are also highlighted, there is little critical analysis of why such challenges arise.

While the synthesised global Implementation Report is reviewed by EU political leaders, senior officials and various councils and expert groups, there is little evidence of this process resulting in guidance being issued to aid EUDs and MS missions to strengthen their GEWE work. As a result, a critical feedback loop is left open, a missed opportunity for the EU leadership to communicate the importance of GEWE and to strengthen delivery of GEWE commitments at the country level.

## Part 2: Thematic evaluation of the European Commission

### EQ 2.1 To what extent and how has the Commission fostered complementarity – understood as a task division based on comparative advantages – between its actions for GEWE and those of EU MS? What has helped or hindered progress?

#### Summary Response to EQ

The EC Services and EEAS have not systematically fostered complementarity between its actions for GEWE and those of EU MSs. There is a clear lack of guidance and systems for EUDs to draw upon to do this. The GAP on its own is not sufficient to inform and drive increased complementarity. It is clear that donor coordination mechanisms for gender exist in most countries covered and there are examples of an ex ante division of labour based on comparative advantages of EUDs and MSs, but there is no evidence that the EU has proactively or systematically fostered complementarity on GEWE at the country level.

There are some encouraging examples of initiatives to increase coordination on activities for GEWE at the country level, through coordinated programming, joint vulnerability assessments, and common policy and political dialogue messages. However, it is clear that these initiatives are not the result of a systematic and proactive drive for coordination on the part of the Commission; rather they are the result of country context and proactive leadership of key stakeholders at the country level.

The GAP is the main means by which the EC Services, EEAS and MS communicate the importance of coordination from the EC Services and EEAS in Brussels to the EUDs and MS at the country level. There are some examples of where the EUDs, working with MS, use the process of preparing the annual report as a means to coordinate their actions on gender. However, other than a general commitment to strengthen the lead role of the EU in promoting GEWE in development, there is no guidance on how specifically complementarity should be achieved. This lack of guidance, coupled with the limitations of the GAP as guidance on priorities for country-level implementation (as discussed in EQ 1.4), has significantly hindered the implementation of systematic processes to ensure better complementarity. The evaluation team found no evidence that the meetings between MS gender experts and on division of responsibilities at EU level had yet addressed this lacuna.

#### ***2.1.1 Extent to which coordination at the EU level, through meetings such as the MS gender expert meeting, has contributed to complementarity of programmes/actions (as between EC and MS) at the partner country level***

The formulation of the GAP in 2010 and the subsequent requirement for all EUDs and MS to report on progress have been the only means by which coordination at the EU level has made a contribution to complementarity at the country level. Other than a general commitment to strengthen the lead role of the EU in promoting GEWE in development, there is no guidance on how complementarity should be achieved. There are some examples (Ethiopia, the Philippines and PNG) where EUDs working with MS have used the process of preparing the annual report as a means to coordinate their actions on gender.

The evaluation team was unable to find evidence in GAP reporting and other regular reporting or interviews, on the frequency and content of meetings between MS gender experts and on division of responsibilities at EU level, or on whether any of these things have been communicated to regions and countries.

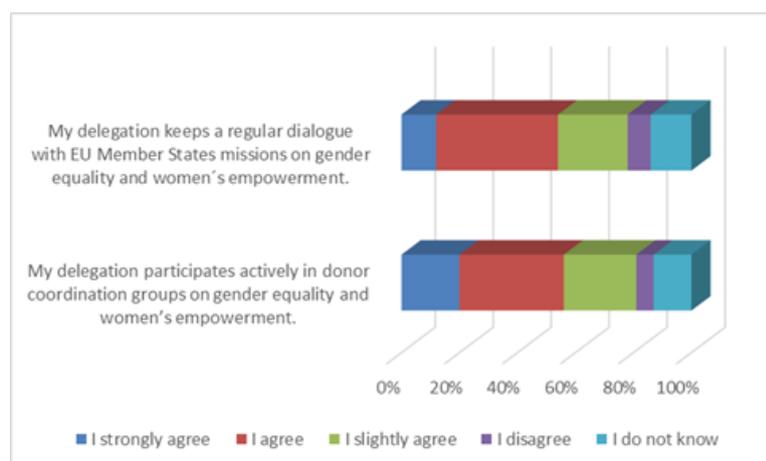
The main communication about complementarity around gender has been through the GAP and particularly the requirement for EUDs and MSs to report on progress against the 9 objectives, 37 actions and 53 indicators. The country case studies for Ethiopia, the Philippines and PNG all refer to using the GAP as a means to bring the EC Services, EEAS and MSs together as part of the broader coordination around gender. However, staff interviewed in both EUDs and other donors suggested that the GAP was overly complicated, particularly for work at the country level. Staff at the EC Services headquarters similarly

commented that the indicators in the GAP on complementarity are very ambitious and the thinking reflects that of the EC, not the reality at the country level.

### 2.1.2 Extent to which coordination at the partner country level has contributed to complementarity of country-level programmes/action (as between EC and MSs)

There are increasing numbers of gender coordination groups at the country level, with EUDs and MSs taking on lead roles in many cases. EUD survey findings suggest considerable dialogue and coordination between EUDs, MS and other donors (Figure 23). The main role that these coordination groups play is in bringing donors together to share information and experience on gender; there are some examples where it has helped donors to be more effective in speaking with one voice.<sup>147</sup>

**Figure 23: EUD GEWE dialogue and coordination with MS and donors**



The self-reported evidence from the GAP annual reports<sup>148</sup> shows that in 2011, EUDs and MSs play an active role, often a lead role, in country-level gender coordination groups in 23 countries, rising to 36 countries in 2012. Even in this self-reporting, however, there are suggestions that the effectiveness of these working groups varies, often because of the high turnover of those leading the groups.

There are a number of examples from the country case studies where coordination has begun to contribute to more complementarity, including the Philippines, DRC and Ethiopia. There are fewer more concrete examples of where this has contributed to better outcomes. In Burkina Faso, the Donor Coordination Group on Gender is seen as a model of good practice, having reduced duplication of financing; led to more effective dialogue; and increased joint working, such as supporting the adoption of the gender law for parliamentarians and mentoring the Ministry of Gender to develop a gender policy.<sup>149</sup> The most effective example of joint working comes from Afghanistan on the National Risk and Vulnerability Assessment (NRVA) (Figure 24).

<sup>147</sup> For example, in Armenia, Ethiopia and Nicaragua, see respective Country Case Studies.

<sup>148</sup> 2011, 2012 and 2013 Reports on the Implementation of the EU Plan of Action on Gender Equality and Women Empowerment in Development, 2010–15.

<sup>149</sup> Burkina Faso Country Case Study.

**Figure 24: Support to the Afghanistan national risk and vulnerability assessment<sup>150</sup>**

In Afghanistan, a strategic partnership between the EU (funder), World Bank, DFID and a wide range of development organisations has emerged to undertake the much-needed NRVA. This is a multipurpose household survey with country-wide coverage, which provides key information on the socioeconomic profile of the Afghan population. The two major NRVA assessments for 2012 and 2014 mean that there is now comparative data, which enables policymaking based on quality information; at the national level, the NRVA has some of the most useful gender-disaggregated data currently available. At the same time, the programme not only delivers a quality socioeconomic profile of the country as a whole (with data down to the district level across all 34 provinces in the country), but also helps strengthen the capacities of the Central Statistics Organisation.

**2.1.3 Extent to which improved coordination efforts have resulted in more effective dialogue related to GEWE at the partner country level**

There is evidence in the case studies from Armenia and Nicaragua of coordination being used to achieve agreement on key messages – to speak with one voice. There is also evidence from EQs 1.2 and 2.5 where coordination has resulted in more effective dialogue.

In Nicaragua, the EUD financially supports the Inter-Agency Commission on Gender while Spanish Cooperation provides technical skills and knowledge. The Commission is a unique space to coordinate donor action on GEWE, which is particularly important as there is not a clear government gender interlocutor and there is a difficult national political context. With traditional donors (such as the Netherlands, Sweden and Norway) leaving, there is a funding gap and the Inter-Agency Commission on Gender is a space to discuss how to cover the gap.<sup>151</sup> In Armenia, donor coordination is done through the Gender Theme Group, with strong leadership from non-EU actors, the UN and the Organization for Security and Co-operation in Europe. During the 2013 anti-gender campaign, the Gender Theme Group facilitated a series of internal dialogues between donors that resulted in a public statement – signed by the Organization for Security and Co-operation in Europe, EU, UN Council of Europe and US – calling for the government to fulfil its international commitments and ensure implementation of the law on equal rights and opportunities for women and men.<sup>152</sup>

The evidence from EQ 1.2 provides examples where EUDs are creating or taking up opportunities for sector policy dialogue on GEWE and contributing to outcomes, such as in Ethiopia, Morocco and Nicaragua.<sup>153</sup> Evidence from EQ 2.5 shows that the quality of dialogue and its coordination is harder to assess, particularly as this is an area of weak monitoring (with only Morocco using gender indicators). Despite the weak monitoring there is some evidence of EUD policy and political dialogue having achieved outcomes, such as in Burkina Faso, Morocco, Nicaragua and the Philippines.<sup>154</sup> A common feature in all of these examples was the use of coordination to build a shared agenda and shared messages, bringing donors together to put pressure on the government, while advocating for change with other supportive stakeholders.

<sup>150</sup> Afghanistan Country Case Study.

<sup>151</sup> Nicaragua Country Case Study.

<sup>152</sup> Armenia Country Case Study.

<sup>153</sup> Country Case Studies for Ethiopia, Morocco and Nicaragua.

<sup>154</sup> Country Case Studies for Burkina Faso, Morocco, Nicaragua and the Philippines.

## EQ 2.2 To what extent and how has the EC ensured a complementary use of the various instruments (geographic, thematic, as well political dialogue) and modalities (e.g. budget support, projects) available to supporting GEWE?

### Summary response to EQ

The EC has not systematically ensured a complementary use of the various instruments and modalities available to support GEWE outcomes. The evaluation team could not find any clear set of strategic and programming guidelines or technical support documentation to explain how EUDs could leverage complementary use of instruments to best achieve GEWE outcomes. The GAP itself is not sufficiently detailed to provide the kind of guidance required by staff. Evidence from all the case study countries confirmed that the lack of guidance, technical support and incentives to deploy a systematic approach to use of instruments was viewed as problematic by EUD staff.

Consequently the country case studies highlighted a lack of deliberate and systematic strategies to promote synergies through different instruments and modalities towards gender equality outcomes. The evaluation team did, however, find a number of encouraging examples of different instruments/modalities used to successfully promote GEWE.<sup>155</sup> But in all of these examples, evidence demonstrates that these success stories are primarily due to the skills of individual staff rather than to an organisation-wide strategy.

### *2.2.1 The Commission has elaborated strategies at headquarters level to promote and facilitate the combined use of instruments and modalities*

The review of key EC Services instrument/modality guidance documents<sup>156</sup> identified a number of statements about the importance of complementarity of instruments (in particular, geographic and thematic). These are very general and do not specifically refer to gender or any other sector/theme. The EC Services instrument and modality guidance documentation, as well as the country strategy documentation reviewed, contained only very limited mentions of the linkages between instruments, modalities and there was no mention at all on how specific support to GEWE could be systematically promoted through these instruments and modalities. The guidance for the thematic programmes refers to complementarity between thematic and geographic instruments. For example, the communication for establishing the Europe Financing DCI,<sup>157</sup> includes the general statement that **thematic programmes** should complement geographic programmes. Similarly, key financial instruments refer to the importance of complementing instruments around a theme. For example the Instrument for Stability mentions the need to complement other external assistance instruments in addressing the security and development nexus and wider security challenges.<sup>158</sup> Again, the Neighbourhood and Partnership Instrument<sup>159</sup> mentions complementarity, partnership and co-financing, stating that community assistance under this Regulation shall normally complement or contribute to corresponding national, regional or local strategies and measures. None of the guidance analysed made reference to the complementary use of modalities.

None of the country case studies provided any evidence that staff were aware of or used guidance or strategies, or combined instruments and modalities to support GEWE. Some EUD staff were concerned about whose responsibility it was to ensure complementary use of instruments and modalities to enhance GEWE outcomes. Some EUD staff were clear that it was not a management decision to implement interventions and/or financial instruments for developing synergies or achieving a higher level of impact on GEWE. The message from

<sup>155</sup> In the Philippines health sector; microcredit in PNG; in support to education in Morocco; and support to women's voice in Afghanistan; see relevant Country Case Studies.

<sup>156</sup> Council Regulation on Implementation of the 10th EDF May 2007; Regulation Establishing a Financing Instrument for Development Cooperation (DCI) 2006; Neighbourhood and Partnership Instrument Regulation 2006; Instrument for Stability Strategy Paper 2007–11; Investing in People: Strategy Paper for the Thematic Programme 2007–13 (2007).

<sup>157</sup> DCI (2007–13).

<sup>158</sup> Instrument for Stability Strategy Paper, 2007–11.

<sup>159</sup> Neighbourhood and Partnership Instrument Regulation 2006, Article 4.

staff was clear across the country case studies about the limitations in applying a gender perspective in the implementation of different financial instruments, including: the lack of adequate training; guidelines that are gender blind; toolkits that do not have a practical focus; the lack of specific gender technical support; and, inadequate financial resources.

### ***2.2.2 Extent to which implementation is sequenced and coordinated, and monitoring of progress is used effectively across different levels and forms of intervention***

No evidence was found of clear guidance on sequencing and coordination of modalities and actions. There is some evidence from the country case studies of the complementary use of instruments and budget lines and of synergies emerging. There is some evidence to suggest that complementarity is due to the skills of individual staff rather than to an organisation-wide strategy.

Guidance in instruments and thematic programmes<sup>160</sup> on the sequencing of implementation mentions two different 'approaches'. The first approach covers the transition from fragility to development contexts, with the need to sequence humanitarian and development aid. An example of this in Thematic Strategy Papers for the Instrument for Stability,<sup>161</sup> which highlights the need to make linkages with existing strategy documents and programmes. A second approach refers to the need to use thematic programmes as a secondary instrument, with geographic programmes being used first to deliver aid in a country, with the Investing in People thematic programme for human and social development<sup>162</sup> including a reference on this.

There are a number of examples from the country case studies where staff have used different instruments and modalities to good effect.<sup>163</sup> There is only limited evidence of the use of dialogue processes as part of this complementarity. In the Philippines between 2009 and 2011 there were deliberate attempts, through coordination of the Overseas Development Assistance Gender and Development group, to complement EU activities under budget support in the health sector and to support the move towards the establishment of the Reproductive Health Bill and the launch of the Magna Carta for Women. The Health programme supported by EIDHR and Non-State Actors and Local Authorities in Development (NSALA) projects (10 specifically health and 10 human rights and GbV), all directly supported both the advocacy movement for the Reproductive Health Bill and the Health Services programme. In Morocco the National Initiative for Human Development Phase II performance indicators on girls' schooling in rural areas support the education budget support programme, while the performance indicators on maternal health also support the health budget support programme. A further example is illustrated in Figure 25 on Afghanistan, which looks at the promotion of the participation and voice of Afghan women.

---

<sup>160</sup> DCI, EDF and ENPI Regulations, EIDHR Instrument, Instrument for Stability Strategy Papers, Investing in People Strategy Paper.

<sup>161</sup> The Instrument for Stability Strategy Paper 2007–11; Thematic Strategy Paper 2012–13 for assistance in the context of stable conditions for cooperation under the Instrument for Stability

<sup>162</sup> Investing in People: Strategy Paper for the Thematic Programme 2007–13 (2007).

