



Office of the European Union Representative  
(West Bank and Gaza, UNRWA)

# Mapping Study of EU Donors' Strategies on Gender in the occupied Palestinian Territory

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**May, 2012**

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## ABBREVIATIONS AND ACRONYMS

ADA	Austrian Development Agency
AECID	Spanish Agency for International Cooperation
AFD	The French Agency for Development
AHLC	Ad Hoc Liaison Committee
AIDA	Association of International Development Agencies
DANIDA	Danish International Development Agency
DARP	Development Assistance and reform Platform, a Software developed by the Palestinian Ministry of Planning and Administrative Development - Aid Management and Coordination department.
DFID	Department for International Development, is the department of the British Government that manages Britain's aid to developing countries.
ECHO	European Community Humanitarian Office
ENP	European Neighbourhood Policy
ENP	European Neighbourhood Policy
ESG	Economic Strategy Group
EU BAM	European Union Border Assistance Mission – Rafah
EUPOL COPPS	The European Union Coordinating Office for Palestinian Police Support.
EUREP	European Union Representative Office
GBV	Gender Based Violence
GEWE	Gender Equality and Women Empowerment
GIZ	The Deutsche Gesellschaft für Internationale Zusammenarbeit is the German Agency for International Cooperation, an international enterprise owned by the German Federal Government.
GSG	Governance Strategy Group
HoCs	EU Heads of Cooperation

HoMs	EU Member States' Heads of Missions
HoPs	EU Heads of Political Officers
ICHR	International Ombudsman on Human Rights
IDC	The Italian Development Cooperation
ILO	The International Labour Organisation, a 'tripartite' United Nations agency responsible for drawing up and overseeing international labour standards.
ISG	Infrastructure Strategy Group
KfW	KfW banking group is a German government-owned development bank. Its name originally comes from Kreditanstalt für Wiederaufbau, meaning Reconstruction Credit Institute.
LACS	Local Aid Coordination Secretariat
LDF	Local Development Forum
MDGs	Millennium Development Goals. The MDGs are eight development goals agreed to by all the world's countries and all the world's leading development institutions to meet the needs of the world's poorest by 2015.
MIFTAH	The Palestinian Initiative for the Promotion of Global Dialogue and democracy
MoPAD	Ministry of Planning and Development
MoWA	Ministry of Women's Affairs
NDC	NGO Development Center
NDP 2011-13	Palestinian National Development Plan 2011-2013
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation for Economic Co-operation and Development
oPT	Occupied Palestinian Territories
PA	Palestinian Authority
PEGASE	Mécanisme <b>P</b> alestino- <b>E</b> uropéen de <b>G</b> estion de l' <b>A</b> ide <b>S</b> ocio- <b>E</b> conomique – Direct financial support programme to the recurrent

	expenditure of the Palestinian Authority
SDSG	Social Development Strategy Group
SGs	Strategy Groups
Sida	Swedish International Development Cooperation Agency
SWGs	Sector Working Groups
The GAP	EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015)
UN Women	The United Nations Entity for Gender Equality and the Empowerment of Women.
UNDP	The United Nations Development Programme. UNDP is the United Nations' global development network.
UNRWA	United Nations Relief and Works Agency
UNSCO	Office of the United Nations Special Coordinator for the Middle East Peace Process
UNSCR	United Nations Security Council Resolutions
UNSCR 1325, 1820, 1888 And 1889	United Nations Security Council Resolutions 1325, 1820, 1888 and 1889 stress the importance of the equal and full participation of women as active agents in peace and security. The obligations in the resolutions extend from the international to the local level, as well as from intergovernmental bodies, such as the United Nations, to national level governments. The resolutions also assert the need to prevent violence against women, and protect women against such violence.
VAW	Violence Against Women
WCLAC	Women's Centre for Legal Affairs and Counselling
WELOD	Women's Empowerment and Local Development program

## EXECUTIVE SUMMARY

The purpose of this study is to help improve donor coordination on gender equality and women's empowerment in the oPT as requested by the EU Action Plan on Gender Equality. This was achieved through carrying out a mapping study of donor strategies and interventions on gender equality and women's empowerment in the oPT, with a focus on EU donors.

This mapping study of strategies and interventions of twenty EU donors in the oPT illustrates that gender issues and concerns are incorporated in some of the support of the larger EU donors albeit not in all sectors of support. Mainstreaming gender issues and concerns appears to be more complex in some fields while more easily incorporated in others. While not all large donors have in-house gender expertise, centralised gender expertise in EU capitals exists for a number of large donors.

More than half of the EU donors have a toolkit or gender measures which they could use to incorporate gender issues in their development work and one third of EU donors have implemented specific actions to promote the empowerment of women.

While 11 EU donors use sex-disaggregated indicators for their development work, only 8 donors use gender equality performance indicators in all or part of their support. Only half of EU donors have monitoring, accountability and transparency mechanisms which encourage budgetary allocations for gender equality and women empowerment (GEWE).

Seventeen EU Donors interviewed, fund or have funded sectors included in the MDGs, albeit not always specifically taking gender issues into consideration. Eleven EU donors support or have supported projects combating gender-based violence and nine supported women's projects on peace building including UN resolutions 1325 and 1880.

While less than two thirds of those interviewed stated that they had government instructions or themes on gender mainstreaming of their work, only half of them report to their capital on the incorporation of gender issues and concerns.

Two thirds of EU Donors were not knowledgeable about the National Gender Sectoral Strategy and only 40% placed gender issues and concerns on the agenda of negotiations with the PA albeit not in a systematic way. Only one third of EU donors coordinate with other EU donors on sectoral work.

At EU level, there is currently no specific mechanism for coordination on gender issues and gender is not receiving the attention it deserves in meetings of EU mechanisms discussing support to the oPT. Despite this fact, almost all EU Donors interviewed indicated that there should not be an additional structure to discuss gender issues. Many EU Donors saw in EUREP the leader towards enhanced coordination of gender mainstreamed support and improved implementation of the GAP.

During the restitution workshop to present the findings of this study in February 2012, several EU donors expressed support for the drafting of an EU local strategy on gender, in line with the requirements of the GAP. This initiative will help strengthening coordination

amongst EU donors and will trigger and frame GEWE discussions within the existing EU coordination mechanisms.

The EU local strategy should tackle EU gender mainstreaming in the oPT and the implementation of the GAP and could address the following issues: enhancing gender mainstreaming capacity of EU donors, using and requesting sex-disaggregated data in designing and monitoring, sharing success stories and reviewing local strategies to incorporate gender issues and concerns.

In addition, in order to enhance the impact of the EU assistance in a consistent manner, this study recommends an EU coordinated focus to engender a single sector and suggests to consider the justice sector, considering the important contribution of the EU to the sector and the leading EU role within the LACS structure, which would allow to place gender issues and concerns on the agenda of the meetings (Governance strategy group and Rule of Law working group). The sector could moreover benefit from specific support of the ILO Training Centre for mainstreaming gender in EU assistance.

## 1. BACKGROUND

On 14 June 2010, the Foreign Affairs Council adopted the "EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015)", hereafter referred to as the "Gender Action Plan" (GAP).

The "**EU Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015)**" (GAP) builds upon preceding legal and policy commitments of the EU Ministers for Foreign Affairs and commits EU countries to cooperate in implementing the GAP in the developing countries in which they operate. The GAP comprises of an operational framework to accelerate the attainment of the Millennium Development Goals and other international development goals.

At the level of the EU institutions, the actions foreseen in the GAP fall within the responsibility of both Headquarters and Delegations, but there is a specific set of actions on which the Delegations are expected to take the lead in all third countries benefitting from technical and financial assistance.

In particular, the GAP states under Specific Objective 1 that EU donors should "*strengthen the lead role of the EU in promoting Gender Equality and Women's Empowerment in Development*", and it is foreseen that "*an EU donor is appointed as gender lead donor in each partner country for the period 2010-2015 and 3 Member States are associated to joint work on gender*".

Under Specific Objective 3 of the GAP "*Place gender equality issues systematically on the agenda of dialogue with partner countries*", the EU should "*establish specific mechanisms that ensure that gender issues are dealt with in the political and policy dialogue with partner countries*" and encourage the "*creation of Gender Coordination mechanisms*" (open to all donors and stakeholders) to enhance "*gender equality in the aid effectiveness agenda*".

In the occupied Palestinian Territory (oPt), funds have been committed to support the implementation of the GAP and meet the most urgent needs. An internal capacity building workshop on gender mainstreaming for EU staff was held on October 25<sup>th</sup> and 26<sup>th</sup> 2011, with an external facilitator. Additionally, a study of strategies and interventions of EU Member States and other donors on Gender Equality and Women's Empowerment with a view to better coordination and aid effectiveness, was commissioned. The present study concerns this second action.

In the oPT, the Office of the EU Representative in Jerusalem (EUREP), holds regular meetings with EU Member States' Heads of Missions (HoMs), Heads of Cooperation, (HoCs) and Heads of Political Sections (HoPs), as well as EU missions present in the oPT such as EUPOLCOPPS. These three structures discuss the political situation in the oPT as well as development aid.

An EU Local Strategy on Development Cooperation, dated 26<sup>th</sup> October 2011, covering the period 2011-2013 was designed as an EU response in support of the Palestinian National Development Plan 2011-2013 (NDP 2011-13), This EU Local Strategy aims at making the overall EU aid delivery in the oPT more effective, coherent and sustainable. This strategy,

furthermore, outlines the political and operational framework conditions for operating in the oPT, lessons learned and the status of implementation of the aid effectiveness principles.

The EU has determined that the following are the focal sectors for its partnership with the Palestinian Authority till the end of 2013: security, justice, public financial management, education, health, private sector development, agriculture, water and waste water, electricity and municipal development. These sectors can be adjusted according to changes in planning. During the period 2011 - 2013, the Commission or named Member State will assume the role of the lead EU donor. Annex (4) illustrates the division of sectors between EU donors according to their local strategy for the OPT.

There is currently no specific mechanism for EU coordination on gender issues.

At the level of all donors to the oPT, European and others, the set-up for aid coordination consists of a Local Development Forum (LDF), which includes representatives of the Palestinian Authority (PA) and all donor and aid agencies as well as the representative of the Association of International Development Agencies (AIDA). The LDF is co-chaired by the Ministry of Planning and Administrative Development (MoPAD), together with Norway, the World Bank and the Office of the United Nations Special Coordinator for the Middle East Peace Process (UNSCO).

The Local Development Forum is supported by the Local Aid Coordination Secretariat (LACS). Four Strategy Groups (SGs) deal with the main clusters of economic policy, governance, infrastructure development, social development and humanitarian issues. The Strategy Groups are supported by 13 Sector Working Groups. However, none of these sectors addresses GEWE as such.

