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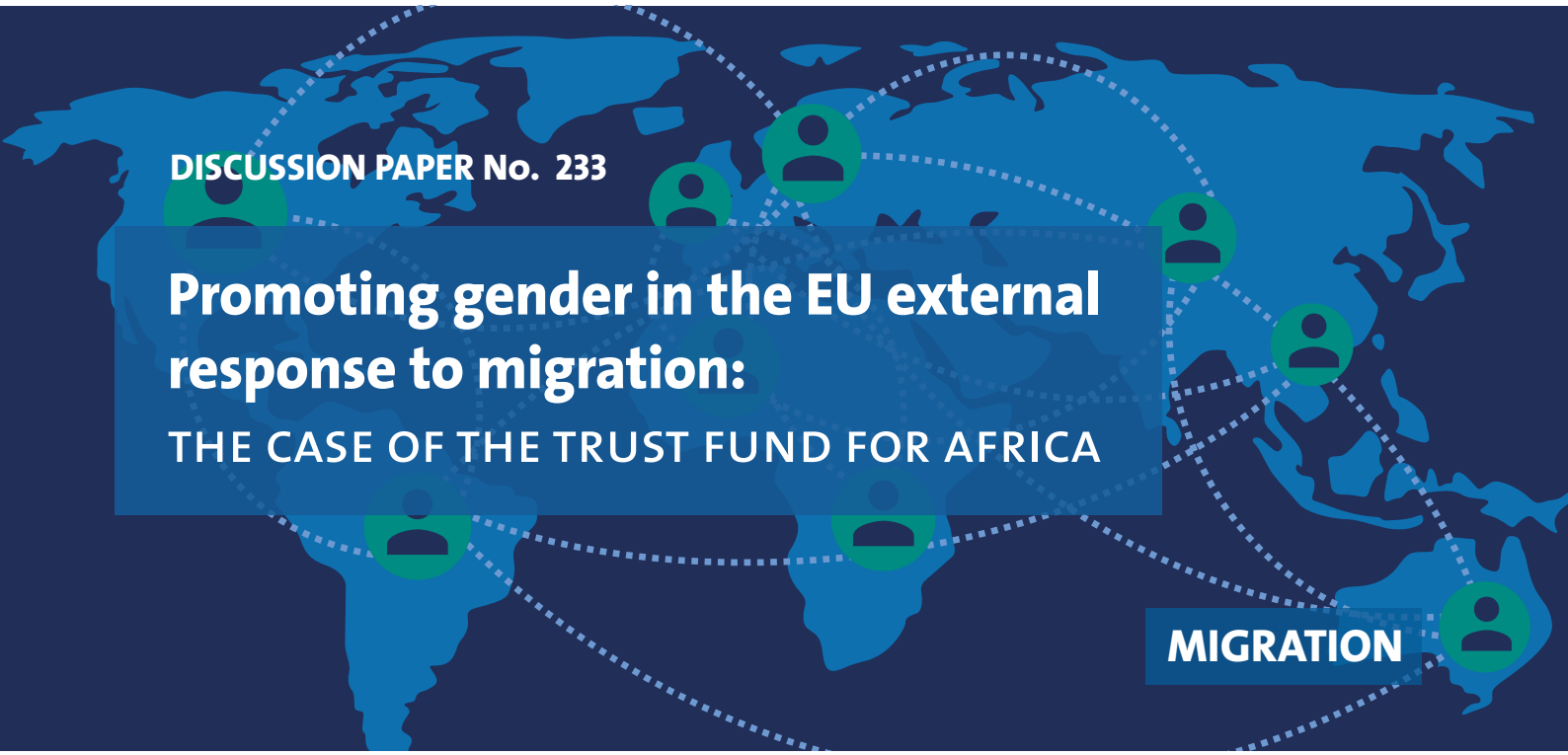

DISCUSSION PAPER No. 233

Promoting gender in the EU external response to migration:

THE CASE OF THE TRUST FUND FOR AFRICA

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Summary

The EU has stepped up its approach to gender in external action with the adoption of the second EU Gender Action Plan (GAP II) for 2016-2020. This research investigates how gender has been incorporated in the EU's response to migration through development cooperation. In particular, we look at how this has been done through the EU Emergency Trust Fund (EUTF) for Africa, one of the main financial instruments for the EU's engagement with African partners in the field of migration and displacement.