<sup>163</sup> Country case studies for the Philippines, Morocco and Afghanistan.

**Figure 25: Afghanistan, promoting the participation and voice of Afghan women**

In **Afghanistan** the EC Services has targeted and prioritised its different development aid instruments and thematic programmes (EIDHR, NSALA, Social protection for Women) towards gender equality, promoting the participation and voice of Afghan women in political and public life and fighting against widespread violence. Around 70% of the ongoing projects with civil society counterparts focus on women's rights, with a number of them focused specifically on GbV. The Country-based Support Scheme of the EIDHR has been used to promote GEWE, with 10 human rights projects under way: seven of them specifically targeting women's rights; and three addressing empowering civil society actors in promoting and safeguarding pluralism and respect for human rights, with special attention paid to internally displaced persons, women and girls. Under the Instrument for Stability – and complementary to its substantial support to the Law and Order Trust Fund for Afghanistan – the EU has provided funding for the construction of two police training centres, the Staff College in Kabul and a regional training centre in Bamyán, with a special wing for women police officers.

**EQ 2.3 How far has the Commission been able to engage with partner governments and other partners on the promotion of GEWE, notably in combating GbV, and to identify the relevant support strategies, including in terms of adapting to different country contexts (conflict, post-conflict and fragile countries)?**

**Summary Response to EQ**

Despite the fact that the EU has been strongly and visibly engaged on GEWE and GbV at the international level, its performance at the country level has been mixed. Country case studies demonstrate a mixed level of engagement with initiatives under implementation in only four and missed opportunities in the other seven. This is due to limited capacity at the EUD level.

In countries where engagement has taken place, performance in terms of strategy response and adaptation to context was also mixed. In a few cases the EUD has developed initiatives to tackle GbV based on a solid needs identification, tapping well into country-level momentum. The advocacy work in promoting the need to tackle GbV in PNG is a good example of this. Generally, though, the EUD's approach seems to be more ad hoc with initiatives relating to GbV being only partially included in sectoral programmes such as health or justice. In the majority of cases, decisions on what to support are not based on a thorough or systematic situation analysis. There is little evidence, for example, to support an assertion that tailored models were systematically developed to adapt to different country contexts such as conflict, post-conflict and fragile countries.

In programming terms, providing funding for non-state actors to conduct projects in advocacy and awareness raising has been the main modality used. Although this is an important strategy when there are no other alternatives (e.g. support to state service delivery) or where context presents serious culturally based constraints (e.g. religious predominance of social norms), the outcomes achieved are limited. Again, the key factors in the limited modalities used to address GbV at country level are a limited understanding of the context and a limited capacity to respond effectively in the EUDs.

**Judgement criteria**

***2.3.1 Extent to which EC country-level GbV engagement and support strategies are based on an analysis of context and partners, especially as regards GbV***

EUDs do not systematically integrate gender analysis into country strategies and into programme and project design and implementation and this affects the extent to which they tackle pertinent gender issues, including GbV, in their cooperation. Of the 11 case studies

covered in this study the evaluation team found evidence that the EUDs had actively promoted initiatives combating GbV in only four. In all seven other countries there were significant issues relating to GbV and, critically, clear opportunities for the EUD to engage with relevant support strategies and/or policy dialogue, but this did not occur. While some CSPs do mention GbV in the contextual analysis, there are no examples where these issues are taken up in objectives, indicators or programmes.

The 2008 EU Guidelines on violence against women and girls and combating all forms of discrimination against them set out the need to raise the subject of violence against women in its specific dialogues on human rights, and in other EU policy dialogues if necessary; and, systematically include in their reports a section on compliance with human rights analysing respect for women's fundamental rights, with particular reference to their right to physical integrity and non-discrimination. Since 2011 the local strategies for the implementation of the EU Guidelines on violence against women and girls and combating all forms of discrimination against them have been incorporated into the comprehensive Human Rights Country Strategy reports. In several countries these guidelines were integrated into either a local strategy for Human Rights Defenders (Tunisia) or the Human Rights Country Strategy (Central African Republic, Honduras, Tanzania, Trinidad and Tobago and Ukraine).<sup>164</sup>

The evidence from the country case studies shows that several EUDs<sup>165</sup> have included GbV as a key aspect of EU Human Rights Strategies and Annual Human Rights dialogues, including examples of dialogue on: female genital mutilation, forced marriage, women accused of witchcraft, abduction of women, hanging of women and unwanted pregnancies (Burkina Faso); femicides and sexual abuse of girls (Nicaragua); high rates of domestic violence (Armenia); and, the adoption and implementation of GbV laws (Afghanistan, Armenia). There are countries where EC Services and EEAS have had minimal or practically no interventions focused on GbV, such as Armenia, Bolivia, Burkina Faso, and Nicaragua. In other countries GbV has been partially included in sectoral programmes such as health or justice: in DRC through a focus on services for GbV survivors in a number of its health programmes (e.g. a project for sexual violence survivors in North Kivu, in Eastern DRC); in Bolivia, a project for strengthening the level of independence of the newly elected authorities of Tribunals and Penal Courts includes the social watch of judicial procedures on, among other crimes, domestic violence; and, in the Philippines, the Access to Justice Project included the objectives of increasing women's access to justice specifically around GbV.

There are some examples where the EC Services have developed initiatives to tackle GbV needs identified by other donors or using the momentum built up by external circumstances. In PNG<sup>166</sup> a damning report from the UN special rapporteur on violence against women who visited PNG (in 2012) and the Partners for Prevention's<sup>167</sup> multi-country research (Asian and the Pacific) report (in 2013) presented data on extremely high rates of GbV. The EUD built on this momentum, becoming a strong advocate for tackling GbV, seeing it as a high political priority.

### ***2.3.2 Extent to which EC promotion of, and support for, GbV is responsive to country needs, context, and opportunities***

The case studies show that the EC Services' response to GbV at a national level has been mixed, with a few cases where initiatives are based on analysis of the current situation and opportunities for action, such as in DRC, but with other examples where opportunities have been missed, such as Nicaragua.

---

<sup>164</sup> See 2011, 2012 and 2013 Reports on the Implementation of the EU Plan of Action on Gender Equality and Women Empowerment in Development, 2010–15 for indicator 8.1.1.

<sup>165</sup> Country case studies for Burkina Faso, Nicaragua, Armenia and Afghanistan. Note that the human rights documents were confidential and not shared with the teams conducting the country case studies.

<sup>166</sup> Country case study for PNG.

<sup>167</sup> Partners for Prevention is a UNDP, UNFPA, UN Women and UNV regional joint programme for GbV prevention in Asia and the Pacific.

There are examples of where the EC Services have responded to country needs, as well as those where there are missed opportunities to respond to a context that shows clear signs of needing stronger support by the international community. One example where the EC Services have responded to country needs is in DRC. The EUD has designed a new GbV prevention and response programme, based on a comprehensive situation analysis, which highlights the need to focus on a range of types of GbV that Congolese women experience and to expand the geographical coverage where current work (and funding) to address GbV is limited.

In Bolivia, while there is evidence of the scale of GbV, the EUD has played no role in combating GbV in the country beyond one current project in Cochabamba, which started in January 2014, and has therefore had limited outcomes until now. There are also missed opportunities for engaging in a dialogue at the national level or mainstreaming GbV in wider IfS programmes. In Central America the IfS supports GbV programmes at the regional level. Even though there is high awareness of the problem of GbV in the Nicaragua EUD, no national interventions or nationally based dialogue on GbV are present.

### ***2.3.3 Extent to which a contribution has been made to the capabilities and behaviours of partner governments and other partners as a result of EC promotion of and support for GbV***

The EC Services have primarily provided support to non-state actors in its promotion of and support for GbV, with few examples where it has worked directly with partner governments. There is limited evidence from four case studies (the Philippines, PNG, Afghanistan and Ethiopia) of the contribution that has been made to the capabilities and behaviours of these partners.

The GAP annual reports<sup>168</sup> state that up to 2013 around 40 EUDs had implemented activities in support to the implementation of EU Guidelines on violence against women. Examples quoted in annual reports include: support in Guatemala for combating GbV and all forms of discriminations against women and girls both through its bilateral and thematic programmes; in Yemen, the EUD took the lead to develop a local strategy on violence against women (VAW) in 2010; and, El Salvador and Mauritius included references to the guidelines in their local strategy for gender equality.

The evidence of the contributions that have been made to the capabilities and behaviours of partners is limited, but promising. In Ethiopia, for example, although funding is small the outcomes achieved have been significant (Figure 27).<sup>169</sup> There are a number of other examples where more limited outcomes have been achieved. In the Philippines there was a deliberate attempt to use EIDHR and NSALA thematic lines to promote CSO action for GbV during the period to support the launch of the Magna Carta for Women. Beneficiaries stated that this training changed the attitudes and practice of service providers and users, which in turn resulted in higher levels of reporting of violence and access to justice.<sup>170</sup> In PNG through the EIDHR (2009–11), the EU funded a project aimed to support women victims of family violence by supporting them using a comprehensive package of services. Monitoring reports showed that the majority of the adult cases served by the project related to domestic violence, physical abuse/physical assault, counselling and advice and physical/verbal/emotional abuse, but that the project is yet to demonstrate clear results.<sup>171</sup> In Afghanistan in 2012–14, the EIDHR supported a project that aimed to create an enabling environment through which community male members, in particular, could work as activists on promoting and protecting women's human rights. Outcomes included the revitalisation of five women's

---

<sup>168</sup> 2011, 2012 and 2013 Reports on the Implementation of the EU Plan of Action on Gender Equality and Women Empowerment in Development, 2010–15.

<sup>169</sup> Country case study for Ethiopia.

<sup>170</sup> Country case study for the Philippines.

<sup>171</sup> Country case study for PNG.

resource centres; and 100 Afghan women received training on women’s rights, human rights, leadership and conflict resolution.<sup>172</sup>

**Figure 26: Ethiopia support to non-state actors in gender-based violence**

GbV is a growing concern in **Ethiopia**, but despite this there is no mention of GbV in the Country Strategy Paper and there is no evidence of any strategic focus on GbV in the EU programme. However, the EU’s Civil Society Fund has provided support to two CSOs with programmes on GbV, which show significant outcomes:

- A total of 50,978 people (36,718 female, 14, 260 male) have access to information and services on GbV.
- Community conversation groups created a space for ordinary members of the community, especially women to air their views on GbV, and an arena where members report cases of violence within community.
- Community Conversation Groupss have become a place where support (transport, shelter, finance and credit facilities) is provided to survivors of GbV and families.
- Increased reporting on GbV by victims as well as neighbours, who used to consider domestic violence as the private affair of a family.
- Reduction in early marriage, polygamy, harmful traditional health practices regarding pregnant and lactating women, prevention and care of HIV/AIDS including care for orphans, and girls’ enrolment in schools.

**EQ 2.4 How effective is the three-pronged approach (specific actions, cross-cutting issues and political/policy dialogue) used by the EC in promoting gender equality? What has helped or hindered effectiveness?**

**Summary response to EQ**

The ‘three-pronged approach’ has not been systematically implemented at country level; there are no central incentives, systems or mechanisms in place to encourage, support or require a coordinated and strategic three-pronged approach. Indeed EUD staff demonstrate limited or no awareness of what a three-pronged approach even is. While there is some evidence that each of the three prongs (specific actions, cross-cutting issues and political/policy dialogue) have been used in specific country contexts in different ways, there is no evidence that these actions and interventions have been used together in a strategic and/or coordinated way. Assessing the effectiveness of this approach is therefore a problematic exercise.

In addition to internal constraints on the effectiveness of the approach (namely, lack of coordination EC mechanisms across the three prongs and low level of EC staff awareness of the approach) a common external factor affecting the effectiveness of the three-pronged approach at the country level has been government commitment to GEWE: providing a fertile context for working across the three prongs in Morocco and the Philippines; and, making the context for initial dialogue, supported by the other prongs, difficult in Armenia and Nicaragua.

<sup>172</sup> Afghanistan Country case study.

#### **2.4.1 Extent to which approaches and interventions (specific actions, cross-cutting issues and political/policy dialogue) have been identified and used in a complementary manner to promote gender equality**

The evidence from analysis of the gender policies and guidance on the instruments and thematic programmes is that there are no central incentives, systems or mechanisms in place to undertake a coordinated and strategic three-pronged approach. Indeed, the GAP reporting<sup>173</sup> has highlighted that political dialogue on GEWE and development cooperation actions is not well coordinated. While there is evidence<sup>174</sup> of all three prongs being applied, there is little evidence to analyse the extent to which all prongs are applied in each country and are strategically used to reinforce each other – for instance, how results and lessons learned in each prong inform the design and implementation of efforts in each of the others.

There are no examples where all of the elements of the three-pronged approach are identified and used in a complementary manner. The evidence from EQ 1.1 is that there are no examples where gender analysis has been used to inform and develop country strategies, although there are examples where gender analysis has been used in the development of interventions in specific sectors. The evidence from EQs 1.2 and 1.3 is that gender is not addressed consistently in political and policy dialogue processes in any of the country case studies, and that gender equality has not been consistently mainstreamed across all EU-funded programmes and projects in any country. In addition, the evidence from EQ 2.2 is that there are only very general policy commitments on the complementary use of the three prongs, and that specific guidance on how to implement these commitments is lacking. As a result, the evidence is that there is a lack of deliberate strategies and incentives to promote synergies through different prongs towards gender equality outcomes.

As with the complementary use of instruments, the evidence suggests<sup>175</sup> that staff are simply not aware of the three-pronged approach, as set out in policy documents. While the approach is referred to in the GAP, there are no related indicators and, thus, EUDs in reporting on progress do not make any reference to it.<sup>176</sup>

#### **2.4.2 Extent to which interventions in the three areas are effectively monitored and the analyses of results are incorporated into the development of interventions**

The analysis of country and regional strategy documentation shows that, overall, progress on establishing gender-sensitive indicators and monitoring of progress has been patchy in relation to programmes in which GEWE is mainstreamed, and in relation to political dialogue. Initiatives that are GEWE-specific tend to have gender-sensitive indicators throughout. There is no evidence that there have been monitoring efforts made for gender mainstreaming, gender dialogue or GEWE-specific actions or that the results of monitoring fed into activities.

The evidence from the country case studies is partial and fragmented, making it is hard to take an overall perspective, with evidence spread across the EQs. Looking at each of the three prongs in turn and drawing on the evidence from EQs 1.2, 1.3, 1.4, 2.5 and 2.6:

*Political and policy dialogue* – As the analysis for EQs 1.3 and 2.5 shows here is a mixed picture on the extent to which the EU and MS contribute to gender mainstreaming through policy dialogue, so that it is hard to find examples of proven systematic gender mainstreaming in *all* dialogue processes, policy and political. The examples from the country case studies show that while gender may be addressed in political dialogue, it is not necessarily the case for policy dialogue and vice versa.

---

<sup>173</sup> 2011, 2012 and 2013 Reports on the Implementation of the EU Plan of Action on Gender Equality and Women Empowerment in Development, 2010–15.

<sup>174</sup> Country case studies for all 11 countries.

<sup>175</sup> Country case studies for all 11 countries.

<sup>176</sup> 2011, 2012 and 2013 Reports on the Implementation of the EU Plan of Action on Gender Equality and Women Empowerment in Development, 2010–15.