The Palestinian Authority has included gender equality as a cross-sectoral strategy in the Palestinian National Plan 2011-2013. The strategy for gender equality was officially launched by the Ministry for Women's Affairs in May 2011. A Sectoral Gender Action Plan translating the strategy into specific policies to be adopted and interventions to be implemented has also been approved by the Cabinet in 2011. To date, the mainstreaming of gender equality in the Palestinian National Plan remains limited, with "women's empowerment and rights" mainly addressed as one of the strategic objectives of the Social Sector strategy. Efforts are being currently exerted by UN Women and the Ministry of Women's Affairs (MoWA) to include relevant strategic objectives and interventions of the national gender plan within the plans of the various sectoral ministries. A set of indicators is additionally currently being developed with support from UN Women and UNDP for the monitoring of the implementation of the cross-sectoral gender plan.

## **1.1 RATIONALE AND OBJECTIVES OF THE STUDY**

This mapping study of strategies and interventions of EU donors on Gender Equality and Women's Empowerment is designed to improve coordination and aid effectiveness and to act as a mechanism to enhance the implementation of the GAP in the oPT.

The rationale behind this study is that by informing EU donors about strategies implemented by various EU donors, the specific tools and mechanisms used for dialogue and

mainstreaming gender issues and specific actions used to promote gender equality, coordination among EU donors in sectoral gender work will be enhanced, and exchange of knowledge and expertise will strengthen gender mainstreaming of the developmental work of various EU donors.

This study, additionally, provides overall conclusions on the current state of play of EU donor strategies in relation with the requirements of the EU Gender Action Plan, and as such may be used as a monitoring report of the GAP implementation. It also provides an analysis of potential synergies and complementarities, in line with the aid effectiveness agenda in addition to recommendations for future enhanced coordination mechanisms for better implementation of the EU GAP in the oPT.

## 1.2 METHODOLOGY

The methodology used in this study comprises of a literature review of recent studies which probed into the issue of gender mainstreaming donor support for the oPT. These include the 2011 Report on the Implementation of the **"EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015,"** drafts of UN Women studies **"From Aid Effectiveness to Development Effectiveness: Is Gender Equality missing in the Occupied Palestinian Territory Paris Declaration Agenda?"** by Elisabeth Klatzer and **"Gender in the Local Aid Coordination in the oPT"** by Karin Reinprecht. Additional literature reviewed included the EU strategy in oPT and some action fiches. This was followed by field visits to offices of (20) –EU donors in the oPT and interviews with (39) individuals (Annex 1). Interviews with EU donors focused on data collection on support to the oPT in various sectors, the gender mainstreaming of their work, their support to women's projects and their implementation of the different requirements of the EU GAP.

In addition, consultations were carried with Norway and UN Women, considering their specific support to GEWE in the oPT, in order to gather useful recommendations.

Interviews were conducted in January 2012 during a field visit (list in Annex 1) following a briefing meeting with EUREP at the start of the field mission. Another de-briefing meeting was held with EUREP during the first week of February to discuss preliminary findings and prepare for the restitution workshop which was held on February 14, 2012 and attended by 14 representatives of EU donors (list in Annex 2)

Participants to the restitution workshop discussed findings and made recommendations on ways to move forward towards improved future coordination and implementation of the GAP. These recommendations are included within the recommendation section of this report.

## **2. DESCRIPTION OF STRATEGIES IMPLEMENTED BY EU DONORS TO PROMOTE GENDER EQUALITY IN THE OPT AND MECHANISMS USED FOR DIALOGUE AND GENDER MAINSTREAMING**

There are 23 donors currently present in the oPT in addition to EU offices. These include Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Malta, Netherlands, Poland, Portugal, Romania, Slovenia, Slovakia, Spain, Sweden and the United Kingdom. EU donors are of different sizes and mandates and not all of them give financial assistance to the oPT. Most EU donors operate from offices based in their consulates in either Ramallah or Jerusalem.

A few large donors have special departments/offices for development aid in buildings separate than the representative office of the EU donor. Germany, for example, provides aid through either the German government-owned development bank (KfW) or the German Agency for International Cooperation (GIZ). The United Kingdom provides its support through the Department for International Development, (DFID). France provides support through the Consulate and also through L'agence Française de Développement or the French Agency for Development, (AFD). Austria provides support through the Austrian Development Cooperation (ADC) and Italy through the Italian Development Cooperation (IDC), whereas Spain provides its support through the Spanish Agency for International Cooperation (AECID). Denmark provides aid through the Danish International Development Agency (DANIDA). Sweden provides its aid through offices housed at the Consulate and through the Swedish International Development Aid Agency (Sida).

The EU offices include the Office of the EU representative (EUREP), the European Union Border Assistance Mission – Rafah (EU BAM), The European Union Coordinating Office for Palestinian Police Support (EUPOL COPPS) and the European Community Humanitarian Office (ECHO), each housed in different buildings. Most of these donors and development agencies were visited for this mapping study (See Annex 1).

While not all large donors have in-house gender expertise, focal persons responsible for gender mainstreaming have had gender training and are motivated and passionate about their work. Centralised gender expertise in the EU capitals exists for nine large donors, namely Austria, Italy, the Netherlands, Sweden, France, Denmark, Belgium, the United Kingdom and Germany. Gender experts from the capitals may visit for increased support on gender mainstreaming if and when requested. There are also experienced gender experts working in various EU donor offices, specifically in the Italian Consulate and the Spanish Agency for International Cooperation (AECID), GIZ (Germany) and the EUREP. Other EU donors have gender focal persons in their offices, however, eight of the smaller EU donors interviewed stated that their offices do not have specific human resources for gender equality and women empowerment issues (Slovenia, Hungary, Portugal, Greece, Czech Republic, Cyprus, Bulgaria and Finland). Two more EU offices, who did not wish to be interviewed, also stated that they have limited human and financial resources and provide no GEWE support. However, these two are not included in the numbers and percentages presented in this study.

While the presence of gender focal points in various EU donors' offices is instrumental to the incorporation of gender issues and concerns in the cooperation support, not all areas of

support are normally gender mainstreamed, and most of the time, the gender focal persons do not have the mandate to mainstream the work in other departments within their offices. In some EU donors' offices, little gender mainstreaming support existed and the work of the gender focal person focussed on women empowerment projects. Where there is not a gender focal point, gender issues were given limited attention.

In general, EU donors considered mainstreaming gender in fields such as water, energy, industry and infrastructure as complex, while they viewed that gender issues and concerns can be more easily incorporated in social sectors, human rights, education, local governance and partly in health and agriculture. However, technically speaking, mainstreaming gender issues and concerns in any sector, including those viewed as "complex", follows the same path of gender analysis through using sex-disaggregated data and looking into the impact of various development interventions on both men and women, making sure that both sexes are benefitting equally and that existing gender gaps are narrowing.

## **2.1 USE OF SPECIFIC TOOLS AND MECHANISMS FOR GENDER MAINSTREAMING**

Around 60% of the donors interviewed stated that they have a toolkit or gender measures which they could use to incorporate gender issues in their development work. However the existing tools are not always applied due to the crisis situation in the oPT, which prevents long-term programming and adequate inclusion of cross-cutting issues (EUREP).

To mainstream gender in their projects, larger EU donors use various tools (gender markers, questionnaires, gender toolkits and guidelines, country gender guidelines, special forms with gender indicators and responsibilities, gender equality rolling plans and a local strategy which incorporates gender). Germany (GIZ and KFW), Sweden, Austria and the United Kingdom (DFID) use gender markers. EU ECHO and a few EU donors have received training in February 2010 by an OCHA Gender Expert on how to establish systems to track allocations for gender and GBV programming in humanitarian appeals. ECHO is now trying to use these markers.

Denmark has a very technical tool for gender mainstreaming, which includes questionnaires to be filled in on the incorporation of gender issues before support to the counterpart is approved. When support exceeds a certain amount of funds (around 1,5 M EURO), a gender equality rolling plan is prepared, whereby a mini action plan is devised detailing the phases in the program cycle and documentation, actions required and organisations responsible for implementation of each activity. Belgium, on the other hand, uses a toolkit from Headquarters whereby projects are mainstreamed at the identification and formulation phases. Follow up meetings in the presence of an experienced gender expert follow to make sure gender is well mainstreamed. Other EU donors, who use toolkits to mainstream their work, include EUREP, EUPOL COPPS, Ireland, Italy, Spain, Germany and Sweden. France and Italy have a gender strategy at Headquarters to mainstream gender, while Italy has additionally a special oPT gender strategy. The Netherlands has a strategy for its work in the oPT, which incorporates gender issues and concerns.

Finally, to note a general weakness of monitoring instruments: while less than two thirds of those interviewed stated that they had government instructions or themes on gender

mainstreaming of their work, only half of them report to their capital on the incorporation of gender issues and concerns.

## **2.2 USE OF SPECIFIC ACTIONS TO PROMOTE GENDER EQUALITY**

Thirteen EU donors implemented specific actions to promote empowerment of women, some of them through empowering women as part of their work in the sector, and others through supporting projects of women's organisations in different sectors (or through support to running cost of the organisations). Austria, Belgium, Denmark, The United Kingdom (DFID), EUREP, ECHO, France, Finland, Germany's (GIZ), Ireland, Italy, Spain and Sweden all made contribution for women's empowerment.

Austria supported a two day conference in 2006, which involved Palestinian and Israeli women to strengthen the implementation of UN resolution on women, peace and security (UNSCR 1325) and also capacity building of women in poor areas. Austria also supported a civil society organisation working on women issues (MIFTAH) for three years and also provided small grants to 19 organisations working with women through the Welfare Association during 2009 and 2010.

Belgium supported a bilateral agreement on education and local governance where gender was cross cutting, in addition to micro-intervention projects in the West Bank and Gaza focussing on income generation and women's initiatives. Its university scholarships stressed a 50% representation of girls. Belgium also supported the running of a women's rights organisation, the Women's Centre for Legal Advice and Counselling (WCLAC), in its advocacy efforts between 2002-2006.

Denmark supported a specific programme on gender with a component focused on MDGs until 2010. One third of Denmark's funding is dedicated to gender equality and women's rights. One third of Denmark's 6 million USD support to the NGO Development Centre (NDC) went to women specific and gender related projects. Denmark's projects on human rights comprise of two components, capacity building and mitigation for gender issues and concerns. Their support to the Ministry of Local Governance is gender mainstreamed.

The United Kingdom (through DFID) has worked with UN Women to improve services provided to women victims of gender-based violence (GBV), through training judges, prosecutors and the police. DFID has additionally supported the establishment of an independent observatory on Violence against Women (VAW) to monitor cases and the treatment of women. The United Kingdom (DFID), additionally, has supported core funding to UNRWA to address gender-based violence and help establish a referral system in UNRWA's field offices. The United Kingdom (DFID) also supports job creation projects whereby 55% of beneficiaries are women. In addition the UK (DFID) provides support to the Norwegian Refugee Council on providing legal assistance in family law issues and in addressing problems arising from home demolitions and wall problems. More examples of UK support to gender-related concerns included support for work with the Palestinian Ministry of Planning (MOPAD) to report on the implementation of UN Resolution on peace, women and security 1325.