How are gender equality and women's empowerment integrated into the EUTF for Africa? What are the challenges and what progress has been made in implementing the GAP II in the EUTF?

Addressing gender inequalities to curb irregular migration flows and prevent violence and abuse is enshrined in the principle of intervention of the EU Trust Fund. However, our findings show that a number of challenges prevent a comprehensive approach to gender issues in these projects. We also highlight progress, best practices and lessons learned in the formulation, decision-making and implementation processes of EU Trust Fund projects.

Our analysis is based on quantitative and qualitative data, and is further underpinned by interviews with a selection of actors involved in the EUTF at the EU headquarters, in EU delegations, and among implementing partners.

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Acronyms

AFD	Agence Française de Développement
CSO	Civil Society Organisation
DFID	Department for International Development United Kingdom
DG DEVCO	Directorate-General for International Cooperation and Development
DG NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations
EC	European Commission
ECDPM	European Centre for Development Policy Management
EEAS	European External Action Service
Enabel	Belgian Development Agency
EU	European Union
EUD	European Union Delegation
EUTF	European Union Trust Fund
GAD	Gender and Development
GAP	Gender Action Plan
GAP I	First European Union Gender Action Plan: 2010-2015
GAP II	Second European Union Gender Action Plan: 2016-2020
GEWE	Gender Equality and Women's Empowerment
GFPs	Gender Focal Persons (GFPs)
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
HoA	Horn of Africa
HOD	Heads of Delegation
HQ	Headquarters
IP	Implementing partner
IMF	International Monetary Fund
ITCILO	International Training Centre of the International Labour Organisation
LuxDev	Luxembourg Development Cooperation Agency
MS	Member state
NoA	North Africa
OECD	Organisation for Economic Co-operation and Development
PN	Practitioner's Network
QSG	Quality Support Group
RDPP	Regional Development and Protection Programme
SAH	Sahel and Lake Chad
SDGs	Sustainable Development Goals
SIDA	Swedish International Development Cooperation Agency
SNV	Stichting Nederlandse Vrijwilligers (Dutch volunteers foundation)
UN	United Nations
WID	Women in Development

Executive Summary

This report provides an analysis of how the Gender Action Plan II commitments to gender equality and women's empowerment have been integrated into EU immediate external response to irregular migration through its development cooperation, taking the EU Trust Fund for Africa as a case study. Considering that the GAP II applies to all of the EU's external funding instruments, the EU Trust Fund for Africa (EUTF) provides for an interesting test case on how new political priorities given to migration and to gender equality and women's empowerment are translated into EU development policy.

Methods of analysis include an extensive qualitative and quantitative analysis of how gender equality is incorporated in 129 EUTF Action Fiches. The document analysis is further underpinned by interviews with a selection of actors involved in the EUTF at EU headquarters, in EU delegations, and implementing partners.

Findings suggest that an institutional culture shift is taking place. Reflections are being followed through at various levels resulting in greater awareness of gender issues among EU staff. However, an important emphasis needs to be on staff gaining a better understanding and capacity to operationalise a deeper shift in the institutional culture. While we found great willingness to mainstream gender in projects, activities and across the institution among the EU staff interviewed, the lack of capacity, expertise, time and specifically allocated resources to address gender dynamics were identified as limitations on the implementation of GAP II.