*Mainstreaming of gender* – As the analysis for EQ 1.4 shows, gender equality has not been consistently mainstreamed across all EC Services-funded programmes and projects in any country, although there is more evidence of mainstreaming within particular sectors. There is a similar picture of inconsistent gender mainstreaming in budget support, as EQ 1.2 details. Afghanistan and Morocco (Figure 28) are the only countries where there is evidence that they are very successful in treating gender as a cross-cutting issue in all the programmes and activities reviewed.<sup>177</sup>

**Figure 27: Examples of the use of gender-sensitive indicators in Morocco and PNG**

Encouraging progress has been made in **Morocco** where there are gender-sensitive performance indicators for the variable tranche of the budget support to the National Initiative for Human Development. While the first phase of support included two gender indicators, learning from this phase enabled a more ambitious approach in the second phase, in which seven out of eleven indicators are gender responsive.

Similarly in **PNG**, a second phase of a Rural Economic Development programme, starting in 2014, has clear gender-sensitive indicators, based on learning from the previous country strategy. A complementary microcredit project, supported through a thematic budget line of EIDHR, was used to learn lessons about gender sensitive economic development in rural areas. As a result of this learning, the second phase of a Rural Economic Development programme shows significantly more consideration to GEWE and includes specific gender-sensitive indicators as well as a budget for a gender specialist.

*Specific gender actions* – Examples could be found in nearly all countries of ‘gender-specific actions’ with significant impacts. However, many of the projects are better described as women in development/‘women-focused’ actions, missing out on more transformative gender equality objectives and failing to include gender-sensitive indicators.

The degree to which interventions in the three prongs are monitored effectively varies, and only in Morocco is it clear that all three prongs are effectively monitored (although dialogue processes are less formally monitored).<sup>178</sup> Some countries use the GAP Annual Report as a means to monitor progress across all three prongs (Morocco, the Philippines).<sup>179</sup> However, it is very much dependent on the degree to which gender-sensitive indicators are used systematically by EUDs and partners in the country. There is evidence spread across the EQs on gender-sensitive indicators, often evidence of their limited use or indeed their absence (lack of capacity to develop such was noted).

Results-oriented monitoring is a central part of the EC Services’ approach to programme and project monitoring. Conducted by external experts, it is intended to provide ‘a ‘snapshot’ of the intervention’s quality and performance.<sup>180</sup> The ROM Handbook and template give adequate attention to gender. However, desk reports from the ROM system indicate that the ROM process is near gender blind.<sup>181</sup> Most ROM reports do not mention gender equality and there are frequent cases where monitors assume that targeting women as beneficiaries is adequate for a gender-targeted project.

A hypothesis was proposed in the initial phase of the evaluation that when dialogue, gender mainstreaming and specific actions are planned and implemented in a way that is not coordinated, then opportunities to enhance the promotion of gender equality are missed. Given the cumulative evidence above, it can only be concluded that there are missed opportunities to take a more holistic look at how the three prongs could be/are combined for

<sup>177</sup> Country case studies for Afghanistan and Morocco.

<sup>178</sup> Country case study for Morocco.

<sup>179</sup> Country case studies for Morocco and the Philippines.

<sup>180</sup> EC, April 2012, Results-Oriented Monitoring Handbook, Europeaid ECA / 129–719.

<sup>181</sup> Desk Report, May 2014.

GEWE synergies to emerge. An essential starting point for this would be clearer country-level strategies, based on gender analysis, followed up with systematic reviews of progress. This in turn links to the need for gender-sensitive indicators in order to assess and record GEWE impacts, as well as for the documentation of lessons learned to inform future programmes.

### **2.4.3 Extent to which the EC has successfully treated GEWE as a cross-cutting issue**

There are only three case studies where efforts have been made to consistently treat gender as a cross-cutting issue: in Afghanistan and Morocco across the country strategy, and in the Philippines in the significant support to the health sector. While there are examples from other case studies where gender has been treated as a cross-cutting issue in particular sectors, such as health and education, these are isolated and ad hoc examples.

The Afghanistan EUD has been the most successful in treating GEWE as a cross-cutting issue in the programmes and initiatives covered in the evaluation.<sup>182</sup> There is evidence that gender has been addressed in programme and project documentation, in related strategic dialogue with government and civil society, and in the presence of gender-sensitive data included in monitoring. Of 271 contracts signed by the EUD between 2010 and 2013, 122 (or 46%) had gender as a significant or principle objective, with 70% of ongoing projects with CSOs focusing on women's rights (and especially GbV). This support is backed up by the EUD, which engages in dialogue with government and civil society around a range of gender issues. With regard to monitoring, sex-disaggregated indicators and gender equality performance indicators were consistently and appropriately incorporated in the initiatives reviewed.

The EUD in Morocco has similarly been successful in treating GEWE as a cross-cutting issue in the programmes and initiatives reviewed.<sup>183</sup> Specific attention has been given to GEWE in strategy papers and has been followed up through strategic dialogue with government and civil society. There are examples where gender has been incorporated into a significant number of programmes and projects, although there are still some areas where gender has not been fully covered, such as in economic support. Gender-sensitive data is included in monitoring and there good examples of gender-sensitive performance indicators for the variable tranche of the budget support. In addition, the EUD has recognised the need for an institutional capacity analysis of the different sectors to assess gender expertise requirements.

In the Philippines the gender checklist has been used to ensure that gender is treated as a cross-cutting issue in support to non-state actors and in budget support to the health sector.<sup>184</sup> There were efforts made to complement activities under budget support in the health sector and to support the move towards the establishment of the Reproductive Health Bill, where political dialogue was used to support key development messages. The use of gender-sensitive indicators was limited, with gender not being included in the budget support policy conditionalities or specifically mentioned in the performance assistance framework, although the ROM missions do include a question on gender mainstreaming. Thus, this case study provides some limited evidence of attempts to treat gender as a cross-cutting issue in some significant parts of the country strategy.

---

<sup>182</sup> Country for Afghanistan.

<sup>183</sup> Country case study for Morocco.

<sup>184</sup> Country case study for the Philippines.

**EQ 2.5 To what extent and how have political and policy dialogues contributed towards the realisation of GEWE in partner countries? What has helped or hindered this contribution?**

**Summary response to EQ**

There is little clear evidence to demonstrate how political and policy dialogue has directly contributed to the realisation of GEWE at country level and, indeed, there are only a few countries where there is evidence that the EC has actually deployed political and policy dialogue on GEWE in a consistent way as part of the cooperation strategy (Morocco and Afghanistan). In most cases, dialogue processes have been carried out in an ad hoc manner, generally as part of donor coordination processes. In these cases, because of the lack of gender analysis, dialogue has not taken place with clearly identified objectives.

The key factor hindering progress is the capacity of EUD staff to effectively and convincingly undertake policy and political dialogue that integrates gender. This concern was raised consistently by EC staff as a constraint. More specifically staff highlighted the need for capacity building to enable proactive identification of opportunities to raise GEWE issues in political dialogue at different levels and across sectors, as well as for clear prioritisation and coordination of messages with other donors. Related to this the lack of guidance on how to undertake a strategic and coordinated approach to needs assessment is another significant key factor hindering progress in this area. The case study of Morocco provides an example of how to address these hindering factors.

***2.5.1 Extent to which dialogue processes reflect issues identified in gender analyses and there are clear objectives for taking forward issues***

Gender analysis is rarely used to inform country strategy design, although it is more common in the design of programmes. It is even more rarely used to inform dialogue processes.

Of the 11 case study countries, Morocco is the only example where EUD dialogue processes are informed by gender analysis and where these processes are coordinated with other EC Services actions. Although there are other examples of gender analyses informing the overall objectives of dialogue processes, this has been on an ad hoc basis rather than part of a formal strategy.

EUD survey findings and key informant interviews conducted during country case studies indicate that technical capacity is one of the critical barriers to full integration of gender analysis into country and regional strategy and programme design processes and reviews. This gap also affects EUD's ability to base dialogue on robust gender analysis.

***2.5.2 Extent to which policy dialogue processes use objectives and indicators for tracking progress across support provided***

The extent to which policy dialogue processes use objectives and indicators to track progress from support provided is extremely limited. Of the 11 country case studies, Morocco is the only example where this is taking place, with dialogue being used to support budget and sector support programmes. In other cases of EUDs raising gender issues in dialogue processes, evidence suggests that progress is tracked on an ad hoc rather than systematic basis.

In Morocco the EUD use objectives and indicators to tracking progress resulting from support provided, so that, for example, gender-related performance indicators for the variable tranches provide an immediate entry point for policy dialogue. There are gender-sensitive indicators for the National Human Development Programme, as well as specific indicators for the education and health programmes. There has been limited use of gender-sensitive indicators across all EC Services interventions and policy dialogue is no exception. The contributory factors for this are multiple. Poorly suited guidance materials and technical limitations of EUD staff are certainly part of the problem. But staff failure to appreciate the

importance of integrating gender concerns into all modalities, policy dialogue included, is also likely to play a part.

### **2.5.3 Extent to which dialogue processes were coordinated to achieve their objectives and factors affecting these achievements or otherwise**

The quality of dialogue and coordination is difficult to assess, largely due to such limited monitoring of these processes. Despite this, there are some examples where EUD policy and political dialogue has achieved important results. Morocco provides the strongest example, where dialogue processes form an integral part of the overall cooperation strategy, integrating gender and coordinating with other aspects of the strategy. In all other cases, while objectives have been achieved, these processes tend to be more isolated from wider strategic objectives such as in Nicaragua (Figure 29).<sup>185</sup>

**Figure 28: Coordinated political and policy dialogue in Nicaragua**

Despite the difficulties of political dialogue in **Nicaragua**, the controversial issue of therapeutic abortion has been the focus of political dialogue. Civil society and donor groups have carried out both political and policy dialogue with two primary targets: the Supreme Court of Justice magistrates and National Assembly deputies. While the Supreme Court has been a difficult counterpart, some members of the National Assembly have privately and unofficially expressed their support for therapeutic abortion (but will not make their support public). The more formal political dialogue process was started by the Netherlands and has since been progressed by the EUD. The EUD has continued through support to a project for the legalisation of therapeutic abortion, which has political and policy dialogue as a core strategy, using different advocacy strategies.

In Morocco political and policy dialogues have contributed to keeping gender equality on the agenda of EU-Morocco relations, and have strongly reflected issues identified in gender analyses, including consultations with civil society. The EUD has used strong political pressure to give clear signals that GEWE is a priority.

This political pressure is more important than the financial support provided by EC Services, a view confirmed by a government official. Dialogue processes were closely coordinated to achieve their GEWE objectives: to ensure the new Islamist government approved a Plan for Gender Equality developed by the previous government. The EUD made the Plan non-negotiable with the new government, thereby ensuring that its earlier investment in identifying and supporting the Plan's development paid off and facilitating further support for the Plan's implementation.<sup>186</sup>

The capacity to effectively and convincingly undertake policy and political dialogue that integrates gender was raised as a significant constraint by EUD staff.<sup>187</sup> Several EUDs requested support to enable them to proactively take forward political and policy dialogue on gender issues, including in coordination with other donors.

<sup>185</sup> Nicaragua Country Case Study.

<sup>186</sup> Morocco Country Case Study.

<sup>187</sup> 11 Country Case Studies.

## EQ 2.6 How far have specific actions or measures to empower women contributed to redress inequalities and improve gender balance?

### Summary response to EQ

Specific interventions supported through the EC have achieved measurable success with respect to redressing inequalities and improving gender balance within the target populations. However, the lack of clear overarching country-level performance assessment frameworks (with clear gender-sensitive indicators, targets and explicit links to programming) means that progress in addressing gender inequalities is hardly assessed and the overall EC Services contribution to improving gender balances at higher (e.g. population) level in countries cannot be measured.

Without an overarching framework to assess progress, it is not possible to assess how these specific actions have contributed to redressing inequalities and improving the gender balance. Rather, what the evaluation has found is a range of interesting interventions that act as examples of good practice. These examples provide some evidence that it is possible to develop appropriate indicators and measure progress and impact in a range of interventions.

### *2.6.1 Extent to which the gender equality situation has changed over the timeframe 2007–12*

There is evidence from all of the country case studies that the gender equality situation has changed over the timeframe of the evaluation. Only six country strategies, Ghana, Guatemala, Morocco, the Philippines, Ethiopia and Afghanistan, make an effort to integrate specific gender actions in focal sector strategies or have used gender-sensitive indicators in the NIP. Given that the majority of the CSPs do not provide a framework for assessing progress in GEWE (see EQ 1.1), there is a need to look elsewhere for such a framework. For all of the country case studies it was possible to set out in general terms the progress (or lack of it) in the gender equality situation over the period 2007–13, using existing data and analysis. This has the potential to form a broad framework against which to assess the contributions that EC Services and EEAS specific actions or measures to empower women have made to redressing inequalities and improving the gender balance.

There are indicators available, with reports of progress against them demonstrating that there is data available to set a broader framework for gender. The main indicators that were available for the country case studies were the UN's Gender Inequality Index<sup>188</sup> and the World Economic Forum's Global Gender Gap Index.<sup>189</sup> Both indicators are a composite of other indicators, such as education, health and political participation, so that these elements can be used in assessing where further progress is required. In all of the case studies the evaluation team found that there are analyses available that can be used as a framework for assessing progress in GEWE. These international assessments of the gender situation and how they changes over time can be complemented with national level assessments, such as progress against the MDGs,<sup>190</sup> and international reporting, such as the national Committee on the Elimination of Discrimination against Women reports<sup>191</sup> and the shadow reporting carried out by civil society.<sup>192</sup>

<sup>188</sup> <http://hdr.undp.org/en/content/gender-inequality-index-gii>

<sup>189</sup> <http://www.weforum.org/women-leaders-and-gender-parity#Measuring>; <http://www.weforum.org/reports/global-gender-gap-report-2013>

<sup>190</sup> See for example the UNDP MDG Progress Reports for Africa, including country progress reports: <http://www.undp.org/content/undp/en/home/librarypage/mdg/mdg-reports/africa-collection.html>

<sup>191</sup> <http://www.un.org/womenwatch/daw/cedaw/reports.htm>

<sup>192</sup> <http://www.un.org/womenwatch/daw/ngo/cedawngo#shadow>

### **2.6.2 Extent to which EC interventions have contributed to increased equality of rights for women and men, girls and boys**

There is evidence from CSEs and country case studies of the contributions made by EC Services and EEAS interventions to both increased equality of rights and increased equality of access to and control of resources for women.<sup>193</sup> There are a range of examples of the contribution to increased equality of rights, from interventions that have contributed at the highest level, such as the budget support to the Plan on Gender Equality in Morocco, to many more examples of smaller-scale contributions working with non-state actors, such as in Burkina Faso, DRC, Ethiopia and Nicaragua. The CSEs provide robust evidence of the contributions that the EC has made to girls' increased access to basic education in countries including Ethiopia, Honduras, Mali, Nepal and Tanzania. There are only very limited examples from the case studies of contributions to women's economic empowerment, with the most robust evidence coming from a programme in Morocco, working with women's cooperatives. What is absent in all of the examples, except Morocco, is a broader strategic framework with objectives relating to gender and the systematic use of gender-sensitive indicators, which can be used to assess the contribution that EC interventions have made.

While the Thematic Evaluation of EC Support to respect for Human Rights and Fundamental Freedoms (2011)<sup>194</sup> found many examples where EC action in favour of human rights had generated positive effects, there is insufficient detail in the report on whether any of these positive effects relate to equality of rights for women and men. There is only limited evidence available from the country evaluations for Colombia, Nepal and Zambia of how support to CSOs, particularly women's organisations, has contributed (or not) to their ability to lobby for and, in some cases, claim their rights.