ECHO has provided and still provides support to women through its rehabilitation and cash for work and cash for food programmes targeting vulnerable women and female headed households. ECHO also supports psycho-social activities with teachers and parents and includes fathers in addition to mothers in these activities, breaking traditional stereotypes. ECHO additionally supports primary health care including maternal health.

EUREP supports 6 actions which are currently being implemented targeting gender equality in the oPt through women's organisations and other civil society organisations under the regional calls for proposals of the "**Investing in People - Gender equality**" instrument. Interventions include the establishment of a multi-stakeholder referral system for women victims of violence, support to women victims of demolitions and evictions in East Jerusalem, promotion of labour rights and inheritance, access to justice and cultural productions. All the projects are aligned with the national gender strategy.

Finland provided financial support of 100,000 Euros to the Augusta Victoria Hospital breast cancer programme; France supports projects of several NGOs in the West Bank and Gaza including job creation for women with disability, gender-based violence and documentation of violations of women's rights. Germany (GIZ) mainstreams gender in its work, which focuses on local governance and civil society development, vocational education and private sector development. Germany (KfW) also supported gender friendly school construction. Italy's support focused on health, education, human rights and women at the grass root level and their support to education is gender mainstreamed. Italy's support to human rights has focused on the establishment of a human rights department at the Ministry of Justice where gender is taken into consideration especially as the support included training on the penal code and early marriage. Italy also worked with the Ministry of Women's Affairs supporting women at the grass root level under a programme titled TAWASOL. Italy has also supported a shelter for women called Mihwar. Italy's Women's Empowerment and Local Development program (WELOD) included 11 campaigns which focused on gender-based violence, women's human rights and the international resolution on peace, security and women, Resolution 1325.

Spain has provided 7 million dollars for engendered work on the realisation of the MDGs through six UN organisations, in addition to supporting women's initiatives and women, peace and security projects. Sweden has supported 11 Palestinian partners working on women issues through a Swedish NGO, 'Kvinna till Kvinna' in addition to supporting the sensitisation of the Palestinian justice system.

The Swedish International Development Aid Agency, Sida, declared that beginning in 2012, it will not support any project whose gender marker is zero.

Although it may appear to the reader that the above-mentioned support for GEWE in the oPt is substantial, in reality this support is marginal when compared to the actual need of women and the percentage it represents out of the total support to the oPt. The survey launched by the Local Aid Coordination Secretariat with support from UN Women, "**Gender in the Local Aid Coordination in the oPt**", which is currently under finalisation, has already established that most sectoral support is not gender mainstreamed and as such women are not benefitting from the support in equal measure to men, meaning that the support may even be contributing to further widening the already existing gender gaps

between men and women. Moreover, because of the recent economic crisis affecting a number of EU countries, some EU donors will not be able to match their previous support during the coming years. This will be the case of at least two major EU donors of GEWE in the oPT, Spain and Italy.

Furthermore, in view of the deteriorating political and economic situation in the oPT, Palestinian women have become even more vulnerable and marginalised, according to several recent reports and studies by various international institutions including the World Bank and Freedom House. Women's worsening situation is mainly due to the continued Israeli occupation, as well as biased legislation, unfriendly male-structures, discriminatory culture and traditions. In a difficult economic climate, the more vulnerable tend to be the worst affected, and this is the case for women in the oPT.

While a great deal of the EU donors' support focussed on issues of gender-based violence, income generation for the poor, women's human rights and engendering the local governance sector, more support is still needed in order to impact women's status and address the priorities of Palestinian women as identified in the Cross Sectoral National Action Plan on Gender Equality Issues of 2011-2013. Moreover, there seems to be a need for closer coordination and cooperation among various donors so as to enhance the impact of their support, especially as much of the support to GEWE continues to be sporadic, not coordinated and not following a strategic plan. More coordination among EU donors will lead to more complementarity and better impact.

### **2.3 CURRENT KNOWLEDGE AND USE OF NATIONAL GENDER STRATEGY**

In order to enhance the effectiveness of the EU support to GEWE in the oPt, it is important that the EU donors frame their support considering the Cross Sectoral National Strategy on Gender Equality Issues of the Palestinian Authority. Major donors such as Germany (GIZ), Denmark (DANIDA), the United Kingdom (DFID) and Italy (IDC) make reference to the strategy in their work on gender in the oPT, however, only less than one third of the EU donors interviewed have been well-informed about this strategy.

The fact that the National Action Plan on Gender Equality Issues for 2011-2013 has not yet been translated into English limits the extent to which donors can take it into consideration, both within the frame of the LACS mechanism and at individual programming level.

### **2.4 SUCCESS STORIES ON GENDER COORDINATION AND MAINSTREAMING**

In spite of the fact that only one third of EU donors indicated that they coordinate with other EU donors on sectoral work, it is important to note that such coordination has led to better incorporation of gender issues and concerns in the respective sector. This is for instance the case in the security sector, where the coordination work has resulted in better incorporation of gender issues, including specific gender and human rights training to security forces.

This consideration is especially true when there are particular success stories on gender mainstreaming, and there are quite few of them, promoted by different EU donors. However, not all success stories on gender mainstreaming are well known and disseminated, which reduces the chances to build on them. This is particularly important to consider for the cases

which have or could have a structural impact such as the gender audit implemented in the Ministry of Local Governance supported by several donors or the incorporation of gender issues in the sector wide approach of the education sector, which could be replicated in other sectors.

Other sector specific success stories could, on the other hand, benefit the sector itself if taken into account for other donors providing the same kind of support. This is for instance the case of success stories reported on vocational training (eg. non-traditional vocational education for girls supported by Germany (GIZ), on school construction (gender-friendly school construction by Germany (KFW) and on agriculture (women's training provided by ECHO) and on sports (fencing for refugee girls supported by Poland).

Finally, initiatives with positive impact on gender equality and women empowerment should be better known in order to increase synergies and complementarities and avoid possible tensions and competition, especially when different donors work on the same issue in the same geographical zone. During 2011, some very negative articles appeared in the local press and on the internet, fiercely attacking one of the women shelters, supported by an EU donor. Competition between two women's shelters seems to have sparked these damaging articles.

## **2.5 TREATMENT OF GENDER EQUALITY ISSUES IN CURRENT EU DONORS' STRUCTURES AND MECHANISMS**

Gender equality and mainstreaming is not receiving the attention it deserves within the EU coordination mechanism. Interviews have indicated that the meetings of the Heads of Missions (HoMs) and of the Heads of Cooperation (HoCs) have rarely, if ever, discussed gender equality issues. The representation of women in HoMs is marginal with only one woman representative, while it is around 50% in the HoCs. Individually, EUREP and EU donors address gender issues in the bilateral political dialogue with the Palestinian authorities. This is for instance the case of EUREP, which addresses women's rights and the implementation of the national gender strategy within the framework of the EU-PA sub-committees established under the European Neighbourhood Policy (ENP). However, GEWE would have been more efficiently and consistently tackled if there was a clear EU coordination on the main challenges and priorities to be addressed.

It is to note that the EU GAP requires that by « *Starting 2011, EU HOMs shall prepare an annual report on development of political dialogue with corresponding partner country authorities in gender issues and that EU participates in all existing GCS in developing countries to discuss the implementation of gender mainstreaming in national policies, the improvement of economic and political empowerment, land and property rights, and how to encourage men to participate in GEWE activities by 2012. By 2013, the GAP requires that «50% of agendas for local political dialogue with partner countries shall include gender equality as a topic. »*

Almost all EU Donors interviewed indicated that there should not be an additional structure to discuss gender issues related to the EU donor support and they felt that the existing mechanisms should be the venue for the discussion on gender issues. This stems from the view that gender mainstreaming is necessary for effective and sustainable development and

as such it should be included in the on-going discussion on EU support and be placed as a regular issue of discussion on the agenda of the three existing mechanisms. Short of that, development work would continue to be lacking and not addressing the needs and priorities of half of the community targeted. The preparation of the Annual Report 2012, required by the EU GAP, could trigger the inclusion of gender issues in the EU coordination mechanism in a holistic manner.

Gender issues and concerns are also not discussed adequately at LACS meetings. While one quarter of EU donors interviewed indicated that they do not have any role in the LACS meetings since the support they contribute to the oPT is marginal compared to that of larger donors, those who attended these meetings stated that gender is hardly discussed and even when it is discussed, discussions never led to the actual gender mainstreaming of support. The above mentioned survey “**Gender in the Local Aid Coordination in the oPT**” is currently being finalised and could make further recommendations to improve gender mainstreaming in the discussions between donors and their Palestinian Authority counterparts.

### **3. CURRENT STATE OF PLAY OF EU DONOR STRATEGIES IN RELATION TO THE REQUIREMENTS OF THE EU ACTION PLAN ON GENDER**

#### **3.1 STRENGTHENING THE LEAD ROLE OF THE EU IN PROMOTING GEWE IN DEVELOPMENT**

**Strengthening the lead role of the EU in promoting GEWE in development is the first specific objective of the GAP.** The GAP foresees that “*An EU donor is appointed as gender lead donor in each partner country for the period 2010-2015 and 3 Member States are associated to joint work on gender.*”

During interviews, most EU donors indicated that they saw EUREP as the leader towards enhanced coordination of gender mainstreamed support and improved implementation of the GAP. During the restitution workshop of February 14, 2012, which was held to discuss the findings of this study, EU donors participating agreed to form a technical group under EUREP leadership to draft an EU local strategy on gender to be endorsed at a later stage by the HoCs and HoMs. In addition, EUREP announced the possibility to mainstream gender in its assistance to the justice sector with technical support from ILO and invited the other donors to join.

Volunteers in this group include inter alia gender focal persons working at the offices of the representatives of Sweden, France, Italy, ECHO, EUREP and the Coordinator of the Governance Strategy group at the LACS (List in Annex 2).

**Placing gender equality issues systematically on the agenda of dialogue with the PA:** The EU GAP requires that starting in 2011, EU HoMs « *prepares an annual report on development of political dialogue with corresponding partner country authorities in gender issues* » and that by 2013 « *50% of agendas for local political dialogue with partner countries include gender equality as a topic.* »

In line with the GAP, EUREP is already including gender equality in its policy dialogue with the Palestinian Authority on human rights and on social affairs, mainly in the framework of the yearly consultations and reporting on the ENP Action Plan. The implementation of the National Strategies (general cross-cutting and Violence against Women (VAW)), is regularly raised in this dialogue. This exercise also includes regular consultations with civil society organisations, including women's organisations, which are very active in the oPT and a quarterly contribution to a written report finalised in the European Commission at Headquarters level and published the following year (Progress report on the ENP Action Plan). The Action Plan for the oPT is currently under review.