As part of the research we aimed to find out how EUTF projects frame gender aspects of migration. We found that the gendered vulnerability of migrants plays an important role in defining the focus of EUTF projects on women or men. Moreover, only a handful of EUTF projects studied clearly addressed gender inequalities by involving both genders and challenging existing gender power relations. By disregarding potential contribution of men to responsibilities traditionally associated with women, some projects seem to allow gender stereotypes and inequalities to prevail without engaging or discussing them further. EU staff interviewed partly attribute this to the nature of the EUTF, which, as a short to mid-term emergency response instrument, is not rooted nor long term enough to delve into gender power dynamics. While the majority of project descriptions mention women and youth as vulnerable groups, we also found that EUTF projects sometimes frame gender engagement as a means to achieve migration-related objectives. While this approach may be an effective way of reaching EUTF goals, it also risks targeting female human capital in order to achieve migration-reduction objectives through their economic empowerment and development, rather than empowering women's economic power per se. While such approaches may perhaps help to deliver the GAP II objectives, it should be ensured that gendered approaches are integrated in all contexts and not only in those where migration management objectives can be served.

EUTF programme managers were found to hold a key role in the quality of the gender strategy as they are responsible for incorporating the approach in the 'framing' of EUTF projects. Results also highlighted the important role of the GFPs in creating awareness, advising their colleagues, and coordinating all efforts and actions to implement GAP II objectives in the activities of the EUD and of senior managers in providing leadership and prioritising gender issues in the activities of EUDs. Findings also highlighted that there is a clear need for programme managers to find a balance between swiftness in response associated with the fast-paced nature of the EUTF as an emergency tool and the quality of the gender approach. To assist EUD staff in this intricate process, DEVCO's Gender Unit needs to put more effort into informing staff about the availability of existing materials, databases and training courses, and provide additional guidance on the operationalisation of gender objectives.

The study also revealed the strong reliance on the implementing partners' internal strategies, monitoring systems and procedures to implement GAP II objectives in the EUTF. Although gender expertise is not a key criterion when IPs are selected for projects. Combined with irregular communication on GAP II priorities between the EU and the IPs and a lack of guidance (which EU staff themselves may not be able to provide), it appears that gender issues do not seem to be given optimum priority in a systematic way throughout the EUTF implementation process - beyond the mandatory production of gender disaggregated data.

Building on the research findings, the following suggestions and lessons from existing promising initiatives provide food for thought and some ideas on how to promote gender mainstreaming and respond to challenges:

Institutional set up

- Testing new set-ups for gender mainstreaming within EUDs such as setting up internal Quality Support Groups and internal Gender Task Force.
- Placing the Gender Focal Person at a higher strategic level.
- Contracting an external consultant to produce an internal evaluation of EUD practices and shortcomings in addressing gender and women's empowerment objectives
- Undertaking a country level gender analysis
- Utilising qualitative data in GAP II reporting procedures and establishing a system of collecting best practices for advancing gender equality.
- Establishing a system of incentives
- Valuing gender knowledge in recruitment procedures.
- Sensitising Heads of Programme and encouraging senior and management staff to attend gender trainings.
- Extending trainings to all (or as many as possible) EUDs and mainstreaming gender equality and women's empowerment objectives in sectoral trainings.

Dialogue, Exchange and Coordination

- Creating Gender Focal Persons networks per region to foster exchange of knowledge and practices on gender equality and women's empowerment.
- Organising thematic meetings on gender equality and women's empowerment with all EU implementing partners.
- Including gender and women's empowerment objectives in political and policy dialogues with partner countries.

1. Introduction

With the adoption of the Sustainable Development Goals (SDGs), including SDG 5 "to achieve gender equality and empower all women and girls", the EU has high expectations in the area of working towards gender equality objectives. Neven Mimica, the EU's Commissioner for international cooperation and development, has put gender equality and women's empowerment at the top of the EU development cooperation agenda: *"It's my firm intention to raise the profile of gender equality and empowerment of women in the EU's development work"*, he said early on in his mandate.[1] Making progress on gender equality and women's empowerment seemed essential given the rather critical 2015 Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries, which also reviewed progress made under the previous EU Plan of Action on Gender Equality and Women's Empowerment in EU's external relations.[2] Building on lessons learned from previous efforts, the European Commission committed to making the 2016-2020 Gender Action Plan (GAP II) "*more comprehensive and much more results-oriented*".