Evidence of the extent to which EUD programmes and projects have contributed to increased gender equality can be found for all case study countries. At the same time, the lack of the systematic use of gender-sensitive indicators means that it is hard to talk of clear impacts with great confidence. The examples include: contributions in Afghanistan to awareness of women's rights and tackling domestic violence; enhancing the rights of older women in Burkina Faso; and, work to improve health care for survivors of sexual violence in DRC. The strongest example from Morocco is illustrated in Figure 30.

#### **Figure 29: Case study on support for the Morocco National Plan for Gender Equality**

The EUD in Morocco has achieved a significant success for gender equality in negotiating the incoming government's approval of the National Plan on Gender Equality. The Plan was developed by the previous administration and stakeholders interviewed (civil society, multilateral and bilateral donors) reported that the EU's lobbying and budget support was vital to the Plan's approval and implementation by the new Islamist majority government. The budget support provided totals EUR 45 million, including EUR 2 million for civil society support to GEWE and EUR 5 million for technical support for capacity building of ministries for gender mainstreaming.

While it is too early to have evidence of the impact of the National Plan on gender equality, stakeholders consider the EUD's support to the Plan has resulted in:

- strengthened capacity of the Ministry of Women, moving from 5 to 26 staff members;
- the Ministry of Finance continued to be engaged in debates and commitments on gender equality;
- cross-government mechanisms in place to mainstream gender in all ministries and an inter-ministerial committee to monitor the Plan's implementation, presided over by the Chief of Government.

<sup>193</sup> Analysis of EUD Cooperation Strategies Mid Term Reviews and Country and Regional Evaluations, Annex 8.

<sup>194</sup> [http://ec.europa.eu/europeaid/how/evaluation/evaluation\\_reports/reports/2011/1298\\_vol1\\_en.pdf](http://ec.europa.eu/europeaid/how/evaluation/evaluation_reports/reports/2011/1298_vol1_en.pdf)

### **2.6.3 Extent to which EC interventions have contributed to increased equality of access to and control of resources for women**

While there is robust evidence that EC Services and EEAS interventions have contributed to better access for women and girls to basic services (mainly in the education and health sectors), there is more limited evidence that their interventions have increased women's access to and control over resources. There is evidence from country strategy evaluations and only limited evidence from the country case studies of the contributions that EC Services and EEAS interventions have made to increased equality of access to and control of resources for girls and women.

The country strategy evaluations provide robust evidence of the contributions that the EC has made to increased access to basic education in countries including Ethiopia, Honduras, Mali, Nepal, and Tanzania.<sup>195</sup> There are only very limited examples from the case studies of contributions to women's economic empowerment, with the most robust evidence coming from a programme in Morocco working with women's cooperatives. The Ethiopia country evaluation looks in detail at the Protecting Basic Services programme, which the EC supported with considerable funds.<sup>196</sup> The evaluation provides evidence to suggest that funds have been managed judiciously, with an almost doubling of the number of schools, which – even more impressively – has occurred simultaneously with a decreasing student-teacher ratio. This in turn has been instrumental in improving core education indicators such as enrolment and the gender parity index. However, concerns still linger over quality, dropout rates, and graduation to higher levels.

There was just one example of how EUD interventions had increased access and control over resources. In Morocco the Argan Oil<sup>197</sup> project is focused on increasing access to resources, with some evidence of impacts, such as improvements in women's income. The project has collected evidence that productivity was 2.5 times greater at the end of five years, that women members have benefited from medical coverage for their families and that three women have now been elected to local office.

#### **EQ 2.7 To what extent and how have EC-supported capacity-building programmes, targeted at national/local governments, regional organisations and civil society contributed to empowering and enabling these actors to promote GEWE in their respective areas of work?**

##### **Summary response to EQ**

There is little evidence to demonstrate a contributory link between the delivery of EC Services supported capacity-building programmes and significant improvements in actor/stakeholder ability to promote GEWE in their work. One of the primary reasons for this is that in most countries there is scant evidence of actual implementation of significant targeted EC-supported capacity-building programmes focused on GEWE issues. Perhaps, even more critically, there is very little evidence of a strategic and coordinated (e.g. complementary) approach to capacity building around GEWE on the part of either regional or EUD programming. For example, there are no capacity-building programmes specifically identified in regional strategy documents, and the only examples of GEWE-specific capacity-building interventions identified in the country strategy documents reviewed were in Ethiopia and Morocco.

The result is that evidence of actual contributions to empowering/enabling actors to promote GEWE in their respective areas of work is very limited. The majority of the examples given by the EUDs are of formal training and technical assistance to the government, often as part of larger programmes. In these cases evidence of improvements in actors ability to better

<sup>195</sup> Analysis of EUD Cooperation Strategies Mid Term Reviews and Country and Regional Evaluations Annex 8.

<sup>196</sup> January 2012, Evaluation of the Commission of the European Union's Co-operation with Ethiopia.

<sup>197</sup> EC Delegations 2002a, Bilateral Women's empowerment project: Argan Oil MAR/AIDCO/2002/0521 2003–10

promote GEWE in their work is very limited. The majority of examples where clearer progress seems to have been made are in relation to specific GEWE-focused implementation projects supported by EC – these projects (mainly delivered through non-governmental organisations – NGOs) have capacity building as a component of the intervention design and as such provide examples of relatively small-scale capacity-building outcomes.

### ***2.7.1 Extent to which capacity-building programmes are based on an understanding of and response to issues identified in gender analysis, backed up with broader contextual and capacity analyses***

The country case studies provide few, if any examples where capacity-building programmes are based on an understanding and response to issues identified in gender analysis. The only example of this happening comes from Morocco, where there is evidence of a coordinated approach to gender, founded on an overall analysis. There are some examples where capacity-building programmes have been backed up with broader contextual and capacity analyses, although these analyses tend to be based on experience rather than commissioned work.<sup>198</sup>

In Morocco there are examples from the health and education sector budget support that show that the EC is supporting government partners to address capacity weaknesses identified during sector gender audits. In health, the technical component of budget support to Health II will include supporting the implementation of recommendations from a gender audit conducted by the Ministry of Health funded by UNFPA. In education, the technical component of support is dedicated to implementation of the government's Plan of Action for gender mainstreaming in the education sector. One-third of the EC-supported technical assistance is focused on capacity building. The Ministry has limited resources for capacity building and sees this contribution as essential to meeting its capacity needs: as one interviewee said 'In addition to the budgetary support, we have technical assistance for capacity building, doing studies. This comes directly to us as a Ministry whereas the budget support does not. We would not be able to do studies and capacity building without this technical assistance as our own budget is insufficient. The priority is for salaries not studies.'

The EUD in Ethiopia has provided technical assistance to the Ministry of Women, Children and Youth Affairs through the Women's Empowerment and Gender Equality project. While there is a follow-up project, the Women's Breakthrough project, there has been no formal assessment of progress and remaining gaps. There is also an example of informal capacity building with government actors in Burkina Faso. Here, the EUD has informally, through capacity building of civil society and government, contributed to empowering and enabling these actors to support GEWE in its work. This has primarily been through the Gender Donor Group, which has provided considerable capacity-building support for the Minister for Gender Equality and Women, who confirmed that it was helpful, as well as through active monitoring of civil society and through engagement in sectoral groups

### ***2.7.2 Extent to which capacity-building programmes complement other EC interventions and are effectively coordinated with them***

There is very limited evidence of a strategic approach to capacity building in the country and regional strategy documents reviewed.<sup>199</sup> There are no capacity-building programmes specifically identified in regional strategy documents and only a very limited number of examples identified in the country strategy documents, in Ethiopia, Ghana and potentially in Morocco. There is limited evidence available from country evaluations for Colombia, Nepal and Zambia of how capacity-building programmes have contributed to the promotion of GEWE.<sup>200</sup>

---

<sup>198</sup> Country case studies for Ethiopia and Burkina Faso.

<sup>199</sup> CSP and RSP Analysis for EC and Member States. Annex 7.

<sup>200</sup> Analysis of EUD Cooperation Strategies Mid Term Reviews and Country and Regional Evaluations Annex 8.

From the case studies the only example of a capacity-building programme complementing other EC interventions comes from Morocco. In the remainder of the country cases, there was no evidence of a strategic approach to capacity building.

In Morocco EUD-supported capacity-building programmes linked to budget support have contributed to empowering and enabling national and local governments to promote GEWE in their work. Capacity building is provided alongside financial assistance through budget support, in order to provide a complementary package of support. For example, the national Plan for Gender Equality budget support includes technical support for capacity building for Plan implementation, as well as a component for building the capacity of civil society to monitor Plan implementation.

The remainder of the examples from the country case studies are of formal training and technical assistance to the government, often as part of a larger programme (Figure 31). Examples include: in Afghanistan a range of support given to government partners in the law and justice sector; in Burkina Faso the EUD is supporting the development of national statistics on GEWE through training on gender and statistics and the development of indicators, a need identified by the government; and, in DRC, under the new GbV programme, there is a capacity development component for the gender ministry to support its planning and coordination role in the GbV sector.

**Figure 30: Coordinated capacity-building in Nicaragua**

In Nicaragua gender-specific technical assistance has been included in the TECNICA programme, which supports the reform of technical education and professional training. The technical assistance is carried out under Financing for Gender Equality and delivered by ITC-ILO, which has international experience of providing such support. The assistance has helped in integrating gender as a cross-cutting issue in the design of the programme and has resulted in the development of a set of gender specific indicators.

While the projects identified are coordinated with larger programmes, they are not set in a broader strategic framework and limited efforts have been made to monitor the effectiveness of capacity-building. In all of the examples identified there have only been limited efforts made to assess the impact of capacity-

building.

**2.7.3 Extent to which capacity-building programmes have contributed to the promotion of GEWE in partner countries**

There is very limited evidence from the case studies where capacity-building programmes have contributed to the promotion of GEWE. There are only four substantive examples, from Afghanistan, Armenia, Burkina Faso and the Philippines, that provide evidence of an increased focus on gender among those supported, although there is no evidence of the scale of these outcomes.

In Burkina Faso there is significant evidence that the HelpAge programme has built capacity for promotion of GEWE, through direct capacity building on gender issues and support to build the organisational capacity for NGOs working on women's rights. In the Philippines a project in Olongopo enabled VAW and children desks to be set up at local government level. Some of the outcomes recorded include: police reporting higher levels of reporting of violence as a result of increased awareness among women of access to justice; and that focus group discussants were unanimous that the training had changed attitudes and practice of service providers and users. The Promoting Equal Rights and Equal Opportunities in Armenia: Women in Local Democracy project has supported capacity

building of government and final beneficiaries. The WILD<sup>201</sup> project monitoring report states that the project, directly contributes to the enhancement of institutional and human resource capacity building, both at the government and final beneficiaries' levels. The support for the Afghan Women's Network, funded under the EIDHR (as well as through Care) enabled the reorganisation of the network, which included expansion of its work and improving the quality of their advocacy activities and more systematic engagement at the policy level.<sup>202</sup>

**EQ 2.8 To what extent and how have EC efforts to ensure an effective implementation of UNSCRs 1325 and 1820 on Women, Peace and Security – as well as 1888 and 1889 in fragile, conflict or post-conflict countries – contributed to progress towards respect for women's rights?**

**Summary response to EQ**

The EC has made significant contributions in the international arena to the promotion of UNSCRs 1325 and 1820 as set out in the 2008 Comprehensive Approach to the EU Implementation of the United Nations Security Council Resolution 1325 and 1820 on women, peace and security and in 2009 in the Inter-institutional Women Peace and Security Task Force. The EC is active in promoting implementation of the resolutions through its own dialogue processes at national and regional levels. The EU and MS presence in many fragile states has also contributed to international learning and influence over how to address the issue, particularly through the annual Informal Task Force meetings where key development partners are also members.

However, this robust international level commitment on women, peace and security is not well reflected in EU regional or country-level strategy or programming. Among the regional EU strategies, for example, only the Africa-EU strategic partnership mentions peace and security, as one of its four areas of focus, but it does not specifically refer to gender issues. Similarly none of the country strategies reviewed address women, peace and security issues in any substantive manner or explicitly reference includes objectives or strategies to implement UNSCRs 1325 or 1820. There is only very limited evidence that EC efforts have contributed to progress towards respect for women's rights.

**Judgement criteria**

***2.8.1 Extent to which EC strategies and actions are based on an understanding of and are adapted to local contexts, particularly in fragile, conflict or post-conflict countries***

While there are examples of significant EC strategies and actions related to UNSCRs 1325 and 1820, such as in the Philippines and Afghanistan, there is no evidence that these are based on an understanding of and are adapted to local contexts.<sup>203</sup> Only 3 of the 11 country cases are considered fragile, conflict or post-conflict – Afghanistan, DRC and the Philippines – and all have very different levels of visibility of GEWE issues and the women, peace and security agenda in country interventions to date.

In DRC there is no explicit reference to UNSCR 1325 or subsequent resolutions, or to the women, peace and security agenda, in the CSP or any of the programme documentation analysed (e.g. justice programmes, GbV programme). There is also no evidence of any specific analysis done by the EUD on women, peace and security issues or any explicit attempt to align programmes with the DRC National Action Plan for UNSCR 1325. The EUD work until now has focused on specific needs of conflict affected men and women, including improving health care for survivors of sexual violence and on improving access to justice for women survivors of sexual violence. There is no evidence that this work is carried out in response to the National Action Plan.

---

<sup>201</sup> Promoting Equal Rights and Equal Opportunities in Armenia: Women in Local Democracy, implemented by UNDP

<sup>202</sup> Country case study for Afghanistan.

<sup>203</sup> Country case studies for the Philippines and Afghanistan.

**Figure 31: Women's participation in the peace process in the Philippines**

Women's and girls' rights were a core concern during the peace negotiations in Mindanao and the EU plays an important role in ensuring that they were mainstreamed, for example, into ongoing discussions around sharia law in the area. Women's participation was also a key issue for the International Monitoring Team, with the expert provided managing to put gender on the map. The expert was able to participate in policy fora such as the Women, Peace and Security group, as well as providing concrete training in gender issues for the for the other members of the team. In addition, participation of women in the peace process has been a key objective for many of the projects in Mindanao, such as establishing local All Women Quick Response Teams and ensuring that the civilian protection component of the International Monitoring Team had a 100% all women contingent.

The CSP for the Philippines does mention women, and peace and security challenges, although the identification of these issues in the contextual analysis is not linked to UNSCRs 1325 and 1820. The NIP (National Indicative Plan) for 2011–13 does, however, include several references on the importance of including women in the peace process in Mindanao. The EUD has played a role in raising the profile of women's rights, especially in relation to women's participation in the peace process, when invited to be part of the International Monitoring Team in Mindanao (Figure 32). In turn, participation of women in the peace process has been a key objective for many of the projects in Mindanao. While the EU's strategy has developed to include a focus on the peace process

in Mindanao, there is no evidence that this is based on an analysis of the local context.

In Afghanistan the adoption and implementation of a National Action Plan for UNSCR 1325 remains a priority for the EUD. Support provided to date includes scheduling the topic regularly on the agenda of the EU Human Rights and Gender Working Group and convening additional meetings to discuss with government counterparts how the international community can further support this area. The inclusion of women in peace and reconciliation negotiations and processes is also given a high priority and is promoted by the EU Special Representative. The EU provided technical support to the High Peace Council in drafting its work strategy for the implementation of UNSCR 1325, which will feed into the national strategy that is currently being drafted. The EU also facilitated and funded mediation training for members of the High Peace Council and a number of Provincial Peace Councils, with a focus on female representatives in line with the EU's objective to promote an inclusive peace process. Again, while the support that the EU has provided has responded to events and opportunities in the country, there is no evidence that this is based on an analysis of the local context.