As for other EU Donors, 40% of those interviewed indicated that they placed gender issues and concerns on the agenda of negotiations with the PA albeit, for a number of them, not in a systematic way. While some donors such as Belgium, the United Kingdom (DFID), Denmark and the Netherlands strongly demand in their meetings with Palestinian counterparts, that gender issues are taken into consideration in all support provided, 60% of EU donors interviewed believed that it was « *inappropriate* » to discuss gender mainstreaming issues with the PA. Palestinian officials who were not supportive of gender mainstreaming were blamed for lack of incorporation of gender in EU support. A few EU

donors saw that gender mainstreaming is a “cultural” issue, indicating that Palestinian counterparts “did not want to gender mainstream the work” or that “they had no control over how the work was implemented” and as such, blamed the Palestinian counterpart for gender blind projects. When asked about the EU GAP requirement that EU donors place gender equality and gender mainstreaming issues on the agenda of talks with Palestinian counterparts, more than one of the EU donors stated that they did not want “to antagonize the Palestinian decision-maker” through mentioning gender mainstreaming as a requirement. Despite this negative stance, a number of EU donors stated that the presence of a “supportive” Palestinian decision-maker was instrumental for successful gender mainstreaming of developmental work. The cases of the Minister of Local Government and the Minister of Education were given as examples of Palestinian decision-makers’ support that led to successful gender mainstreaming.

**While it is true that a few Palestinian decision-makers may not be supportive of gender mainstreaming the development work they are responsible for, the official position of the PA is reflected in its approval and adoption of the National Sectoral Strategy on Gender Equality Issues in May 2011. This strategy represents the commitment of the PA to incorporate gender issues in all its work, and as such provides the green light for EU and other donors to raise the issue of gender mainstreaming and work on gender equality issues in the oPT. The approval and adoption by the PA of the Sectoral Action Plan and Strategy on gender equality issues also provides the opportunity for EU donors to question the PA about the progress in the implementation of this plan and offer support for its realisation.**

### **3.2 USE OF SEX-DISAGGREGATED INDICATORS AND GENDER EQUALITY PERFORMANCE INDICATORS**

The GAP requires that EU Donors « *ensure that gender equality is mainstreamed in EU funded projects and that general budget support and sector support programmes (SWAPs) use sex-disaggregated indicators and include at least one gender equality performance indicator where relevant.* »

Only 11 EU donors among those interviewed stated that they use sex-disaggregated indicators for their development work. However, only 8 donors indicated that they used gender equality performance indicators in all or part of their support. Belgium, Denmark, the United Kingdom (DFID), ECHO, Finland, Germany (GIZ and KFW), Italy and the Netherlands stated that in addition to using sex disaggregated indicators they also used gender equality performance indicators in some or all of their support. Despite the fact that the percentage of donors who use sex-disaggregated indicators and gender equality performance indicators was small, 40% of EU donors interviewed indicated that their support to the oPT was gender mainstreamed. Efforts on gender mainstreaming, however, for a few donors and in some sectors, are recent.

Fourteen out of twenty six representatives of either European donors or EU development offices,<sup>1</sup> among those interviewed, stated that they do not use sex-disaggregated indicators. Additionally, a few European donors do not have any sex disaggregated data on their support.

**Working without sex-disaggregated data means that it is impossible to identify the real needs, potential and contributions of half of the society and therefore efforts to effective development could be hindered. Collecting and analysing sex-disaggregated data is paramount to implementing gender mainstreaming. Sex disaggregated data means classifying data by sex and presenting the information separately for men and women and boys and girls. As such, the data will reflect the real situations, roles and conditions of men and women in various spheres.**

**The process of gender mainstreaming of development plans requires that sex disaggregated data is collected and analysed systematically and scientifically to ensure that policies and practices are not based on flawed assumptions and stereotypes.**

### **3.3 PRIORITISING NON-STATE ACTORS' PARTICIPATION, CAPACITY BUILDING AND ADVOCACY ON GEWE**

The GAP requires that by 2013 « *gender becomes regularly placed on the agenda in EU annual dialogues (gender policy forum) with civil society in each country and that by 2013, an annual report on gender equality dialogue is included in joint annual reports on development cooperation.* »

Eighteen out of twenty six of the EU donors and EU development offices interviewed, stated that they consulted or supported the work of civil society organisations in various fields. Ten EU donors stated that they consulted and supported women's initiatives or organisations. WCLAC and MIFTAH are two Palestinian civil society organisations which were mentioned by a number of donors as recipients of support.

In general, half of the EU donors interviewed stated that they prioritise in-country non-state actors' participation and capacity building and advocacy on gender equality and women empowerment issues, GEWE.

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<sup>1</sup> More than one office or development programme were counted sometimes for the same EU donor since not all divisions of EUREP for example behaved similarly. ECHO, EUPOLCOPPS and EU BAM have also been counted in these numbers as separate entities.

### **3.4 IMPROVING THE EU MONITORING, ACCOUNTABILITY AND TRANSPARENCY ON ALLOCATION OF FUNDS FOR GEWE**

The GAP requires EU donors to systematically apply the Gender Equality Policy Marker of the OECD (G-marker) and that by 2015, « *the G-marker is applied for at least 80% of all EU projects and annually reported to OECD-DAC.* » It also requires that EU donors have monitoring, accountability and transparency mechanisms which encourage allocation of budgets for GEWE.

Most EU donors indicated that they do not have monitoring, accountability and transparency mechanisms on the allocation of funds for GEWE. Belgium, Denmark, the United Kingdom (DFID), ECHO, Germany (KfW and GIZ), Ireland, and Sweden stated that they have such mechanisms and as such due attention is given to GEWE funding.

### **3.5 SUPPORT TO THE ACHIEVEMENT OF MDGS, IN PARTICULAR MDG 3 ON THE PROMOTION OF GENDER EQUALITY AND THE EMPOWERMENT OF WOMEN AND MDG5 ON MATERNAL HEALTH**

The GAP requires the inclusion of « *gender equality issues in the dialogue and interventions on Food Security, Education, Health, and Climate Change; economic policy and increase support to women's economic (incl. vocational training and employment policy) and political empowerment ; increase support and expertise in health, addressing maternal mortality and universal access to reproductive health.* »

Furthermore, the GAP requires that by 2012, « *guidelines are adopted and used at country level for policy dialogue on maternal mortality and universal access to reproductive health as part of the planned overall guidelines for policy dialogue on national health strategies.* »

Only one EU donor, Spain, supported the UN unity work on the realisation of the MDGs in oPT. This support was channelled through 6 UN entities including UN Women, UNDP and ILO. A number of EU Donors also funded sectors included in the MDGs, albeit not always specifically taking gender issues into consideration.

As such, 17 EU donors interviewed, supported one or more sectors included in the MDGs including access to education and school construction (Ireland; Belgium; Finland; France; Germany and Portugal), water (Austria; Czech Republic; ECHO; Finland; France; Germany (GIZ; KfW); Poland), agriculture (ECHO; EUREP), health (Austria; Bulgaria; ECHO; Finland; France; Greece; Italy) poverty (The UK (DFID); ECHO; EUREP; France; Sweden; Belgium), the environment (Czech Republic; Sweden) and women's empowerment (Austria, Belgium, Denmark, the United Kingdom (DFID), ECHO, France, Finland, Germany (GIZ), Ireland, Italy, EUREP, Spain and Sweden).

### **3.6 SUPPORT TO COMBATING GENDER-BASED VIOLENCE**

By 2011 the GAP requires that « *at least 50% of the EU Delegations introduce specific measures on the role of external assistance and development co-operation in their local strategies for the implementation of the EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them and systematically involve women's*

*rights networks and organisations in consultations on the launch of local call for proposals in the area of human rights. »*

Eleven EU donors stated that they supported projects combating gender-based violence, (GBV). These include: Austria, Belgium, Cyprus, Denmark, EUPOL COPPS, EUREP, the United Kingdom (DFID), Italy, France, Spain and Sweden. A few EU donors reported inclusion of men in such support including in activities aimed at raising the awareness of men about women rights and issues.

In addition the GAP requires offering “an ad hoc online course for EU HOMs and Delegations’ and Member States’ staff on how to implement the *EU guidelines on Violence Against Women, and Girls and Combating all Forms of Discrimination against them, from the perspective of external assistance*. This specific training has not been made available yet but while this study is being finalised, the European Commission has launched 3 on-line modules for training on gender equality available to EU Delegations’ and Member States’ staff.

### **3.7 SUPPORT TO IMPLEMENTATION OF UN SECURITY COUNCIL RESOLUTIONS ON WOMEN, PEACE AND SECURITY**

The GAP requires that by 2013 « *at least 60% of EU Delegations in fragile, conflict or post-conflict countries develop a strategy to implement the EU Comprehensive approach from the perspective of the sectors they are involved in and development co-operation*» and that «*continuous EU support for capacity building on UNSCR 1325 and 1820 in fragile states increases annually*». According to the GAP, this level of support should be «*annually monitored and reported on*».

Nine EU donors interviewed supported women’s projects on peace building including UN resolutions 1325 and 1880. These include: Austria, Cyprus, the United Kingdom (DFID), EUPOLCOPPS, Finland, Ireland, EUREP, Italy and Sweden.

For the EUREP, it is to note that the new guidelines to the Applicants relating to the Partnership for Peace programme have included as priority “*Awareness raising of leaders and opinion-formers, public opinion and media through increased involvement of women in the peace and security sphere*”. This priority directly responds to the spirit of the Comprehensive Approach to the EU Implementation of the UNSCR 1325 and 1820 on Women, Peace and Security and seeks to support women as active stakeholders of the Middle East peace process.

## 4. CHALLENGES AND OPPORTUNITIES TO IMPROVE COORDINATION ON GENDER ISSUES AND IMPLEMENTATION OF THE GAP

### 4.1 MAIN CHALLENGES FOR EU DONORS IN ADDRESSING GENDER EQUALITY ISSUES

**Workload and staffing:** A number of donors interviewed, claimed that gender mainstreaming of their work would only add to their existing burdens. When asked about the requirements to mainstream their work, a few donors viewed that they already have too much on their hands and do not have the time to reflect on how to gender mainstream their work. Some of the comments made on this issue included: *“We have the political back up to look at gender but in practice, it is an additional task which is not a priority when you look at our workload”* and *“We need better resources and more time. It is not priority one.”* Smaller donors indicated that they had small offices with sometimes only two individuals and therefore they are unable to attend to issues of gender mainstreaming.

**Political situation in the oPT:** A number of EU donors interviewed were very sceptical that their support would actually lead to development in the oPT. The current political situation and the continued occupation of the oPT are viewed as major elements leading to the obstruction of development attempts. A few donors noted that the prevailing political situation is the topic of discussion in EU mechanism meetings and as such gender mainstreaming cannot be considered as a priority under the existing political situation: *“Development is not possible, efforts will fail anyway.”*

**Financial crisis in the EU:** The financial crisis that is currently affecting a number of EU donors is seen as another obstacle to improved or sustained support to oPT in general and to GEWE support in particular. A few small donors affected by the crisis indicated that they will not be able to provide future support to the oPT, let alone gender mainstreamed support. At least two of the larger donors, who provide substantial support to gender and women projects in the oPT, namely Italy and Spain, currently face significant cuts in funds and therefore future support to gender equality programs will likely be significantly reduced.