Adopted a month after the second Gender Action Plan, the EU Emergency Trust Fund for Africa (EUTF) was established in November 2015 in response to the recent increase in irregular migration flows in Africa, and into the EU. This EU external development tool aims to address the root causes of irregular migration and displacement, as well as to promote stability and economic opportunities in regions experiencing high migration flows: the Horn of Africa (HoA), the Sahel and Lake Chad (SAH), and North Africa (NoA). As a new instrument, illustrating the new political priority given to migration, and with gender dimensions playing a role in migration dynamics, the implementation of the EU Trust Fund provides a good test of how the EU puts its ambitions on gender into practice.

This discussion paper investigates how gender and women's empowerment objectives are being addressed and integrated in the programmes funded through the EUTF, currently the main financial instrument for the political engagement with African partners in the field of migration and displacement. The study investigates the Gender Action Plan II as this provides the frame of reference for the EU's actions on gender in its external programmes. The research questions this analysis examined are:

1. How have gender equality and women's empowerment objectives been integrated into the EUTF for Africa?
2. What are the challenges and what progress has been made in implementing the GAP II in the EUTF?

Drawing EUTF project documents and interviews, this study aims to feed ongoing reflection and constructively contribute to furthering gender equality in EU development programming. It highlights progress achieved, some best practices and lessons learned, as well as challenges encountered by the various actors involved in the formulation, decision-making and implementation processes of EU Trust Fund projects.

[1] Vos de (2015).

[2] EC (2015a). The evaluation concluded that there were many structural, organisational and psychological obstacles to gender mainstreaming in EU development cooperation and underlined the "missing links between gender analysis, strategic objectives, programming and reviews".

While the analysis on gender in this paper focuses on both women and men, a stronger focus has been placed on women's empowerment. This is to reflect the objectives of the GAP II, which predominantly revolve around women-related targets, thereby recognising that women and girls are particularly vulnerable to gender inequality. Additionally, the Strategic Orientation document of the EU Trust Fund for Africa also recognises that "*throughout the migration cycle, women are more at risk of physical violence by fellow migrants, smugglers, and state officers*".[3] Therefore, while this paper also examines whether and if, how both genders are addressed in silos, it pays particular attention to women.

The paper is organised as follows. Section 2 elaborates on the methodology of this research. This is followed by a brief review of EU policy frameworks and approaches to mainstreaming gender in EU development cooperation prior to the GAP II in section 3. Section 4 looks in more detail at the current EU Gender Action Plan for the period 2016-2020. While section 5 briefly examines the EU Trust Fund for addressing irregular migration and displacement in Africa and how gender aspects can be included in the programming process. The results of our analysis based on the desk research and interviews are presented in section 6. This includes the practices of actors involved in the programming of EUTF projects. The final section provides a conclusion and suggestions for possible improvements arising from the research.

2. Methodology

The analysis in this paper is based on desk research of secondary sources, together with interviews with a selection of EU officials based at the EU headquarters in Brussels and in the EU Delegations, as well as EUTF implementing partners.

In order to answer the question of how gender equality and women's empowerment objectives are integrated into the EUTF for Africa projects on paper, we carried out an analysis of EUTF Action Fiches. The analysis included projects adopted before 12 March 2018 for which documentation was publicly available. Despite the fact that 144 projects had been adopted by 12 March 2018, project descriptions on the website of the EU Trust Fund for Africa[4] were only available for 129 of them (36 in Horn of Africa, 77 in Sahel and Lake Chad, 13 in North Africa and 3 cross windows[5] projects). Annex 1 provides an overview over these projects.

We analysed gender aspects as noted in EUTF projects quantitatively (occurrences) and qualitatively (how references frame roles attributed to men and women) to assess whether stated efforts towards achieving gender equality are in line with the GAP. For this, we scanned each EUTF Action Fiche for references linked to women and men.[6] Following this, a search of gender related words was conducted in project titles, general and specific objectives, and the expected results/main activities of each EUTF Action Fiche.[7] Search terms included women, female, girls, gender, empowerment, women's rights, equality, men, boys.[8] One possible limitation of this approach is that the selection of search words may not be complete. Some unidentified keywords could therefore have been omitted from the analysis. The analysis through word