### ***2.8.2 Extent to which EC strategies and actions take forward the three-pronged approach and have been effectively implemented to complement each other and other longer-term EC interventions***

As for EQ 2.4, while there is some evidence that each of the three prongs (specific actions, cross-cutting issues and political/policy dialogue) has been used in specific country contexts, there is no evidence that these actions and interventions have been used together in a strategic and coordinated way.

No evidence was found for the three countries reviewed of strategic implementation of a three-pronged approach.<sup>204</sup> Indeed, although in Afghanistan dialogue has been used at the same time as specific actions, there was no evidence that interventions were used in a complementary way. There are evidence of a combination of modalities and instruments

<sup>204</sup> Country case studies for Afghanistan, the Philippines and DRC.

used in the Philippines, DRC and Afghanistan. The modalities used include: in DRC, specific projects under the EIDHR and women, peace and security issues mainstreamed in sectoral programmes (justice); in Afghanistan, inclusion of women, peace and security issues in political and policy dialogue and technical assistance to the government in specific needs; and in the Philippines, inclusion of GbV in IfS projects and inclusion of women in peace initiatives and political dialogue. However, no evidence could be found, through interviews and document reviews, as to why these combinations were used and whether any synergies were intended.

### ***2.8.3 Extent to which EC strategies and actions have contributed to progress towards respect for women's rights***

Much of the reporting on the EC strategies and actions focuses on the contributions to processes, rather than impact.<sup>205</sup> There is, however, some limited evidence of the contribution to progress towards respect for women's rights in DRC, the Philippines and Afghanistan.<sup>206</sup>

The First Report on the Comprehensive Approach to the EU Implementation of the United Nations Security Council Resolution 1325 and 1820, focuses on the concrete steps to enhance protection mechanisms for vulnerable groups, such as women and children and has provided support to women peace negotiators, while the Second Report focuses on specific UNSCR 1325 coordination groups (including Afghanistan) and the incorporation of the topics of women, peace and security in dialogues with host countries (including Afghanistan, Bolivia and Burkina Faso). Neither report draws any conclusions about the impact of these processes.

There is some evidence of the contributions that EC support has made to progress towards respect for women's rights in DRC, the Philippines and Afghanistan. In DRC there have been three projects financed by the EIDHR that have contributed to the aims of UNSCR 1325. The EU supported justice programme in the East has had a positive impact on women's rights, through improving access to justice for women survivors of sexual violence. While there has been no evaluation, there is evidence from monitoring reports of progress in ensuring that sexual violence victims have access to a lawyer. There has been an increase in the number of cases of sexual violence that have been taken up by the justice. In the Philippines, a significant number of people have been trained in laws and policies around VAW and women's rights through two projects addressing domestic violence. These projects have achieved some successes in raising awareness among key stakeholders responsible for legislative and policy formulation. In Afghanistan the EU has been a strong advocate for capacity development and gender awareness within the police force. This has been placed high on the agenda with the Ministry of Interior and the resulting dialogue has included large-scale conferences addressing civilian policing needs and gender, as well as children's rights for a wide range of government and police stakeholders. While this is only a first step, in the context of Afghanistan, it is an important contribution to ensuring that women have access to protection and to justice.

---

<sup>205</sup> The First Report on the EU Indicators for Comprehensive Approach to the EU Implementation of the United Nations Security Council Resolution 1325 and 1820 on women, peace and security (May 2011); The Second Report on the EU Indicators for Comprehensive Approach to the EU Implementation of the United Nations Security Council Resolution 1325 and 1820 on women, peace and security (February 2014).

<sup>206</sup> Country case studies for Afghanistan, the Philippines and DRC.

**EQ 2.9 To what extent and how has the Commission developed its internal capacities to deal effectively and efficiently with GEWE?**

**Summary response to EQ**

The EC Services and EEAS have not put in place appropriate internal capacities to deliver on their GEWE commitments. There is a mismatch between strong organisational commitments on GEWE and the organisational capacity to deliver on such commitments. There is no evidence of any capacity assessment having been done to determine the internal capacities needed to deliver the GEWE policies, or of a strategy outlining how essential capacities will be developed. What exists is a piecemeal approach to the delivery of policy commitments, which is doomed from the start.

Staff do not have a detailed understanding of the gender policies and their implications for development cooperation. Without this, and in the absence of organisational systems that force staff to give adequate and appropriate attention to gender in all aspects of development cooperation, GEWE results are likely to be limited.

Staff do not perceive GEWE as a priority. As a result, they are unlikely to seek out technical guidance in any format and the benefits of technical resources available will be diminished.

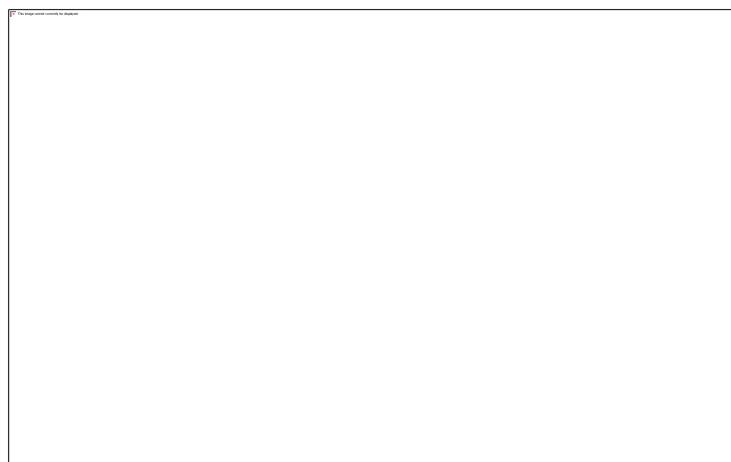
As the 'go-to resource' for guidance on gender, GFPs will be an important part of any capacity-building strategy for gender-sensitive development cooperation in EC Services and EEAS. However, a core principle of gender mainstreaming is that GEWE is everyone's responsibility. It is therefore crucial that EC Services and EEAS leadership and management put in place systems which engage and motivate all development cooperation staff to take GEWE seriously.

**Judgement criteria**

**2.9.1 Extent to which staff have knowledge of GEWE policies and concepts**

EC Services and EEAS staff are largely aware of their organisations' GEWE policies but they lack a detailed knowledge and understanding of them and some of their critical concepts.

A majority of EUD staff report being familiar with EU gender equality policies. However, 25% report being less familiar and 3% report being not familiar at all (Figure 33). The country case studies provide a more detailed picture of EUD staff understanding of GEWE policies and concepts. In 8 out of 11 EUDs studied, staff awareness of EU gender policy was low. Staff in only two of them, Afghanistan and Morocco, had a high awareness of EU gender policies and staff in one additional EUD, the Philippines, had some awareness.



**Figure 32: EUD staff familiarity with EU gender equality policy**

There is widespread evidence of the limited understanding – and occasionally misunderstandings – of gender-related concepts.<sup>207</sup> Too often terms are used interchangeably, with a conflation between the terms 'women' and 'gender'. This flags up a 'women in development' approach rather than a more appropriate and politicised 'gender and

<sup>207</sup> Desk Review, 11 Country Case Studies

development' approach. Gender equality is often reduced to simple ideas of parity of participation, such as a focus on parity of scholarships in PNG and achieving 50% of women in target beneficiaries of programmes in vocational education and training in Nicaragua. If a programme focuses on reproductive health, education or food security, many assume that this is a GEWE programme. In fact there may be no evidence of gender analysis in the design.

EUD staff discourse on gender equality can also be in direct contradiction to EU gender policies. During interviews, staff commented that: budget support is not suitable for consideration of gender; the 'ownership' principle means that the EUD cannot impose a GEWE agenda if it is not in the government's sectoral plans; gender is not an issue 'on the ground' here.

Despite this disappointing picture, there are examples where interventions move beyond the 'women in development' approach to a more transformative understanding. For example, the last call for proposals under the EIDHR in Nicaragua focused on the construction of new masculinities to tackle sexual violence against girls. It is interesting that this kind of innovative approach can sit alongside much more basic approaches to GEWE, such as the one in Nicaragua's vocational and training programme mentioned above, and indicates the limited quality assurance of EUD's approach to GEWE.

### ***2.9.2 Extent to which GEWE training is comprehensive, systematised, useful and offered at different levels – including with specialised (sector, thematic) focus***

Available GEWE training is appropriate and of good quality, although there is a need to develop more advanced gender training for specialists and training specially targeted at Heads of Delegations and Heads of Cooperation. However, relatively few EC Services and EEAS staff have made use of the training opportunities available. Time pressures and gender being of low priority are two of the reasons for this.

There is strong evidence in terms of quality and content of gender training (online and face-to-face) from 2007 to 2013.<sup>208</sup> Overall results of evaluations of training show positive scores (appropriate length, high quality of trainers, good methodology, etc.) with the main criticism referring to technical difficulties relating to online courses. Training content and formats are adapted to changing needs (such as sectoral priorities). Surveys<sup>209</sup> revealed that those who attended courses showed an increased awareness of gender issues and reported that the training led to multiplier effects, such as sharing documents with colleagues and using materials to organise gender training within the EUDs. However, gender training conducted for staff of specific EUDs has been less well received.<sup>210</sup> While generally welcomed, criticisms included: low attendance by EUD staff; the need for more concrete examples; and lack of cultural knowledge sensitivity of trainers.

EUD staff express a need and appetite for more capacity-building on GEWE including training. Some GFPs report the need for advanced gender training to aid them in mainstreaming gender in sectoral dialogue and implementation.

Although the quality of gender training is good, relatively few staff have taken advantage of it. Since 2007, only 820 EU staff have participated in gender training (see Table 8 below), 159 of them in 2014. There has been little gender training in recent times in EUDs in case study countries, with no training at all in the DRC, PNG and Bolivia. Given the critical capacity gap identified above this is a significant missed opportunity.

---

<sup>208</sup> Desk Review, GAS Surveys, Country Case Studies.

<sup>209</sup> Gender Advisory Service (GAS) surveys (GAS is the implementer of a contract for capacity building on GEWE from 2007) Desk Review.

<sup>210</sup> Country Case Studies of Afghanistan, Armenia, Haiti and Nicaragua.

**Table 8: Types of gender training course**

Type of course	2007	2008	2009	2010	2011	2012	2013	2014	Total
E-learning			59	105	44	66	40	21	335
Face-to-face	64	65	44	67	49	17	41	138	485
Grand total	64	65	103	172	93	83	81	159	820

Source: EC Training Unit

It is difficult to identify who – in terms of roles – these training sessions are targeting and reaching; this is not reported by headquarters or EUDs. Those attending courses run in Brussels are approximately 45% attendees from EUDs and 55% from Brussels. Heads of Delegation are not being targeted for special gender training in spite of this being an indicator within the GAP.

Evidence points to a range of challenges in taking up and completing gender training, including: lack of time (due to other priorities and/or shortage of staff), seen as a low priority (by staff themselves and managers), lack of study facilities, and technical computing difficulties for online courses (slow internet connection, difficulties in downloading documents), lack of resources to cover the costs of training.<sup>211</sup>

### **2.9.3 Extent to which there are systems for GEWE knowledge management that are well designed, user friendly and comprehensive, to capture, document and disseminate knowledge about GEWE in all relevant thematic and programmatic areas**

While there are systems for GEWE knowledge management – the network of GFPs and various online platforms – they are of mixed value as they do not deliver current information in user-friendly formats, which are particularly relevant to the needs of EC Services and EEAS staff.

The informal network of GFPs appears to be the main platform for knowledge sharing, primarily focused on sharing tools, resources and products coming from Brussels.<sup>212</sup> This is done through email exchange and through a GFP virtual network on the EC's knowledge-sharing platform capacity4dev, which exchanges information on good practices in mainstreaming gender and in the implementation of the GAP. The network comes together approximately every two years, but mainly for training purposes.

There are a number of online gender knowledge management platforms available to EC Services and EEAS staff.<sup>213</sup> Of the four platforms reviewed, the capacity4dev<sup>214</sup> site is the most user friendly and comprehensive, with the highest rating from users. It is current, accurate and well used. By 2014 the site had more than 1500 members including EuropeAid, Heads of European Commission, EEAS, EU Member States, partner governments, civil society, academics and the private sector. This suggests high credibility and usability. But improvements are possible.<sup>215</sup>

The other online platforms do not pass the test for effective and easy to use knowledge management systems: difficult to navigate, incomplete and out of date. The learn4dev<sup>216</sup> site focuses more on process and reports than technical information. While the site is useful for an insight into process matters in relation to gender and the EU, it is not very user friendly. Wikigender<sup>217</sup> offers a wide range of information and links to reputable sources, but is incomplete and often out of date, risking looking comprehensive without being so. More

<sup>211</sup> Gender Advisory Services Report (2007–10) Desk Review.

<sup>212</sup> Desk Review.

<sup>213</sup> They include: the central internal/intranet platform on GEWE for EC staff, managed by the Directorate-General for Justice, capacity4dev, learn4dev, Wikigender and Gendermatters. The evaluation team was only able to review the last 4 of these, as the former is not publicly available.

<sup>214</sup> <http://capacity4dev.ec.europa.eu>

<sup>215</sup> For example, useability would be improved if a search function in the TOPIC domain was included so that gender related articles and news appears under different sectors.

<sup>216</sup> <http://www.learn4dev.net/>

<sup>217</sup> [www.wikigender.org](http://www.wikigender.org)

attention to classification and categorisation is needed to make it user friendly. Finally, the [gendermatters.eu](http://gendermatters.eu)<sup>218</sup> site is largely redundant. There are no resources after 2010 given its funding ceased at that point.

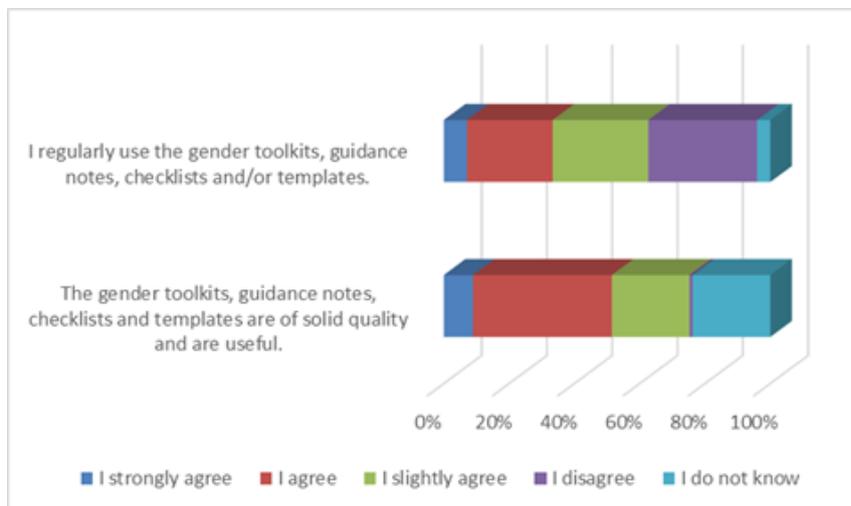
The evaluation's team analysis of the online platforms highlights the lack of clear 'how to' information on gender mainstreaming, such as guidance on setting up gender equality indicators or step by step approaches to gender mainstreaming into programmes. These kinds of brief guides can be particularly useful for officials with limited time and in need of guidance on specific aspects of programming.