**Limited amounts of assistance:** Smaller donors viewed the support they are providing to the oPT as not being significant and therefore did not consider that gender mainstreaming was applicable. When reviewing the gender distribution of the beneficiaries of a few of these donors' support, in particular recipients of scholarships, the majority were male.

**Capacity development needs:** Insufficient gender expertise was mentioned as one factor behind the lack of gender-mainstreaming of some of the EU donor support. While most of the large donors had staff who have been trained in gender mainstreaming and had access to gender expertise from the headquarters, three or four of the EU donors interviewed had gender expertise in their offices at the oPT. Those gender experts were overworked and in some instances not given the mandate to mainstream the work of the other departments in their offices. In some other EU donor offices, a few focal points for gender were given the task in addition to their regular jobs. Some of them stated that they were given the task because they are female. However, gender focal persons in all EU offices visited were very committed individuals who wanted to improve the gender mainstreaming of the support provided by their offices.

In the EU donor offices where gender mainstreaming is considered important, it was generally indicated that they had the ability to mainstream gender in “obvious” sectors such as income generation, human rights and education but most of them considered that they need enhanced technical knowledge in order to be able to mainstream gender in “difficult sectors” such as energy, environment, infrastructure and agriculture. Most of those interviewed welcomed “practical training” focussing on the work they are currently undertaking.

A few other donors confused gender mainstreaming with specific projects for women and had not participated in any gender training.

More importantly, a number of EU donors treated gender mainstreaming as the responsibility of the Gender Focal Person at their offices rather than a responsibility of all staff members.

**Gender mainstreaming should not be viewed as the sole responsibility of the Gender Focal Person in an office but rather as the responsibility of all individuals in an organisation. Gender mainstreaming is the vehicle towards gender equality and an integral part of effective and efficient development, whereby the issues and concerns of women and men are equally considered at all levels of project implementation. Gender neutral projects often lead to widening the existing gender gap between men and women.**

Furthermore, while major EU donors in the oPT were generally well informed about gender equality issues and concerns in the oPT, they had limited gender data that would enable them to efficiently gender mainstream their support. While a few EU donors were knowledgeable about some recently published gender studies and reports, other donors indicated that their knowledge of such studies was limited. As mentioned earlier, less than one third of EU donors were knowledgeable about the national sectoral gender strategy and plan. This strategy includes a great deal of data on the situation of men and women in various sectors in the oPT and suggests policies and interventions to be implemented in various sectors, during the years 2011-2013. In addition, the Palestinian Central Bureau of Statistics regularly publishes sex-disaggregated data on various sectors as well as a special yearly publication on the gender gaps on the occasion of International Women's Day.

#### **4.2 ANALYSIS OF POTENTIAL SYNERGIES AND COMPLEMENTARITIES AS WELL AS OVERLAPS IN THE CURRENT STRATEGIES, IN LINE WITH THE AID EFFECTIVENESS**

EU donors stand to gain to a great extent from enhanced coordination, cooperation and exchange of knowledge and expertise. Such enhanced cooperation will lead to a more visible role of the EU support to the oPT. Enhanced coordination will also lead to the use of a common language and unified positions on GEWE issues when dealing with the PA and

other Palestinian counterparts. European donors outnumber all other donors in the oPT and they already have mechanisms set up for enhanced coordination about various issues. Use of such mechanisms to strengthen and complement EU support to GEWE will lead to improved gender mainstreaming of EU support and as such to an improved status for Palestinian women.

EU Donors could make use of the following synergies and complementarities to strengthen their role in the oPT:

#### **4.3 IMPROVED COORDINATION AND DIVISION OF TASKS FOR BETTER GENDER MAINSTREAMING OF SUPPORT AMONG DONORS FINANCING SAME SECTORS**

Field visits and interviews with various EU donors have revealed that EU donors contribute to various sectors in the oPT, with some sectors receiving more attention than others. Table (1) below indicates that the sectors of Water, Education, Local Governance and Rule of Law, receive more attention from EU donors than sectors such as Infrastructure, Environment, Energy or Agriculture. Table (1) also shows that a number of sectors receive support from multiple EU donors. Interviews, however, revealed that only one third of donors working in the same sector coordinate their support. More importantly, very little coordination exists on gender mainstreaming sectors where support is provided by several EU donors. While large donors usually discuss their support to various sectors during the LACS meetings, discussion of gender issues within these meetings has reportedly been sporadic and has not led to mainstreaming gender issues into the work. Through enhanced coordination, EU donors could lead gender mainstreaming in the LACS meetings.

It was previously noted that when sectoral coordination among EU donors existed, there was more incorporation of gender issues and concerns into their collective work. Consequently, support to the education sector wide approach and local governance, have been regarded as successful gender mainstreaming experiences. EU donors who have clear requirements from their capital to gender mainstream their support and report on the incorporation of gender issues and concerns, will influence others who do not give gender issues the required attention. This will be particularly helpful for smaller donors who are not involved in the LACS meetings discussions. Moreover, enhanced cooperation and discussion among EU donors financing the same sector will enable EU donors to share expertise and knowledge about ways of improved gender mainstreaming and also to divide tasks required for proper gender mainstreaming. Coordinating support on GEWE in the same sector will also lead to a common language regarding the need for gender mainstreaming as well as a common stance when negotiating these issues with the Palestinian counterparts. Table (1) below indicatively illustrates the donors working in various sectors for possible improved EU coordination.

**Table 1 Indicative EU Donor support to sectors in the oPT.**

<b>Sector</b>	<b>EU Donor</b>
<b>Water</b>	Austria, Czech Republic, ECHO, Finland, France, Germany, GIZ, KFW and Poland.
<b>Health</b>	Austria, Bulgaria, ECHO, Finland, France, Greece and Italy
<b>Education</b>	Ireland, Belgium, Finland, France, Germany, GIZ, KFW, and Portugal.
Sports	Finland and Portugal
Scholarships	Ireland, Bulgaria, Poland, the Netherlands, Hungary, Slovenia, Sweden and France
<b>MDGs</b>	Spain through six UN organisations
<b>NGOs</b>	Italy, Sweden, France, Netherlands
NGOs working on HR, Democracy and Rule of Law	Ireland, Denmark, Sweden, Netherlands. EU POLCOPPS, Italy,
<b>Social Protection and Humanitarian Aid</b>	The UK (DFID), ECHO, EU and France
Support to the Disabled	Hungary supported through UNICEF
Gender-based Violence	France , Italy and UN Women
Rehabilitation	Belgium, Slovenia and Sweden
<b>Local Governance</b>	Belgium, Germany, GIZ, Finland, Denmark and the EU
<b>Civil Service Reform</b>	EUREP
<b>Peace building and Resolution 1325</b>	Sweden and Spain
<b>Security</b>	Bulgaria, Cyprus, Finland, EUPOLCOPPS and EUREP

<b>Sector</b>	<b>EU Donor</b>
<b>Infrastructure</b>	Sweden
<b>Economy</b>	Germany and the UK (DFID)
Private Sector	EUREP, GIZ, KFW and Sweden
<b>Agriculture</b>	ECHO, EUREP and the Netherlands;
<b>Environment</b>	Czech Republic and Sweden
<b>Energy</b>	EUREP, and Poland
<b>PEGASE</b> – Direct Financial Support to recurrent expenditure of the PA	Most EU donors

#### **4.4 MAKING USE OF AVAILABLE GENDER EXPERTISE**

Enhanced cooperation among EU donors in their support to various sectors will facilitate gender mainstreaming of sectoral support, especially if coordination leads to exchange of knowledge and expertise. Involvement of gender focal persons in EU donor offices at the initiation phase of project implementation (identification and design) is necessary for gender mainstreaming sectoral support. Interviews indicated that gender focal persons are not invited to the LACS meetings and therefore it is not surprising that gender issues are not discussed in these meetings. There are a number of committed gender focal persons working at various EU offices and their collective expertise will enhance effective gender mainstreaming of sectoral EU support. Coordination among gender focal points will also facilitate identifying the best entry points for the incorporation of gender issues. Gender mainstreaming of projects can be usefully complemented by direct support to specific women's needs or aiming at reducing the gap between the two genders. Collective work will enable donors to decide on a division of labour that would enable support to such much needed projects. Collective work will also facilitate the compilation of the gender data needed for proper gender mainstreaming of support.

#### **4.5 MAKING USE OF EU DONOR EXPERIENCE IN USING TOOLS FOR GENDER MAINSTREAMING**

As mentioned earlier in this study, EU donors use a variety of tools in their gender mainstreaming efforts. These range from guidelines and toolkits for gender analysis and mainstreaming to the use of questionnaires, gender markers, gender rolling plans and local strategies to mainstream gender. Additionally, new training by OCHA for UN and a few EU donors has focussed on establishing a system to track allocations for gender and GBV programming in humanitarian appeals. Gender markers can be useful tools for indicating the

degree a certain project incorporates gender, and is a tool, that those EU donors, who do not yet possess tools for gender mainstreaming, could use in their humanitarian work.

EU donors possess also other tools that maybe shared and replicated. Denmark's gender rolling plans and gender indicators for large support, for example, are tools which could be adopted for larger EU support. The rolling plan comprises of an action plan with detailed activities required to gender mainstream a program. The gender indicators in order to examine the impact of the support on both sexes, are required if the support exceeds EU 7M. While effective gender mainstreaming requires a plan with benchmarks, monitoring and follow-up are two important tools that are also required to ensure proper gender mainstreaming.

In addition to gender markers, global gender strategy and action plan which includes practical examples on gender mainstreaming as well as success stories, GIZ uses programme assessment tools in order to monitor the inclusion of the gender approaches in project work. This assessment, which takes the shape of questionnaires circulated to all employees working in the organisation, aims to get an overview of the current situation and looks into possible impact on both sexes documenting best practices and lessons learned. The assessment requires the respondents to indicate whether enough time and funding was provided for the gender officer in the programme, if meetings were held to ensure that the correct gender marker is allocated in the project proposal, if gender analyses has been conducted in project appraisal, if gender markers have been taken into consideration in progress reporting, if qualitative and quantitative gender indicators were used to monitor progress and if gender equality was integrated within the results-based monitoring of the programme. The follow-up and monitoring tools of GIZ are tools worthy of replication.

#### **4.6 LEARNING FROM GENDER STUDIES AND REPORTS**

Working together will enable EU Donors to exchange information about studies and reports about gender mainstreaming in various sectors and also about expertise gained in gender mainstreaming in other countries. A study by DFID on gender mainstreaming through the sector wide approach in education, for example, could prove beneficial in the oPT where several donors are coordinating actions in the sector. As mentioned before, UNDP is finalising two new reports on gender in the Rule of Law sector. Exchange of knowledge about reports published by other donors as well as those by local gender research centres could easily be made available.