#### **2.9.4 Extent to which there are useful GEWE tools and resources that are applied by staff, and staff have access to and use specialised internal/external GEWE expertise**

There are a number of tools available to aid GEWE programming – including a guidance note on the gender marker,<sup>219</sup> the gender checklist,<sup>220</sup> the Gender Toolkit<sup>221</sup> and budget support guidelines.<sup>222</sup> Those that are mandatory are used but their application can be poor. Other tools and resources are less well known and not widely utilised, which is surprising, given the capacity needs observed. The GFPs themselves are one of the most called upon resources, indicating the importance of strengthening their capacity and positioning them to influence critical parts of country-level cooperation.

Staff views on the usefulness of the available tools are mixed, with 51% of EUD survey respondents either agreeing or strongly agreeing that the tools and resources available to them are useful while 24% slightly agree that they are useful and 24% are unsure (Figure 34). The extent to which staff make use of the available tools is varied: 33% of EUD survey respondents reported regularly using the tools available – responding with 'strongly agree' or 'agree', a further 29% slightly agreed with the statement (Figure 34).

**Figure 33: Tools to aid GEWE programming**



The gender marker and the gender checklist, the most known gender tools, are discussed under EQs 1.3 and 1.4, as are the budget support guidelines. The Gender Toolkit is not well known across EC Services and EEAS. It was rarely mentioned in the country case studies and when it was, this was usually in negative terms: the toolkit does not meet the needs of a

very busy team; it needs to be simpler, more sector-specific; and it is not user friendly, the language is too complex and it is too theoretical.<sup>223</sup>

<sup>218</sup> [www.gendermatters.eu](http://www.gendermatters.eu)

<sup>219</sup> EU Gender Advisory Services (2012).

<sup>220</sup> Annex VI, Commission Staff Working Document, Annex to the Communication from the Commission to the European Parliament and the Council, Gender Equality and Women Empowerment in Development Cooperation, [COM 2007 100 Final], Commission of the European Communities, 2007.

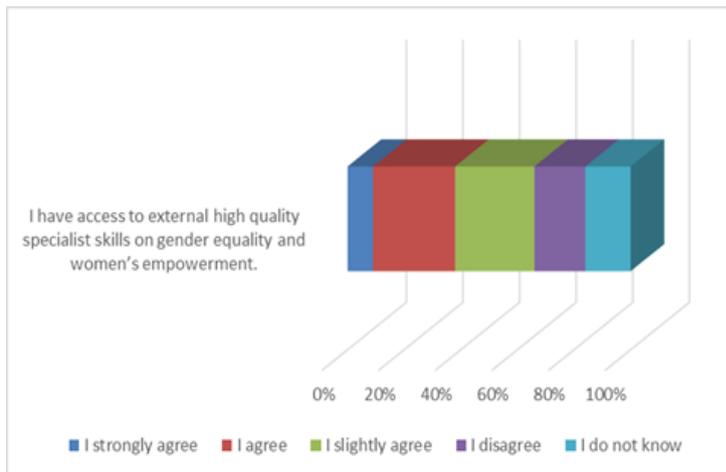
<sup>221</sup> EC (2004) Toolkit on mainstreaming gender equality in EC development cooperation.

<sup>222</sup> EC (2012) Guidelines on the Programming, Design and Management of General Budget Support: Tools and Methods, guidelines 1, EC 2007; Budget Support Guidelines: Programming, Design and management: A modern approach to budget support, Tools and methods series.

<sup>223</sup> Country Case Study for Armenia, DRC and Nicaragua.

EC Services and EEAS staff in principle should be able to access specialist gender expertise internally, through the gender advisory services (GAS) and externally, by contracting consultants. In practice however, neither of these avenues are particularly accessible. In the period 2008–12, GAS provided a total of 74 inputs, surprisingly low given the observed capacity gaps. Up until 2012, these were primarily to support EC Services headquarters; thereafter most support has been directed to EUD staff in a total of 14 countries. EUD staff in the case study countries were not aware of the GAS services and did not know how to access them.<sup>224</sup> External sources of gender technical expertise do not appear to be any more accessible. Only 38% of EUD survey respondents agreed or strongly agreed that they have access to external high quality specialist GEWE skills (Figure 35).

**Figure 34: EUD access to external GEWE skills**



Evidence suggests that GFPs themselves are one of the most sought after 'resources' within EUDs, with most EUD colleagues tending to turn to them for assistance on gender issues.<sup>225</sup>

This highlights the need to ensure that GFPs are well equipped to advise on a broad range of gender issues as they relate to the full extent of EUDs' work. However, relying uniquely on the GFPs would only serve to reinforce the idea that gender is the domain of GFPs. It is therefore important that

other EC Services are given the opportunity to build their skills in gender mainstreaming.

<sup>224</sup> Country Case Studies.

<sup>225</sup> Country Case Studies.

**EQ 2.10 To what extent and how have the senior and middle management established a conducive overall institutional architecture to deal with gender in an efficient and effective manner?**

**Summary response to EQ**

EC Services and EEAS senior and middle management have not adequately prioritised the GEWE agenda or put in place an institutional architecture, to enable their organisations to deliver on GEWE policy commitments.

Managers suggest that technical and administrative deficiencies are the root causes of this problem. Yet the few inspirational EUDs which have brought GEWE centre stage in their cooperation demonstrate these deficiencies are surmountable, where there is a will. Clearer technical guidance on how to translate policy commitments into action clearly could help action. But in the absence of strong commitment among senior and middle managers to drive GEWE within country cooperation, the policy commitments and targets will largely remain as rhetoric.

Existing systems do not generate the levels of commitment required from staff. By not integrating GEWE into staff job descriptions and performance management systems staff are allowed to renounce any formal responsibility for promoting GEWE in their work. In such a way, achievement of the gender objectives is left to the GFPs. Organisation-wide systems to report progress and achievements against GEWE objectives (GAP annual reporting, country strategy MTRs and CSEs) do little to motivate staff to prioritise gender issues. The fact that reporting against the GAP is not integrated with core reporting processes and failure to submit an annual GAP report has no consequence delivers an implicit message to staff that GEWE is not part of EC Services and EEAS core business.

**Judgement criteria**

***2.10.1 Extent to which management provides leadership and functions as an organisational change agent with a view to addressing GEWE***

There are inspiring examples of leadership by some EUD senior officials which has brought GEWE issues centre stage. But these examples are rare in EC Services and EEAS. What is more common is that senior and middle management cite the lack of clear gender priorities and insufficient guidelines on how to translate commitments into practice as reasons for inaction on gender.

EC Services and EEAS senior management is largely aware of their organisations' commitments to advancing GEWE but action to do this does not commonly follow.<sup>226</sup> Findings from the EUD survey show just how mixed the picture is. A total of 51% of respondents either agreed or strongly agreed that their managers are committed to promoting increased gender equality in EU programmes. However, a further 32% of respondents slightly agreed, and another 13% disagreed (Figure 36).

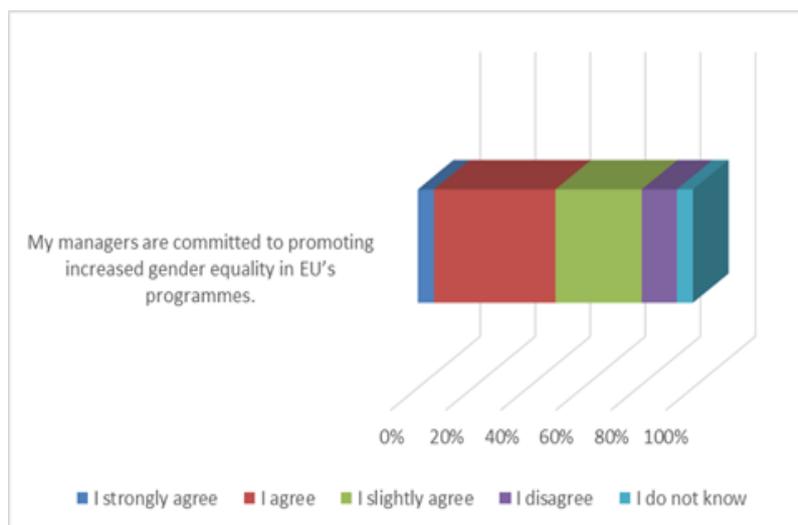
Senior managers point to a number of factors underlying their poor leadership performance on GEWE. They argue that the political importance of gender has not been consistently communicated.<sup>227</sup>

---

<sup>226</sup> Interviews with officials in EC Services and EEAS headquarters; Country Case Studies.

<sup>227</sup> Interviews with officials in EC Services and EEAS headquarters.

**Figure 35: Management commitment to promoting gender equality in EU programmes**



Consequently, in the face of multiple and competing priorities, GEWE loses out. Managers specifically referenced the Agenda for Change.<sup>228</sup> While gender is mentioned in the agenda, it is not a clear priority area. Both sustainable agriculture and energy are highlighted as important areas for inclusive and sustainable growth, with the result that both feature strongly in the current round of programming. They also point to the lack of clear

guidance on what gender equality results are expected and what specific actions should be taken. So, even if there were strong political messages, it is likely that they would evaporate as the means of translating them into dialogue and programming is not clear. This is what appears to have happened, at least to some extent, in EEAS, under the previous high representative. The former high representative gave considerable attention to gender throughout her term, which helped raise the profile of gender in EEAS' work. However, this focus has not systematically filtered through into the work of senior and middle management, with the result that gender has not been systematically integrated into political dialogue.<sup>229</sup>

Middle managers in both EC Services/EEAS headquarters and in EUDs, in particular, are not effective gender change agents. Among this management echelon, there is a clear lack of ownership of the GEWE agenda, combined with limited knowledge and skills of how to take forward GEWE actions. The result is that they largely 'ignore' EU gender equality policies or raise obstacles to gender mainstreaming by dismissing the importance of the policy.

Despite the organisational vacuum, EUDs in both Afghanistan and Morocco are inspirational in the way they have brought GEWE centre stage in their cooperation,<sup>230</sup> demonstrating what is possible. These islands of good practice point to the fact that where leadership want to prioritise gender in their cooperation, they can do so. They also point to the lack of a robust accountability framework to force those who are less committed to parts of EU policy to deliver on them nonetheless.

**2.10.2 Extent to which guidance, resources and linkages within the organisation have been put in place to effectively address GEWE**

While the policies on gender provide broad guidance, senior management and staff call for more concrete and specific guidance, both at the policy level, in setting a framework of action, and at the programming level, setting out concrete measures for implementation.<sup>231</sup> As is set out above, senior managers are looking for guidance on substantive action for addressing gender equality, and made clear requests for the broad commitments in policy to be broken down into actions to guide operations. The GAP does not provide the necessary guidance, despite the detail of the objectives, actions and indicators set out in the operational framework. EUD staff referred to the complexity of the GAP indicators and talked

<sup>228</sup> Increasing the Impact of EU Development Policy: An Agenda for Change, COM(2011) 637 final.

<sup>229</sup> 11 Country case studies.

<sup>230</sup> Country case studies for Afghanistan and Morocco.

<sup>231</sup> Interviews with officials in EC Services headquarters; Country Case Studies.

of their difficulties in identifying priorities for the cooperation strategy from among the 9 objectives, 37 actions and 53 indicators.<sup>232</sup>

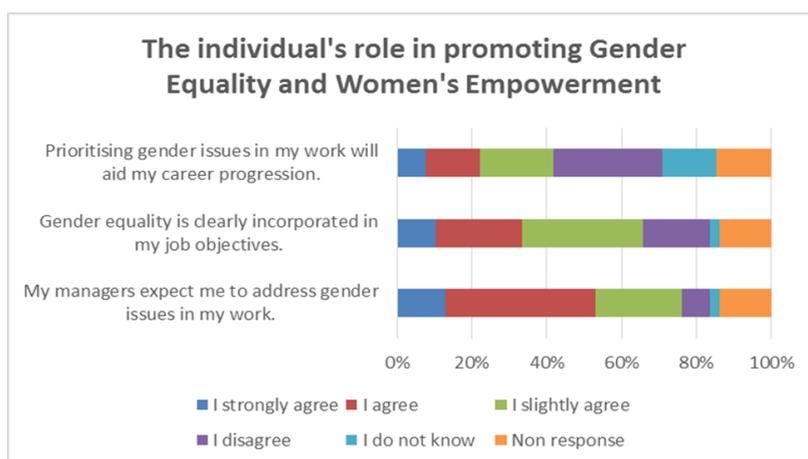
Gender equality is mentioned in sectoral documents and resources, and in interviews with sectoral policy staff, although the term 'gender equality' is often confused with a focus on women or is presented without explaining the meaning. On the one hand, there are those who confuse gender equality with women's rights or women as beneficiaries: for example, women are part of the target population in nutrition programmes and they are usually included as a vulnerable group (together with children). On the other hand, there is a passing mention of the need/importance of GEWE and/or gender mainstreaming: for example, in the Global Approach to Migration and Mobility Communication (2007–10), there is one mention of the word gender and one mention of the word women.<sup>233</sup> Very few sectoral documents and resources actually include a gender analysis or propose actions or results related to gender equality. For instance, staff interviewed acknowledged the importance of girls attending school and of the gender dynamics in the education systems, but pointed out that programmes on education aim to strengthen the whole education system at the country level do not always take into account the specificities of gender equality.

The EU has developed gender toolkits, guidance notes, checklists and templates, but staff do not regard them as being particularly useful and often have limited access to them. While almost 66% of EUD survey respondents agreed or strongly agreed that they had access to toolkits, guidance and checklists, almost the same proportion either slightly agreed (28%) or disagreed (33%) that they regularly use them. The Gender Toolkit<sup>234</sup> is identified as the only guidance available in the EC, but it is often reported as not user friendly. Materials from other agencies are reported to be more useful (e.g. those from UN Women).

### 2.10.3 Extent to which there is organisational commitment to addressing GEWE

Despite the ambitious GEWE commitments in the 2007 Communication<sup>235</sup> and in the GAP,<sup>236</sup> there is no organisational commitment to GEWE within EC Services and EEAS. The dominant view is that the organisations' gender policy, and the GAP in particular, is delivered by the DG DEVCO Gender Unit and GFPs and is not a responsibility of the wider management and staff across the EU.

**Figure 36: Incentivising staff attention to GEWE**



The limited organisational ownership of and commitment to GEWE has been discussed elsewhere in this report. Some of the reported contributory factors for this include: competing priorities, insufficient and poorly suited guidance to translate policy commitments into programming and dialogue; inadequate technical capacity; and national context.<sup>237</sup> In

<sup>232</sup> Country Case Studies.

<sup>233</sup> Global Approach to Migration and Mobility Communication (2007–10) p.24.

<sup>234</sup> EC (2004) Toolkit on mainstreaming gender equality in EC development cooperation.

<sup>235</sup> EC (2007) Communication from the Commission to the European Parliament and the Council, Gender Equality and Women Empowerment in Development Cooperation, SEC(2007) 332, Brussels 8.3.2007, COM(2007) 100 final.

<sup>236</sup> Council of the European Union (June 2010) Council Conclusions on the Millennium Development Goals for the United Nations High-Level Plenary meeting in New York and beyond, 3023<sup>rd</sup> FOREIGN AFFAIRS Council meeting, Luxembourg, 14 June 2010.

<sup>237</sup> Country case studies; interviews with officials in EC Services and EEAS headquarters.

addition, staff are not incentivised to address GEWE issues in their work (Figure 37). While over 60% of respondents to the EUD survey either agreed or strongly agreed that their managers expect them to address gender issues in their work, less than 39% either agreed or strongly agreed that they have gender equality clearly incorporated in their job objectives. Furthermore, just over 25% of respondents either agreed or strongly agreed that prioritising gender issues in their work would aid their career progression, while 34% felt it would not aid their career.

With so few incentives to drive staff action on GEWE, and recognising that many staff feel ill-equipped to effectively address GEWE and are faced with multiple competing priorities, it is little wonder that the attention GEWE gets across the EC Services and EEAS is so modest.

#### ***2.10.4 Extent to which there is organisational accountability for promotion of GEWE***

The existing GEWE accountability mechanisms for gender equality are inadequate and ineffective. Organisational accountability systems operate at two levels: (a) staff accountability against their job descriptions and performance objectives; (b) organisational accountability against its policy commitments and the specific targets agreed.

For the majority of EC Services and EEAS staff, GEWE does not form part of their job description,<sup>238</sup> or of their performance management.<sup>239</sup> EUD staff report never having been held to account within the EUD for promoting GEWE in their work, nor being asked to report on the level of gender mainstreaming in their areas of responsibility. One EEAS official interviewed commented that 'gender should be a performance objective at the level of Heads of Delegation'. If GEWE is to receive senior level attention within EC Services and EEAS this suggestion appears appropriate.

EC Services and EEAS GEWE reporting has two levels: (a) the annual GAP report, which reports action against the extensive GAP indicators; (b) mid-term reviews and country strategy evaluations. Discussion elsewhere in this report has demonstrated that both of these are ineffective as accountability tools on GEWE.<sup>240</sup> The fact that GAP reporting is not integrated into the annual external action management reports (EAMRs) and there is no consequence for failure to submit an annual GAP report only undermines its importance and sends an implicit message that GEWE is not a priority. The primary challenge with MTRs and CSEs is that the strategy they are reviewing/evaluating often does not have clear GEWE objectives, based on a robust gender analysis. These are essentials to begin to transform these processes into meaningful accountability systems for GEWE.

---

<sup>238</sup> EUD survey.

<sup>239</sup> Country case studies.

<sup>240</sup> See EQs 1.1 and 1.4.



## Section 4: Conclusions

### Overall assessment

Some important and inspirational GEWE results have been achieved, but they are patchy and poorly documented. With a few exceptions, EU Delegations (EUDs) do not adopt an integrated three-pronged approach that effectively combines gender mainstreaming, gender-specific actions and political and policy dialogue to maximise outcomes. Nor do they consider how various instruments and modalities can be used to support GEWE outcomes. Despite successes at the international level, work on women, peace and security, including GbV, is not well reflected in country cooperation.

Below we provide an overall assessment of the extent to which the EU has demonstrated the necessary '5 Cs' – the factors of **C**ommitment, **C**apacities, **C**ash, **a**ccountability, and understanding of **C**ontext – that would enable them to deliver against their GEWE commitments.

#### *Institutional Commitment and leadership of GEWE agenda*

The EU is not delivering the strong institutional commitment on GEWE, as set out notably in the overarching policies governing development cooperation (the European Consensus on Development, Lisbon Treaty and Agenda for Change), the 2007 Communication on Gender Equality and Women's Empowerment, the 2010 Council conclusions on the MDGs and the Gender Action Plan.

EC Services and EEAS leadership and management have not clearly communicated GEWE priorities to their own staff at headquarters or in EUDs. Neither have they put in place the necessary institutional architecture and incentives to motivate staff to take GEWE issues seriously in their work and to require and facilitate delivery on the policy commitments made.<sup>241</sup> As a result, staff in headquarters and in EUDs do not have a clear understanding of the GEWE policies in place or what these imply for EU cooperation strategy, programming or dialogue. In an environment where staff are overstretched and faced with competing priorities, it is this absence of strong leadership that lies at the root of the patchy GEWE results achieved by EC Services and EEAS in the period 2007–13. The results that have been achieved are the accomplishments of committed individuals, rather than of an organisational response.

#### *GEWE Capacities*

There is a mismatch between the EU's strong policy commitments on GEWE and the organisational capacity to deliver on them. There is no evidence of any capacity assessment to determine the internal capacities needed to deliver the GEWE policies, or of a strategy to build essential capacities. What exists is a piecemeal approach to the delivery of policy commitments.

EC financial commitments to GEWE have increased in the period 2007–13 but human resource capacity to manage this increasing volume of work has not. Management have assumed that staff will be able to identify and address gender issues in this work, with support from GFPs. However, staff do not see gender as their responsibility and so do not give it the required attention in their work. Furthermore, most GFPs have neither the time, nor the adequate technical expertise with regard to gender mainstreaming, particularly within budget support programmes and political and policy dialogue.

Technical guidelines and resources are available to staff but they are not comprehensive, not adapted to staff needs and not well known or utilised by staff. In the absence of an explicit demand from the leadership for GEWE performance improvements many officials do

---

<sup>241</sup> O'Connell, H. (2013) Implementing the EU Gender Action Plan 2010–15: Challenges and Opportunities, ODI; O'Connell, H. (2014) More of the Same, or Radical Change? Options for the Successor to the EU's Gender Action Plan 2010–15, ODI.

not seek out the resources available and treat the tools and processes that are mandatory as a tick-box exercise, rather than as a means to improve the gender focus of their work.

#### *Cash for GEWE*

In line with policy commitments, EC commitments to GEWE have increased in the period 2007–13. The committed amounts for gender-specific actions have increased from EUR 106 million in 2007 to EUR 311 million in 2012 and EUR 241 million in 2013.<sup>242</sup> It is not possible to determine exactly how much has been committed to gender mainstreaming, largely due to the poor application of the gender marker. There are also significant questions about the quality of these GEWE contributions, as gender analysis is rarely used to inform strategy and programming, and gender-sensitive indicators are not adequately integrated into programme/project results frameworks.

#### *Systems for institutional accountability*

Internal accountability systems for implementation and results against GEWE commitments is weak. Due to poor application of the gender marker, the EC is unable to account accurately for its spend on gender mainstreaming and gender-specific actions. EC Services and EEAS human resource procedures and internal performance reporting do not take sufficient account of performance against GEWE commitments. GEWE has not been integrated into staff job descriptions and performance appraisal and so is not seen as a responsibility for which staff are accountable. At the EUD or country level, gender is not clearly integrated into country strategy objectives or country-level review and evaluation processes, or programme and project monitoring systems. In turn these weaknesses allow poor performance to continue unchecked.

External accountability relies substantially on annual GAP reporting by EUDs and MSs. This reporting is not integrated into the EAMRs, where strategic dialogue between EC Services/EEAS headquarters and EUDs take place, indicating that GEWE is not part of the EC Services/EEAS' core business. The number of EUDs submitting annual GAP reports is inadequate,<sup>243</sup> with no sanction for not doing so. The quality of reports is generally poor, a product of multiple factors, particularly weaknesses in the GAP results framework but also a bias towards reporting successes, rather than critically assessing areas where progress has been slow; and weaknesses in programme/project results framework which means meaningful evidence of GEWE results at the country level are lacking.

#### *National Context, coordination and complementarity*

Staff in EC Services and EEAS recognise the importance of building an understanding of national context in order to identify what issues they engage on and how they should engage. However, they make little attempt to develop a robust understanding of the gender context to inform country strategy objectives, programmes/projects and dialogue. As a result, with a few exceptions, EUDs do not have a clear picture of the windows of opportunity for GEWE in their national context to inform country strategies and their implementation. This results in financial and non-financial activities being mistargeted and opportunities being missed, including for complementary working with partner governments, civil society, the private sector and other development partners.

#### *Member States*

In both the Netherlands and Spain there has been more consistent political leadership of the GEWE agenda. Both internal and external accountability systems ensure that GEWE

---

<sup>242</sup> These figures are estimates compiled in December 2013 and are subject to the qualifications set out in the mapping of EC GEWE-targeted interventions in Annex 6. Committed amounts for 2012 and 2013 are likely to have increased further since the figures were compiled.

<sup>243</sup> EC (2015) Commission Staff Working Document, 2014 Report on the Implementation of the EU Plan of Action On Gender Equality and Women's Empowerment in Development 2010–15, Brussels, 27.01.2015, SWD (2015) 11 final.

commitments are not forgotten at strategy and programming levels, and that managers are mindful of the need to adequately resource the delivery of commitments made.

Despite limited information on results achieved by Dutch and Spanish cooperation at country level, our analysis highlights some features of their cooperation, which may contribute to results and which would benefit further exploration:

- The Netherlands has opted for a limited sectoral focus, which may make the role of GFPs more manageable.
- GFPs in Dutch cooperation appear to have the technical expertise to mainstream gender across sectors, including in budget support and in dialogue.
- Gender has become part of the Spanish Cooperation's organisational culture and is a responsibility shared by all.
- Spanish Cooperation has developed extensive and detailed guidelines to aid the translation of GEWE policy commitments into programmes, including the evaluation of GEWE results.

## Conclusions

**C1. The EU is not delivering the strong institutional commitment on GEWE, as set out in the 2007 Communication, the 2010 Council conclusions on the MDGs, and the Gender Action Plan.** EU political leadership on GEWE has been inconsistent and senior management in EC Services and EEAS have not sufficiently prioritised the EU's ambitious GEWE commitments. These challenges are manifested in the lack of an effective organisational vision on GEWE, inadequate human and financial resources to translate policy into practice, and weak accountability and incentive systems. Consequently the EU's GEWE commitments neither permeate cooperation strategies nor systematically feature in programmes, projects or political and policy dialogue. This undermines the EU's contribution to the achievement of gender equality as a fundamental human right and goes against the clear global evidence of the costs of neglecting GEWE as a policy priority.<sup>244</sup> This is a systemic failure, with the EU's GEWE commitments remaining little more than rhetoric.

**C2. As a roadmap for translating the EU's global GEWE commitments into action and results, the GAP is not fit for purpose.** The GAP does not conform to results-based management principles and presents an unusual mix of over- and under-specification. Its over-specification is best illustrated by a complicated list of 53 indicators, which are a mix of the mundane,<sup>245</sup> the ambiguous<sup>246</sup> and the overly ambitious.<sup>247</sup> Its under-specification is illustrated by the lack of detail on what GEWE results are sought<sup>248</sup> or how results should be sequenced or achieved. In addition to these structural weaknesses with the GAP document, the institutional location of the GAP further undermines its effectiveness. The GAP sits alongside 'business as usual' for the EEAS, EC Services and Member States, where other policy priorities often crowd out GEWE such that it generally receives inadequate or cursory attention. This presents the irony that the EU's plan for gender mainstreaming has not been mainstreamed into development cooperation policy or practice.

---

<sup>244</sup> See for example, OECD (2012) Gender Equality in Education, Employment and Entrepreneurship: Final Report to the MCM 2012, which presents evidence that investing in gender equality yields a higher return than all other development investments

<sup>245</sup> For example, *An update on the progress of the Action Plan is discussed at least once a year at Ministerial level* (objective 1, indicator 1 – our emphasis added). In fact the Annual Report was discussed by the EU Foreign Affairs Council for the first time only in December 2013.

<sup>246</sup> For example, *The EU positions on MDGs and Aid Effectiveness have a strong focus on GEWE* (objective 7, indicator 1 – our emphasis added)

<sup>247</sup> For example, *By 2013 at least 60% of EU Delegations in fragile, conflict or post-conflict countries develop a strategy to implement the EU Comprehensive Approach ...* (objective 9, indicator 1). Note that this target was set despite the EU's persistent failure since 2007 to meet its commitments to address security, fragility and development in an effective or systematic manner – see EU Development Cooperation in Fragile States: Challenges and Opportunities, Report to the European Parliament, 2013

<sup>248</sup> Most indicators for GAP objectives 7, 8 and 9 – which relate to achieving GEWE results in partner countries – are in fact input and process indicators for EU strategy and programming.

**C3. Weak systems for GAP reporting and accountability<sup>249</sup> are symptomatic of the low priority that GEWE has received in practice and further undermine the EU's ability to deliver to its commitments.** GAP reporting operates in parallel to the main reporting and accountability lines (e.g. EAMRs), and the frequency and quality of reports is inadequate. In EUDs reporting responsibility is delegated to the GFPs rather than the main operational sections responsible for mainstreaming gender; while DG DEVCO's Gender Unit compiles the annual report as a whole. Mechanisms for horizontal accountability within and between EC Services, the EEAS and Member States, or vertically to the Foreign Affairs Council and the European Parliament are not effective and so GAP reporting is caught in a vicious cycle – weak accountability undermines institutional incentives to report effectively; weak reporting does not support a critical assessment of performance; weak performance information does not provide the evidence necessary to drive required changes through the organisation. This cycle must be broken if reporting and accountability is to contribute effectively to the step change that is needed in the EU's delivery against its GEWE commitments.

**C4. The limited use of country-level GEWE contextual analysis significantly weakens strategy and programme relevance and undermines the EU's ability to achieve significant GEWE results. This represents a binding constraint to improved performance.** Contextual analysis should deliver an understanding of the causes of gender inequality, how it intersects with other inequalities, and how it impacts on human rights and development efforts. It should also deliver an understanding of partner government commitment and capacity to work on GEWE issues. The benefits of good contextual analysis are well illustrated by EU cooperation in Morocco. Here it has deepened delegation understanding of political dynamics and the opportunities and threats to addressing GEWE priorities, as well as enabling the delegation to build the effective relationships that underpin a strategic approach effectively linking political dialogue with development cooperation. However, this nuanced way of working remains very much the exception. In the majority of countries, EU strategies and programmes are developed with only a superficial and often undocumented understanding of the GEWE context and the opportunities and threats it presents, often despite the existence of relevant secondary data and analysis.

**C5. The EU's mainstream monitoring and evaluation processes pay scant attention to gender.** EU evaluation and ROM systems do not provide adequate information on results achieved generally.<sup>250</sup> The use of gender-sensitive indicators being used as a basis for monitoring and evaluation in budget support, as well as in projects and programmes more generally, is largely limited to the social sectors, particularly health and education. Even in these sectors, the indicators are not used systematically. While gender concerns are present in the ROM Handbook<sup>251</sup> and templates,<sup>252</sup> ROM reports are not delivering insights into GEWE performance. Gender has not been mainstreamed into EC Services and EEAS evaluation processes and generally receives little consideration in country-level and thematic evaluations. Again, the practices and experiences of MSs provide useful lessons that could be applied by the EC Services and EEAS. It is worth noting that Spain emphasises gender in its evaluation policy, and in follow-up provides specific instructions on how gender should be treated in evaluations. This is good practice that ensures that gender is treated seriously in the overall assessments of results.

---

<sup>249</sup> Accountability means ensuring that officials in EC services, the EEAS and MS are answerable for their actions and that there is redress when duties and commitments are not met. Accountability has different dimensions: (a) Internal accountability refers to internal checks and oversight processes within and between EC Services, the EEAS and MS; (b) External accountability refers to oversight processes by external bodies such as the European Council (specifically the FAC) and the European Parliament (specifically the Committee on Development).

<sup>250</sup> European Union (2014) EuropeAid's Evaluation and results-oriented monitoring systems, Special Report No. 18, European Court of Auditors.

<sup>251</sup> Gender receives 42 mentions in the ROM Handbook.

<sup>252</sup> Gender has its own section in the template.

**C6. The Gender Marker is poorly understood and inconsistently applied by EC Services and as a result it is impossible to determine with any confidence the EC Service's gender spend and the extent of gender mainstreaming in programming.** The application of the Gender Marker in Dutch and Spanish development cooperation is improving and provides a more effective means of tracking progress against commitments. Both countries critically review the application of the Gender Marker to ensure that it is applied in a consistent manner and technically review its use to ensure that gender is taken into account in an effective way. These MS experiences indicate the potential for better use of the marker by the EC Services and EEAS, but this sharing of lessons and practices has not yet taken place.