#### **4.7 SUPPORTING VARIOUS WOMEN'S ORGANISATIONS**

Thirteen EU Donors indicated that they supported women's empowerment projects through their aid. Coordination among EU Donors would facilitate information sharing on such support and would help ensure that EU support reaches a larger number of women's organisations working in various fields. EU coordination will also enhance knowledge sharing about the situation of women in the oPT, since donors working directly with women's organisations tend to be more knowledgeable about the situation in the field than others.

**While a number of EU donors interviewed mentioned that they supported women's initiatives and women's rights organisations, such support should by no means be confused with proper gender mainstreaming, whereby different roles, needs and priorities of men and women are equally taken into consideration at various stages of project implementation starting with the initial phases of project identification, design and planning. Moreover, obtaining sex disaggregated data, should also not be confused with gender mainstreaming, as sex-disaggregated data will facilitate gender analysis and ensure that gender balance is taken into consideration, when looking into beneficiaries of support and implementers of development programmes.**

## 5. RECOMMENDATIONS

### 5.1 RECOMMENDATIONS ON ENHANCED COORDINATION MECHANISMS AMONG EU DONORS AND WITH OTHER DONORS

- A. Enhancing coordination in sectoral work:** As mentioned above, when there was more coordination in sectoral work and when EU donors addressed the needs of women in development work, success stories in gender mainstreaming were reported. Collective sectoral work allows more sharing of technical know-how in gender expertise and also a division of labour and coordination in addressing the various needs and concerns of both sexes.
- B. Focus initially on one sector:** While it is important to continue with the good work on gender mainstreaming of EU donors in sectors where it exists, it would be beneficial for the EU donors to agree to focus on the gender mainstreaming of one sector so that this area represents a success story to be replicated in other sectors. The ILO Training Centre's criteria for the selection of one sector for gender mainstreaming includes both necessary and desirable criteria for the selection of a specific sector (cf Annex 4).

The necessary criteria include the existence of commitment of responsible staff, the relevance to the national development plan and the national gender strategy, the existence of local expertise and systems to collect data, the existence of an opportunity to building on good practices or existing similar / past initiatives, good opportunities to use upcoming legislative or policy reforms as entry points or national commitments to implement them.

Other potential actions with high strategic impact could include introducing a gender marker in the projects database of the Palestinian Ministry of Planning (DARP) or supporting a gender unit in a line ministry as Germany (GIZ) is doing within the Ministry of Local Development.

Participants to the restitution workshop approved the suggestion to initially focus on one sector in gender mainstreaming collective efforts. At least three participants stated that focusing on the Rule of Law sector is a good idea since it fits the criteria of the ILO Training Centre: it includes 7 EU donors and comprises the penal code, the criminal procedures and access to justice, which are issues of top priority within the oPT for women. Analytical gender research is also readily available in this sector including two recent studies by UNDP. More sectors that were mentioned included Education and Public Finance Management since UN Women and ILO have started to build the capacity of the PA on gender-sensitive budgeting. It was also asserted that while focusing on one sector is good, basic requirements for gender mainstreaming should not be dropped from other sectors.

- C. Improving EU coordination in LACS:** EU Donors chair 10 sector working groups. These include important sector working groups on agriculture, security, justice, elections, public administration and civil service, water and sanitation, municipal development and local governance, environment, education and social protection (cf

Annex 4). Indeed this enables EU donors to use their leverage to push forward gender equality issues both with other donors and with their Palestinian counterparts.

It would be very instrumental if EU Co-chairs of the strategy groups and working groups would commit to place gender mainstreaming issues and concerns on the agenda of LACS discussion. It would also make a great deal of difference if they would insist on gender indicators in the monitoring of the development work implemented.

In addition, the recommendations of the two studies carried out by UN Women – Study on Gender and LACS and Study on Gender and Aid Effectiveness in the oPT – should be analysed and followed-up as relevant for the EU donors.

- D. Use already established EU mechanisms and structures to discuss gender mainstreaming:** Almost all EU donors interviewed objected to the creation of another structure to work on GEWE and gender mainstreaming. A few of those viewed that another structure would only add to their already overburdened schedules, while others felt that having a separate structure for gender would marginalise the issue and would place the responsibility of gender mainstreaming mainly on the shoulders of the gender focal points. Since gender mainstreaming is an indivisible part of effective sustainable development, it should, according to many EU donors interviewed, be placed on the agenda of meetings of the EU structures and mechanisms already in place. Gender issues should not be discussed as a separate issue, but as part of the sector under discussion. Regular inclusion of gender issues in the agenda of the meetings, at least twice a year, would be recommended. The elaboration of a joint Annual Report could be taken as a good exercise for triggering such an inclusion.
- E. Raise the profile of the GAP:** Participants of the restitution workshop viewed that various EU donor headquarters should take a more serious role in the implementation of the EU Gender Action Plan. A few felt that enforcement of the GAP will be improved if EU countries agree on its enforcement in meetings in Brussels. Following EUREP's first report on the implementation of the GAP in July 2011, it is recommended to enhance a joint annual progress report on the GAP's implementation, which should be discussed and endorsed at the level of HoMs.
- F. Increasing staffing for gender mainstreaming:** Gender focal persons in EU donors' offices are already over-loaded with work. Participants to the restitution workshop demanded that staff resources for gender be increased so that they are able to attend to the needs of their demanding job. Follow-up of trainings on gender basic courses and on gender mainstreaming in particular should be promoted among all staff of the offices, including high hierarchy and projects managers. E-learning courses are often available.

## 5.2 FIRST ACTIONS TO BE UNDERTAKEN IN LINE WITH THE REQUIREMENTS OF THE EU GENDER ACTION PLAN

**A. Start using current EU structures:** HoMs, HoCs and HoPs can play instrumental roles in enhancing gender mainstreaming in the oPT. During interviews, most EU donors were of the opinion that gender mainstreaming should be mainly discussed at the HoCs meetings since these are the meetings where support is usually discussed. Other EU donors felt that HoMs and HoPs should also discuss gender inequalities and needs. It is our view that **HoMs** should be the place to discuss the improved implementation of the EU Gender Action Plan, at least twice a year, the second time for monitoring purposes. **HoCs** should include gender mainstreaming as part of each item on the agenda so as to ensure that the support to the oPT is not gender neutral and is not leading to widening the gap between men and women in Palestine. **HoPs** should also be informed about the current gender issues and concerns and the most recent gender studies so that they are able to raise gender equality issues systematically with their PA counterparts as is required by the EU GAP.

In a nutshell it is proposed that:

- **HoMs** meetings discuss EU donors performance on the GAP and endorse the yearly progress report requested by the EU Action Plan on Gender
- **HoCs** meetings add gender issues related to each area of discussion and address the implementation of the EU Action Plan on Gender
- **HoPs** meetings address “burning” gender issues and concerns so as to raise these issues in the political dialogues with the PA.

Participants to the restitution workshop stated that it was important for members of HoMs and HoCs to be informed about the findings and recommendations of this study. The workshop was targeting all HoCs members but only one was present (Austria) in addition to the gender focal persons of several offices. Therefore it was suggested to further disseminate the findings of the study in upcoming HoCs and HoMs meetings, once the final report is available.

**B. Start using and requesting disaggregated data in designing and monitoring:** No gender mainstreaming work is possible without the availability of sex-disaggregated data. Therefore, it is important to request sex-disaggregated data at the design phase of any development work. When there is a clear gap between males and females, it is important to further request gender data that explains the gap and enables addressing the needs and priorities of both sexes. It is furthermore important to obtain sex-disaggregated data at all levels of project implementation and all levels of beneficiaries. Smaller donors can enhance the gender mainstreaming of their support through insisting that an equal number of beneficiaries of both sexes are recipients of their support. Sex disaggregated data is important in order to ensure that the EU support does not lead to increasing the already existing gender gap between men and women in the oPT. It was agreed in the restitution workshop that the use of sex-disaggregated data be brought to the attention of HoCs. It was also

agreed, that in order to enhance the implementation of the EU GAP, gender indicators should be utilised in the reporting and monitoring processes. There is also a need to build a common language among EU donors in the oPT on gender mainstreaming and what it signifies.

- C. Organise EU lead donors on sectoral or ad hoc basis based on expertise & good practices:** As previously mentioned, there are at least three or four specialised gender experts working in EU offices. There are also experienced gender focal persons working in various offices. Organising meetings of EU donors working in the same sector and inviting the already available gender expertise for consultation on how best to gender mainstream the work will prove very beneficial and will build a sense of togetherness among all those involved. A few participants of the restitution workshop considered that it would be useful to have technical experts in gender mainstreaming to advise on technical issues in pilot projects, if needed.
- D. Share gender research and sectoral studies with a gender perspective:** A number of donors have already conducted gender research on a number of sectors. These studies are instrumental for successful future work in various sectors. Some examples of these studies include the UNDP study “UNDP Rule of Law & Access to Justice Programme in the oPT - Public Perceptions of Palestinian Justice and Security Institutions” (December 2011); The World Bank 2010 study titled “Checkpoints and Barriers: Searching for livelihood in the West Bank and Gaza – Gender Dimension of Economic Collapse”. Moreover, the National Sectoral Strategy on Gender Equality Issues contains a great deal of data on women in various sectors in the oPT and the Palestinian Bureau of Statistics continues to disseminate sex-disaggregated data. Additionally, the Palestinian Women’s Research and Documentation Centre, the Women’s Studies Centre and Arab World for Research and Development (AWRAD) continue to produce valuable research which sheds light on the situation of Palestinian women.
- E. EU Donors could also discuss and share existing tools, screening lists and gender markers:** EU donors could benefit from gender markers already used by some donors (the United Kingdom (DFID), Germany (GIZ), Austria and Sweden) including the OECD gender marker used by EUREP. Other tools that may be shared and replicated are Denmark’s rolling plans, which include benchmarks and indicators especially for substantial funding. Germany’s (GIZ) programme assessment tools, which allow for monitoring the inclusion of gender approaches in project work are also tools worthy of replication.
- F. Share success stories on gender mainstreaming:** A few EU donors stated that they were successful in gender mainstreaming their work in specific sectors. GIZ for example reported on gender mainstreaming of their work on water. ECHO reported success in incorporating gender issues and concerns in their work on agriculture. A number of donors have succeeded in mainstreaming gender in local governance and the sector wide approach in education. KFW has succeeded in constructing gender friendly schools. It is important to share these successful gender mainstreaming experiences and use them as guidance for gender mainstreaming other sectors.

Success stories on gender mainstreaming could be presented by donors responsible for their implementation during HoCs meetings twice a year. This could also represent an incentive for donors to gender mainstream their work.