**C7. The DEVCO reliance on a Gender Unit and network of gender focal points to drive gender mainstreaming has been inadequate.** With only three gender advisers in DEVCO headquarters and a network of often relatively inexperienced and untrained GFPs for whom gender is an add-on responsibility, the human resources dedicated to driving the EU's ambitious GEWE commitments are woefully inadequate given the scale of the challenge. Delegation staff generally assume that GFPs are responsible for all aspects of gender in the EUD's work. The result is that GFPs are often working alone, unsupported by colleagues and management, and face an overwhelming workload. The majority of GFPs do not have formal gender training and lack the technical skills and expertise to take on such a challenging role. Without some gender training, they are ill-equipped to commission and use gender analysis to inform the development of country strategies, programmes and projects. On the job training and support is limited and ad hoc.

**C8. EU development cooperation and political dialogue is nonetheless achieving important GEWE results in some contexts, particularly in the social sectors to improve women and girls' access to basic services.** There are also examples of how EUDs have used political and policy dialogue to concentrate national government attention on critical GEWE issues and translate government policy commitments into tangible results for girls and women. However, rather than providing evidence of a concerted organisational effort, these examples are the result of committed individuals who have been able to take advantage of windows of opportunity, either within the national context or within their own organisation, to drive GEWE-related work. Morocco is an exceptional example, where the EUD has put in place innovative gender programming supported by sector budget support, linked to policy dialogue and sector support where gender is effectively mainstreamed. The good practice examples provide an insight into what might be possible should the EU's leadership decide to give serious attention to the realisation of its GEWE commitments. They also show how positive change for GEWE can be achieved.

**Figure 37: Achieving gender equality and women's empowerment: ingredients of success**

Country case studies have highlighted some of the critical ingredients of success for gender equality and women's empowerment in partner countries.

- Senior level leadership which establishes an organisational culture where gender is taken seriously and all staff have responsibility for promoting GEWE in their work.
- Detailed gender analysis, which is used to: identify strategic objectives; identify entry points for programming; shape programmes and projects to maximise windows of opportunity; identify influential and credible partners with whom to work.
- A robust performance assessment approach at the country cooperation level to monitor and evaluate progress in achieving GEWE objectives and results achieved. This includes: a country strategy results framework which integrates gender sensitive indicators; MTRs and CSEs systematically review progress and outcomes against GEWE objectives; results frameworks for programmes and projects include gender sensitive indicators and report against them on a regular basis; existing guidelines on monitoring gender are applied in ROM.
- Staff who are motivated and skilled to identify critical gender issues in their work and develop appropriate responses which are pursued through programmes, projects, political and policy dialogue.
- Coordination and joint action with other development partners to build momentum around certain GEWE issues and increase leverage, or to pool and amplify resources.

The country case studies highlight that GEWE achievements come more easily when there is a supportive national context but even in challenging environments much can still be achieved through considered and strategic interventions.

## Section 5: Recommendations

Our conclusions show clearly the limitations of the EU's current approach to pursuing GEWE objectives and meeting GAP commitments, as well as some of the possibilities. EC Services, the EEAS and MSs face a major strategic choice when considering how to strengthen delivery and increase results. That choice is between properly resourcing and organising to deliver to current commitments and objectives or recognising the resource constraint and organising more effectively around a less ambitious set of commitments and objectives.

*In developing countries, the economic empowerment of women is a prerequisite for sustainable development, pro-poor growth and the achievement of all the Millennium Development Goals (MDGs). Gender equality and empowered women are catalysts for multiplying development efforts. Investments in gender equality yield the highest returns on all development investments.*

Source: Final Report to the OECD Ministerial Council Meeting, 2012

The evaluation team recognises that this choice will be framed in the first instance by the policy priorities decided by the Commissioner for International Development and Cooperation, the High Representative of the Union for Foreign Affairs and Security Policy, the Foreign Affairs (Development) Council and the Member States themselves. But, as we have shown in this evaluation, the challenge has not been to agree on the policy priorities and commitments, rather it has been to translate these into an adequately resourced and effective approach and programme of work. It is important, therefore, to take into account the key contextual factors that may support or hinder the EU's ability to strengthen progress and performance with regard to its GEWE commitments and objectives.

Key potential supporting factors are:

- The New Commissioner for International Development and Cooperation has signalled his wish to see gender higher on the EU's agenda, a position that has already received support from both Deputy DGs.
- The Post-2015 Sustainable Development Goals have a specific focus on gender, with a gender-specific goal and gender-sensitive targets and indicators for other goals. This focus is reflected in current proposals for the EU Development and Cooperation Results Framework.
- The EC and the Foreign Affairs (Development) Council has called for an ambitious and robust successor to the current GAP, focused on results and taking into account the post-2015 agenda and building on strong examples of good practice from MS, including Sweden, UK and Austria.

Key potential hindering factors are:

- The ongoing process of reform of EC Services development cooperation, set out in the Agenda for Change, gives only passing mention to gender.
- The process of developing RSPs, CSPs and MIPs/NIPs for the 2014–20 programming period is already underway and the signs are that the treatment of gender has improved only slightly in the new set of cooperation strategies.
- Gender has declined in priority with some MS, in part due to a squeeze on resources for development and a declining interest in aid effectiveness more generally as attention has turned more to domestic pressures.
- The conclusions from over 20 evaluations and reviews of gender policy and gender mainstreaming in bilateral and multilateral development organisations have all presented similar conclusions about the limited effectiveness and impact of current gender policies and approaches, which indicate a high degree of institutional inertia that mitigates against success.

Based on these opportunities and on the issues that need to be taken into consideration, a set of recommendations is proposed aimed at the EU, EC Services and EEAS. When considering how to take forward these recommendations, the EU, EC Services and EEAS will need to give serious consideration to the level of commitments likely to be achievable with the available resources.

The recommendations below have been pitched intentionally at a strategic rather than operational level. As the conclusions clearly indicate, the EU's weak delivery against its GEWE commitments is primarily an institutional rather than a technical problem. Without leadership commitment and the institutional incentives that should flow from that leadership, then improvements to technical guidance and the like will not in themselves transform the EU's effectiveness on GEWE. The recommendations therefore focus more on what is required to bring GEWE into the mainstream of EU political dialogue and development cooperation and through that to deliver enhanced GEWE results.

**Recommendations for senior leadership<sup>253</sup> and management<sup>254</sup> within the Commission and EEAS, in consultation with Member States**

**R1. The Commission and EEAS should revitalise their commitment to GEWE.**

There is a new leadership team in place in the Directorate-General for International Cooperation and Development and the EEAS. This presents a significant opportunity for the new team to commit to a shared leadership position on the EU's ambition for achieving gender equality and women's empowerment and to broker agreement on this with Member States. The leadership position should reiterate the priority the EU places on gender equality and women's empowerment but should go further to recognise its centrality to the achievement of all EU development goals. This ambition should be located clearly in the EU Development and Cooperation

*1. In its Conclusions on the Agenda for Change, the Council called on the EU and its Member States to promote a common results-based approach, including through the use of strengthened results-based frameworks at country level. The Council also called on the EU and its Member States to enhance their capacities to monitor and evaluate results, as a means to improve mutual accountability, peer learning and transparency, in line with the Busan aid effectiveness principles.*

...

*4. Analysis of results should be context-specific, whereas reporting on results should cover the highest possible proportion of EU projects and be conducted on an annual basis, thereby facilitating the identification of areas where adjustments may be needed. In this respect, the Council underlines the importance of reporting against clearly stated objectives, well-defined indicators and their baselines. In addition, the option of setting targets for indicators should be further examined in the development of the results framework.*

...

*6. The Council highlights the need for regular reviews of the results framework and of making use of lessons learned. The Council also notes the continued importance of independent evaluations in strengthening the effectiveness and the impact of EU development assistance.*

Source: EU Council conclusions on an EU Development and Cooperation Results Framework, May 2014 (our emphasis added)

*The Council calls upon the EU and its Member States to develop an ambitious and robust successor to the current GAP, focused on results and taking into account the post-2015 agenda. The new GAP, covering the period from 2016 to 2020, should build on the progress of the current GAP, apply lessons learned and address remaining shortfalls and challenges. The Council calls upon the Commission and the EEAS in collaboration with Member States to set up a Taskforce to prepare Terms of Reference and define objectives, indicators and reporting format for the new GAP.*

Source: EU Council conclusions on 2013 Report on Implementation of EU Plan of Action on Gender Equality and Women's Empowerment in Development, May 2014 (our emphasis added)

<sup>253</sup> This refers to the political leadership, for example, the Commissioner and the Higher Representative.

<sup>254</sup> Management refers to General Directors, Directors, Heads of Delegation and Heads of Cooperation.

Results Framework, against which the EU will report, review and manage its development efforts. This should not only locate GEWE more meaningfully in EU development cooperation and political dialogue, but through the principle of Policy Coherence for Development, GEWE should gain new prominence in other spheres of EU cooperation. This recommendation responds to conclusions 1 and 2.

**R2. The Commission and EEAS should lead the development of a successor to the GAP as required by the Council and engage more effectively with MS.** The GAP should not be a stand-alone strategy with its own goals and processes. Rather it should be the strategy for achieving EU GEWE ambitions as set out in the EU Development and Cooperation Results Framework. We understand that work on drafting the GAP successor is already underway, but we are concerned that MS are not adequately involved and that it may remain alongside rather than integral to the Results Framework. Without this integration the risk is that institutional incentives and accountabilities for GAP delivery will remain weak. This recommendation responds to conclusion 2.

**R3. The Commission and EEAS should clarify leadership and management arrangements at EUD level for achieving GEWE results and delivering against GAP commitments, including complementarity with MS.** Overall leadership should rest with the Head of Delegation, with a clear schedule of delegation to the Head of Operations and Head of Political section. Responsibility will thus be shared across the Delegation team rather than with the GFP. These responsibilities should be incorporated into job descriptions (see R8 below). With regard to the country-level relationship with MS, EC Services and EEAS should require each EUD to set out how it will seek to achieve a harmonised approach to delivery of the GAP successor and shared alignment with country priorities for GEWE. This should in turn provide the basis for more joint strategy and programming. This recommendation responds to conclusions 1 and 7.

**R4. The Commission and EEAS should clarify reporting and accountability arrangements for achievement of GEWE results and delivery of the GAP successor.** To the maximum extent possible, reporting should be through mainstream channels. As a starting point for change, EUDs should be required to include a summary of their performance on GEWE in annual EAMRs (with more detail presented in the annual GAP report) and all mid-term reviews and country-level evaluations should report GEWE results. Once progress is evident here, the gender focus of other reporting and accountability systems like ROM and the QSG should be strengthened. A synthesis of progress and achievements will be required at headquarters level, facilitating scrutiny of EC Services and EEAS contributions to overall performance. This should be integrated into the reporting and accountability arrangements under the new EU Development and Cooperation Results Framework – which the European Council foresees as a key tool for promoting a common results-based approach across EU institutions and Member States. This recommendation responds to conclusion 3.

### **Recommendations for EUDs and MS embassies**

**R5. EUDs and MS embassies should prioritise and invest in high quality gender analysis as the basis for country-level strategy and programming.** Where possible gender analysis should be conducted jointly by the EUD, MS and other stakeholders (e.g. development partners, government). Where current country strategies or gender-relevant programmes<sup>255</sup> have been or are being designed without reference to gender analysis and in a non-gender responsive manner, they should be reviewed and their formulation amended to make them more gender responsive. The implications of gender analysis for the focus and

---

<sup>255</sup> The focus should be on the larger programmes within a country portfolio. Where gender issues are identified and addressed at the level of the programme, it is likely also that larger projects financed under the programme will also require attention to render them more gender responsive. Clearly this is a process that cannot happen overnight and will require careful prioritisation under the leadership of the Head of Delegation.

form of political dialogue should also be made explicit. Where gender analysis does not exist or is inadequate, EUDs should ensure that analysis is undertaken or strengthened with minimum delay. Heads of Delegation should be required to report to the higher representative/vice president on the basis of EU country strategy and programming in gender analysis.<sup>256</sup> This recommendation responds to conclusion 4.

**R6. EUDs should prioritise investment in gender expertise, within the delegation team and through increased access to relevant technical assistance.** In order to implement recommendation 5, the EUD will require quick access to gender expertise to support the commissioning, management, conduct and use of gender analysis. In the short term, this may initially come through the gender advisory services or technical assistance to the EC Services (for example, through framework contracts). But the longer-term aim should be to build internal capacity to commission, manage and use gender analysis. The role of GFPs should be to support not lead this process; heads of section should take the lead in their respective sectors. This recommendation responds to conclusion 7.

### **Recommendations for DG DEVCO and EEAS middle management**

**R7. DEVCO Unit B1 should make a concerted effort to strengthen use of the gender marker and gender-sensitive indicators.** This should involve further training in application of the gender marker and use of gender-sensitive indicators, both as stand-alone training modules and through incorporation into other training course, particularly those most frequently attended by EC Services and EEAS staff (such as training on aid modalities). Critically, application of these two tools should be systematically quality assured and responsibility for overseeing their effective use should be clearly led by Unit B1. This is likely to require additional resources to put in place a trained team to undertake this important quality assurance function. Links to the Quality Support Group should also be strengthened to ensure consistent and joined up efforts to strengthen use of the two tools. The ultimate test for robust application of these tools will be their use in reporting gender expenditure and results to the Council and Parliament, where robust data will be an absolute requirement. This recommendation responds to conclusions 5 and 6.

**R8. DG DEVCO Directorate R and EEAS MDR C should develop proposals for the mainstreaming of gender into their respective human resource management procedures.** Job descriptions for all staff, including senior management themselves, should include gender mainstreaming as a specific objective to be reached. Performance appraisal procedures should be amended to assess progress in this regard. The Commission and the EEAS should ensure that staff tasked with significant responsibility for taking forward GEWE commitments (such as Heads of Delegations and Heads of Section) are technically qualified for the role, are mandated to work across the full breadth of political dialogue and development cooperation programme in an integrated manner, are experienced and have sufficient authority or influence within their respective organisations. All staff at all levels should be required to attend gender training. Proposals for gender mainstreaming in human resource management procedures should be available for consideration by senior management within DG DEVCO and the EEAS. This recommendation responds to conclusion 7.

**R9. EC Services should mainstream gender into monitoring and evaluation procedures.** The DEVCO Evaluation Unit should update its evaluation guidance with regard to gender-based on the UN Evaluation Group work on Integrating Human Rights and Gender Equality in Evaluation.<sup>257</sup> Spain has already taken this step and can provide useful guidance and lessons to enable the EC to follow suit. This guidance sets out the need for an initial

---

<sup>256</sup> This should also enable Delegations to support strengthened application of the gender marker for the existing portfolio of programmes and projects

<sup>257</sup> UN Evaluation Group (2011) Integrating Human Rights and Gender Equality in Evaluation: Towards UNEG Guidance.

evaluability assessment to ensure that gender is included in the Terms of Reference, the use of appropriate mixed methodologies and ensuring that gender is appropriately covered in the final report. The Evaluation Unit should require that evaluation teams include gender expertise as a matter of course, that technical proposals and inception reports include specific sections on how evidence on mainstreaming and gender results will be collected and analysed, and that desk and final reports include analysis of whether gender has been mainstreamed, what results have been achieved and how gender should be better dealt with in the future. The Evaluation Unit should collaborate with the Unit B1 to define evaluation plans of gender-specific actions at national, regional and international level, as a means of collecting and disseminating evidence of what works in what contexts and as the basis of evidence-based guidance on priorities for such actions in different contexts. This recommendation responds to conclusion 5.