- G. Organise visits to women’s organisations or structures:** There are already visits organised to various areas and organisations in the oPT for HoMs, HoCs and HoPs. It would be a good idea if these visits could include a visit to a shelter for women victims of violence and to include discussions with a group of women’s organisations in order to learn about the conditions of women first hand.
- H. Address gender in bilateral dialogues with PA,** focussing in particular on priorities and challenges jointly discussed and identified among EU donors. In bilateral meetings, **refer to the National Sectoral Gender Strategy** and the National Strategy on Violence against Women and request information on its implementation and progress. These strategies comprise the priorities of Palestinian women in various sectors and were accepted and approved by the PA as part of their national plan for 2011-2013.
- I. Review existing local EU strategies** to include a gender perspective as appropriate. The existing EU overall local strategy is gender neutral except for one sentence on women empowerment.
- J. Organise capacity development workshops:** It is recommended that the EU holds two workshops to enhance EU donors’ capacity in gender mainstreaming.
- **Training on basic concepts of gender for the less experienced:** This should include information and guidance on basic concepts of gender mainstreaming for EU donors who are very busy and unable to attend more than half a day workshop.
  - **Mainstreaming gender in difficult sectors:** A two day workshop should be organised by EUREP focusing on the practical implementation of gender mainstreaming in sectors where gender mainstreaming “is difficult” such as energy, infrastructure, water, environment, and using projects currently funded by EU donors. The trainer should use sex and gender disaggregated data on the local situation and assist participants to identify entry points for gender mainstreaming.

Participants to the restitution workshop favoured the idea of the two capacity building workshops. The ILO Training Centre could advise on how practically implement gender mainstreaming especially in sectors EU donors are currently working in.

- K. Minimum requirements for EU donors:** It was agreed in the restitution workshop that the minimum requirements for incorporation of gender issues and concerns for EU donors would be compilation of sex-disaggregated data and placing gender issues and concerns on the agenda of discussions with the PA.

Finally, and as mentioned before, following the restitution workshop, a technical group of EU gender focal persons will prepare a draft EU local strategy for gender in the OPT based on the findings and recommendations of this study.

**ANNEX 1**

**LIST OF EU DONORS INTERVIEWED**

## Annex 1 List of EU Donors Interviewed

PLEASE USE EITHER CAPITALS OR SMALL LETTERS FOR FAMILY NAMES BUT THEY SHOULD ALL BE THE SAME

No.	Country	Name	Title
1	Austria	Dr. Leo Moll	Head of the Mission
2	Austria	Mrs. Ruba Abu Roqtti	Program Manager West Bank / Gender
3	Belgium	Mr. Geert Deserranno	Deputy Consul General/Development
4	Belgium	Ms. Genia Helou-Raad	Deputy Development / Gender
5	Bulgaria	Mr. Nikolay Nikolov	Representative
6	CYPRUS	Mr. Antonis Sammoutis	Head of Representative Office
7	Czech Republic	Mr. Petr Cirkl	Development Cooperation Coordinator
8	Denmark	Mr. Rami Rabayah	Deputy/ Development, Programme Manager / Gender
9	Finland	Ms. Marianne Mäkinen	Deputy Representative
10	France	Mr. Francois Ceccaldo	Social Fund for Development
11	France	Ms. Radhia Oudjani	Humanitarian Attaché / Gender
12	Germany	Mrs. Christiane Hieronymus	Counsellor, Head of Dev. Coop.
13	Germany	Mr. Rudolf Rogg	Country Director/ Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
14	Germany	Mr. Marc Engelhardt	Director/ KFW Development Bank
15	Germany	Ms. Valentina Maggiulli	GIZ/ Local Governance and Civil Society Development Programme
16	Greece	Ms. Aspasia Mitsi	Deputy / Development
17	Hungary	Mr. Csaba Czibere	Head of the Mission
18	Ireland	Ms. Fionnuala	Deputy / Development Gender

No.	Country	Name	Title
		Callanan	
19	Italy	Ms. Carla Pagano	Gender Advisor / The Italian Development Cooperation
20	Netherlands	Mr. Sjoerd Sjoerdsma	Second Secretary (Human Rights and Humanitarian Affairs) / Gender,
21	Poland	Mrs. Basia Urban-Nino	Development Aid Expert / HoC
22	Portugal	Dr. Jorge Lobo de Mesquita	Representative
23	Spain	Ms. Ana Urrutia	Governance / Gender based Violence Expert
24	Sweden	Mr. Peter Lundberg	Deputy /Country Director
25	Sweden	Mrs. Fadya Salfiti	National Program Officer /Development / Gender
26	United Kingdom	Mr. Michael Sansour	Department for International Development, DFID/ Program Officer/ Gender
27	EUREP	Mr. AbdelKarim Yakobi	on behalf of the Head of Section for Infrastructure, environment, agriculture, UNWRA
28	EUREP	Ms. Elisabeth Rousset	Counsellor, EU Commission Technical Assistance Office
29	EUREP	Mr. José Luis Vinuesa-Santamaría	Head of Section, Economic and Financial Cooperation, Institutional Reform
30	EUREP	Ms. Shereen Abu-Eid	Task Manager
31	EUREP	Mr. Josep Desquens	Project Manager
32	EUREP	Ms. Meriem El Harouchi	Project Manager, Direct Finance Support
33	EUREP	Mr. Peter Skott	Member State expert/ Advisor supporting the coordination of EU Offices
34	ECHO	Ms. Lina Rabadi	Focal Point for Gender Issues
35	ECHO	Mr. Mamar Merzouk	Head of Office

<b>No.</b>	<b>Country</b>	<b>Name</b>	<b>Title</b>
36	ECHO	Ms. Ureib Amad	Programme Assistant
37	EUPOL COPPS	Ms. Diana Halley	Human Rights Expert / Gender
38	EUPOL COPPS	Mr. Mike Albers	Head of Programme Section
39	EU BAM	Col. Alain Faugeras	Head of Mission

### **Non EU Donors Interviewed**

<b>No.</b>	<b>Country</b>	<b>Name</b>	<b>Title</b>
1.	Norway	Ms. Muntaha Aqel	Program Advisor
2.	Norway	Ms. Signe Marie Breivik	Program Adviser
3.	UN Women	Ms. Camille Wauters	Gender Mainstreaming Officer

**ANNEX 2**

**ATTENDANCE LIST OF RESTITUTION WORKSHOP OF FEB 14, 2012**

**Annex 2 Attendance list of restitution workshop of Feb 14, 2012**

<b>No.</b>	<b>Country/ Organisation</b>	<b>Name</b>	<b>Title</b>
1	Austria	Dr. Leo Moll	Head of the Mission
2	Denmark	Mr. Rami Rabayah	Deputy/ Development, Programme Manager / Gender
3	France	Ms. Radhia Oudjani	Humanitarian Attaché / Gender
4	Italy	Ms. Carla Pagano	Gender Advisor / The Office of the Italian Development Cooperation
5	Italy	Ms Anna Rita Ronzoni	GBV expert / The Office of the Italian Development Cooperation
6	LACS	Mr. Gerhard Pulfer	Coordinator of Governance strategy group
7	LACS	Ms. Astrid Haaland	Acting Head of Office, Local Aid Coordination Secretariat
8	Spain	Ms. Ana Urrutia	Governance / Gender based Violence Expert /
9	Sweden	Mrs. Fadya Salfiti	National Program Officer /Development / Gender
10	Sweden		SIDA Gender expert from Stockholm
11	EUREP	Ms. Olga Baus Gibert	Head of Section: Social sectors, Civil Society
12	EUREP	Ms. Marina Juan Oliva	Task manager for Non State Actors & Gender focal person
13	ECHO	Ms. Ureib Amad	Programme Assistant
14	ECHO	Ms. Lina Rabadi	Focal Person for Gender Issues

**ANNEX 3**

**THE EU GENDER ACTION PLAN (THE GAP)**

### Annex 3 The EU Gender Action Plan (the GAP)

Specific Objectives	Actions	Indicators	Time Table					
<b>1. Strengthen the lead role of the EU in promoting GEWE in development</b>	Ensure high-level political commitment	Ensure high-level political commitment	■	■	■	■	■	■
		In 2011 at least 80% of the commitments on GEWE in development of Member States and the Commission are available at: <a href="http://www.wikigender.org">www.wikigender.org</a> .	■	■	□	□	□	□
	Enhance communication and visibility on the European commitments on gender equality and women's rights in development.	The Annual Report on the EU's Development and External Assistance informs on gender equality in development and its data are gender disaggregated where relevant.	■	■	■	■	■	■
	Define EU lead donors at partner country-level on gender equality for a given period.	1 Member State is appointed as gender lead donor in each partner country for the period 2010-2015 and 3 Member States are associated to joint work on gender (functions of the lead donor to be determined on a case by-case basis).	■	■	■	■	■	■
	Strengthen cooperation on the promotion of gender equality with partner regional organisations and relevant international organisations.	In 2011, a medium term strategy of cooperation with the African Union on gender equality and women's empowerment is established.	■	■	□	□	□	□
		During 2010 and 2011, cooperation is strengthened and concrete synergies are made with policies and programmes of other regions and key partners such as the United Nations (future UN Gender Entity, etc.).	■	■	□	□	□	□
<b>2. Build in-house capacity on gender equality issues in</b>	Include gender in the core-curriculum of EU development staff at HQ and partner country-level.	By 2013 gender training is part of the pre-posting training for EEAS staff. Gender training is part of the training catalogue.	■	■	■	■*	□	□

Specific Objectives	Actions	Indicators	Time Table					
	Make training programmes for EU- staff in development gender sensitive.	In 2013 gender perspectives are mainstreamed in the existing methodological training (PCM, new aid modalities, etc.) programmes for EU staff.				*		
	Make gender expertise one of the core competences of EU HOMs.	By 2015, all EU HOMs receive gender equality training. (Gender equality is placed on the agenda of the annual EU HOMs meeting in Brussels).						*
	Develop an online Toolkit with core know-how on gender equality and development;  Develop a gender training within Train4DEV;	In 2012 a core set of online gender training is available for EU development staff.  In 2012 specific gender equality trainings are available on Train4DEV.  In 2015, gender has been mainstreamed in all trainings			*			*
	Continue building the capacity of the Gender Focal persons in the EU Delegations.	By 2011 GFP receive gender training. Exchange of information amongst them is ensured through the GFP Network.		*				
<b>3. Place gender equality issues systematically on the agenda of dialogue with partner countries</b>	Update EU HOMs on relevant gender issues.	By 2011, a guidance note is sent once a year to EU HOMs that informs on all relevant gender issues and challenges.		*				
	Encourage the establishment of a Gender Coordination mechanism/group (GCS) at partner country-level (open to all donors and stakeholders) to enhance gender equality in the aid effectiveness agenda.	By 2012 EU participates in all existing GCS in developing countries.			*			
	Ensure that annual country reviews include an assessment of gender equality and that Country Strategy Papers and National Indicative Programmes are gender mainstreamed.	By 2013 at least 80% of all annual reviews include a gender analysis.  Next generation CSPs and NIPs have a gender country profile and gender is mainstreamed. At least 50% identify gender equality -related specific actions.				*		
<b>5. Ensure that gender is mainstreamed in EU funded projects and</b>	Instruct EU donors in country to examine the gender responsiveness of the existing general budget support	In 2010 there is an overview of gender responsive indicators used by EU in general budget support programmes.	*					

Specific Objectives	Actions	Indicators	Time Table					
		By 2012 Guidelines on gender-equality indicators and gender-disaggregated indicators are developed and sent to all Delegations.			*			
		In 2014-15, at least 80% of Financing proposals for sector support programmes include gender-sensitive indicators.						
	Include gender issues in the permanent dialogue on sector and macro-economic policies.	By 2015 all EU guidelines for Policy dialogue and sector/macro review include gender specific questions.						*
		By 2011 gender issues feature on the agenda of sector/macro policy dialogue where relevant; elsewhere, they are discussed at regular EU meetings.						
	Continue to make sure that the analysis and integration of gender in development programmes is one of the requirements for projects design and implementation.	By 2011 all development projects are screened against their gender sensitiveness (quality insurance mechanisms).		*				
		By 2011 the Result Monitoring Reports provide information on the gender sensitiveness of implementation and make recommendations to improve gender performance.		*				
	Continue to ensure that gender is mainstreamed in EC/EU development cooperation supported interventions.	By 2012 at least 75% of all new proposals score G-2 (gender as a principle objective), or G-1 (gender as a significant objective).			*			
<b>6. Prioritise in-country Non-State Actors' (NSAs) participation and capacity building and advocacy on GEWE</b>	Assess gender mainstreaming in EC development interventions.	By 2013 Gender is on the agenda in at least one annual dialogue (gender policy forum) with civil society in each country.					*	
		By 2013, an annual report on gender dialogue is included in joint annual reports on development cooperation.						
	Promote capacity building of NSAs on gender issues.	By 2011 the templates for the Calls for Proposals of all thematic programmes are reviewed with a view to making them more gender-sensitive.		*				

Specific Objectives	Actions	Indicators	Time Table						
<b>7. Improve the EU monitoring, accountability and transparency on allocation of funds for GEWE</b>	Apply systematically the Gender Equality Policy Marker of the OECD (G-marker).	By 2015, the G-marker is applied for at least 80% of all EU projects and annually reported to OECD-DAC.							*
	Track and disseminate the proportion of aid which is invested in GEWE at both sector and global levels.	By 2012 information on EC expenditure on gender equality is provided in the Annual Report on the EU's Development and External Assistance.			*				
	Assess gender mainstreaming in EC development interventions.	By 2013, an evaluation is undertaken on EC gender mainstreaming in development cooperation.				*			
<b>8. Strengthen EU support to partner countries in their efforts to achieve NIDG 3 and NIDG 5</b>	The EU is committed to influence positively the outcome of the UN High Level Meetings on MDGs and Summits on Aid Effectiveness with regard to gender equality and women's empowerment.	The EU positions on MDGs and Aid Effectiveness have a strong focus on GEWE.							
		Continue partnering with the UN on advancing gender equality in the MDGs and aid effectiveness agenda.							
	Include gender equality issues in the dialogue and interventions on Education, Health, Vocational training and Employment.	The EU supported interventions on Education, Health, vocational Training and Employment include gender sensitive indicators.							
	Increased support to women's economic empowerment	Under the Thematic Programme Investing in People, budget allocations for gender are increased by €10 million for 2011-2013 (to be confirmed as part of the Investing in People MTR).							
		In 2011 a call for proposals focusing on supporting women's economic empowerment activities is launched under the Thematic Programme Investing in People (to be confirmed as part of the Investing in People MTR).		*					
		By 2012 Gender-specific indicators are used to ensure that the gender dimension is taken into account in the EU approach and interventions in Private Sector Development (at macro, meso and micro levels).			*				

Specific Objectives	Actions	Indicators	Time Table					
	Increase expertise in addressing maternal mortality and universal access to reproductive health.	By 2012 guidelines are adopted and used at country level for policy dialogue on maternal mortality and universal access to reproductive health as part of the planned overall guidelines for policy dialogue on national health strategies. (In accordance to the 2010 Commission Staff Working Document and Communication on Global Health.)			*			
<b>9. Strengthen EU support to partner countries in combating gender-based violence and all forms of discriminations against women and girls</b>	Offer an ad hoc online course for EU HOMs and Delegations' staff on how to implement the EU guidelines on Violence Against Women, and Girls and Combating all Forms of Discrimination against them, from the perspective of external assistance.	By 2011 at least 50% of the EU Delegations introduce specific measures on the role of external assistance and development co-operation in their local strategies for the implementation of the EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them.		*				
		By 2015 80% of the EU Delegations introduce specific measures on the role of external assistance and development co-operation in their local strategies for the implementation of the EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them.						*
	Increase EU support for NSAs on the implementation of the EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them.	The thematic programmes and instruments (European Instrument for Democracy and Human Rights, Investing in People etc) will support NSAs to implement the EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them.						
	Systematically involve women's rights networks and organisations in consultations on the launch of local call for proposals in the area of human rights.							

Specific Objectives	Actions	Indicators	Time Table					
<b>10. Support partner countries in fully implementing UNSCR 1325 and 1820, 1888 and 1889</b>	Operationalise the EU comprehensive approach on implementing UNSCR 1325 and 1820 on Women, Peace and Security from the perspective of development cooperation and other external assistance.	By 2013 at least 60% of EU Delegations in fragile, conflict or post-conflict countries develop a strategy to implement the EU Comprehensive approach from the perspective of the sectors they are involved in and development co-operation.				*		
	Support capacity building on the implementation of UNSCR 1325 and 1820, as well as 1888 and 1889 in fragile, conflict or post-conflict countries.	EU support for capacity building on SCR 1325 and 1820 in fragile states increases annually.						

**ANNEX 4**

**DIVISION OF SECTORS BETWEEN EU DONORS ACCORDING TO THEIR  
LOCAL STRATEGY FOR THE OPT**

**Annex 4 Division of sectors between EU donors according to their local strategy for the OPT**

<b>Sector</b>	<b>Lead EU donor</b>	<b>Other EU donors (focal sector)</b>	<b>Other EU donors (non-focal sector)</b>
<b>Security</b>	United Kingdom	COM, DK, DE, FI, IT, NL, SE	AT, BE, BU, CZ, EE, EL, ES, HU, LU, MT, RO
<b>Justice</b>	Netherlands	COM	DE, FR, IT, SE
<b>Public Financial Management</b>	Commission	UK	FR
<b>Education</b>	France	BE, DE, FI, IE, IT	ES, SE
<b>Health</b>	Italy	AT	ES, FR, SE
<b>Private Sector Development</b>	Commission	DE, FR, IT, UK	NL, SE
<b>Agriculture</b>	Spain	IT, NL	DK, FR
<b>Water and Waste Water</b>	Germany	COM, AT, FI, FR, SE	ES, IT
<b>Electricity</b>	Commission	ES, FR, IT, SE	BE, DE
<b>Municipal Development</b>	Denmark	tbc	tbc

**ANNEX 5**

**EU DONORS PARTICIPATION TO THE LACS STRUCTURE**

## Annex 5 EU Donors Participation to the LACS Structure

### A. The Strategy Groups (ESG)

Strategy Group	Co-Chair	EU Members
<b>Economic Strategy Group (ESG)</b>	The World Bank	(EUREP), France, Germany, the Netherlands, Spain, United Kingdom (UK),
<b>Governance Strategy Group (GSG)</b>	The Office of the European Union Representative (EUREP)	Germany, Italy, the Netherlands, United Kingdom (UK),
<b>Infrastructure Strategy Group (ISG)</b>	The United States Agency for International Development (USAID)	Office of the European Union Representative (EUREP), Germany, France, Italy, Spain, Sweden
<b>Social Development Strategy Group (SDSG)</b>	The United Nations Special Coordinator for the Middle East Peace Process (UNSCO)	Office of the European Union Representative (EUREP), France, Italy, Sweden

### B. The Sector Working Groups (SWG)

Sector Working Group	Co-Chair	EU members
<b>Agriculture</b>	<b>Spain</b>	Denmark, Office of the European Union Representative (EUREP), Italy, Netherlands
<b>Security</b>	<b>United Kingdom</b>	Denmark, Office of the European Union Representative (EUREP), Germany, Netherlands, Sweden
<b>Justice</b>	<b>Netherlands</b>	Office of the European Union Representative (EUREP),

		France, Germany, Italy, Sweden, United Kingdom (UK)
<b>Elections</b>	<b>The European Union Representative (EUREP)</b>	Austria, Denmark, France, Germany, Ireland, Italy, Netherlands, Spain, Sweden, UK
<b>Public Administration and Civil Services</b>	<b>United Kingdom</b>	Office of the European Union Representative (EUREP), Germany, Italy, Sweden
<b>Water and Sanitation</b>	<b>Germany</b>	Austria, Office of the European Union Representative (EUREP), Finland, France, Sweden
<b>Municipal Development and Local Governance</b>	<b>Denmark</b>	Belgium, Office of the European Union Representative (EUREP), France, Germany, Italy, Sweden
<b>Environment</b>	<b>Sweden</b>	Italy, Office of the European Union Representative (EUREP), Spain
<b>Education</b>	<b>France</b>	Belgium, Office of the European Union Representative (EUREP), Finland, Germany, Ireland, Italy, Portugal
<b>Social Protection</b>	<b>Office of the European Union Representative (EUREP)</b>	France, Italy, Spain

**ANNEX 7**

**ASSESSMENT GRID BY ILO FOR PRIORITIZING GENDER MAINSTREAMING IN A  
SPECIFIC SECTOR (FROM JOINT EC/UNWOMEN/ILO PROGRAMME "FINANCING  
FOR GENDER EQUALITY")**

**Annex 6 Assessment grid by ILO for prioritizing gender mainstreaming in a specific sector (from Joint EC/UNWomen Programme "Financing for Gender Equality")**

Existence of commitment of responsible EU staff / sector to gender mainstreaming, and awareness that this can add value to the Action's effectiveness in the medium- and long- term	Necessary
MOWA supports the action and gender mainstreaming in the sector would address clear gender equality priorities in the country (as for national gender policy/CEDAW reports etc)	Necessary
Gender equality in the sector is recognized as critical in PNP 2011 – 2013 or upcoming PNP	Necessary
Potential political support at top decision-making levels	Necessary
Possibility of smooth coordination and no risks of overlapping/contradicting existing similar initiatives undertaken by other donors/actors	Necessary
Possibly, at identification or formulation stage. If not, there should be room for revision of programme implementation arrangements.	Highly desirable
Potential support from ILO expertise and constituents at local level (existing programmes/institutional arrangements/experts)	Highly desirable
Potential support from UN Women expertise at local level	Desirable
Existence of local gender expertise in NSA / research /university	Desirable
Availability of systems to collect gender-sensitive information /statistics	Desirable
Existence of building on good practices or existing similar / past initiatives / institutional arrangements / outcomes of past capacity building actions	Desirable
Good opportunities to use upcoming legislative or policy reforms as entry points (or national commitments to implement them e.g. ILO Conventions )	Desirable