[3] EC (2016a) p.3.
[4] See EU Emergency Trust Fund for Africa.
[5] The EUTF is structured around three geographical regions referred to as EUTF windows: the Horn of Africa, the Sahel and Lake Chad, and the North Africa windows. Additionally, some projects are cross-regional and are therefore referred to as cross windows projects.
[6] The search was conducted in both French and English as some EUTF projects are in French. Search terms included: women, girls, men, boys; and in French: *femme, fille, homme, garçon*.
[7] See the Methodology section for more details.
[8] Terms search in French were: *femmes, filles, genre, autonomisation, droits des femmes, égalité, homme, garçon*. Words such as *droits de l'homme* were omitted from the analysis as they refer to both genders.

search in Action Fiches is also limited in terms of its depth, as this provides only a snapshot of the overall design of the project, which may evolve over the course of its implementation. Little reference to gender does not necessarily mean that gender is not well integrated in other documents concerning the project (such as in logical frameworks) nor does it provide insights of the implementation phase. Additionally, the word search was conducted using the document search option, which means that a certain margin of error may be expected.[9] Actions Fiches were also analysed over a period of several weeks, which means that it cannot be guaranteed that Action Fiches already analysed had not been modified by the 12th March. Despite these limitations, we believe that the analysis of the Project Action Fiches provided some useful insight into the gender approach in EU programming.

We complemented the document analysis with 11 interviews in total (see box 1 for an overview of the actors interviewed). We interviewed Gender Focal Persons (GFPs) and programme staff working for the European Commission Directorate-General for International Cooperation and Development (DG DEVCO), and European Union Delegations (EUDs) in charge of EUTF projects. Interviewees in the EU Delegations were originally chosen to ensure a geographical representation of the three geographical regions (windows)[10] of the EUTF. While we interviewed staff in EUDs for all three EUTF windows, the Horn of Africa window was over-represented owing to the availability of the EU officials contacted. We interviewed EUDs from countries with different religions and various EUTF project objectives (migration management, economic programmes and resilience).[11] Finally, interviews were also conducted with EUTF implementing partners (IPs) in charge of the implementation of projects, in coordination with the respective EUD(s). In view of the EU's reliance on external partners, interviews with these key actors was necessary to shed light on the implementation of gender objectives in EUTF projects. No interview with the Directorate-General for Neighbourhood and Enlargement Negotiations (DG-NEAR) could be secured (which is responsible for the EUTF North Africa region). The preliminary findings of this study were presented and discussed during a meeting in June 2018 of the Practitioner's Network (PN) focusing on gender in the EU Trust Fund.

Box 1: Overview of actors interviewed

Number of interviews	Stakeholders	EUTF regional windows
3	Implementing partners	2 Horn of Africa, 1 Sahel and Lake Chad
5	EU Delegations	1 North Africa, 3 Horn of Africa, 1 Sahel and Lake Chad
3	DG DEVCO	1 Horn of Africa, 1 Sahel and Lake Chad, 1 Gender Unit

[9] This word search was not conducted with qualitative data analysis software but with the document search option (Ctrl+F) in Windows Word. While the results produced by such a method may be slightly less accurate than with dedicated software, this analysis still sheds sufficient light on important trends and patterns in EC development practices for it to be included in this Discussion Paper.

[10] Somalia, Ethiopia (counted twice as two interviews took place), Tunisia, and Senegal.

[11] Although none of the project managers interviewed managed a project with a sole focus specifically on improving governance.

3. The EU approach to gender mainstreaming

Beyond gender equality being a fundamental human right, improving gender equality contributes to fair and more prosperous societies and is correlated with an array of positive societal impacts, such as greater economic growth, higher income per capita, and more sustainable and stable societies.[12] Gender equality is recognised as a fundamental value and principle of the EU and is enshrined in the EU's treaties and legislation, including that of member states.[13] This section provides an overview of the EU's efforts to date in strengthening gender equality in its cooperation with third countries and explores how the EU approach to gender has evolved over time. Box 2 provides definitions of a number of the concepts on which EU policy is built.

Box 2: Key definitions related to gender equality and women's empowerment

The following definitions have been drawn from the 1998 European Commission book called "100 words for equality - A glossary of terms on equality between women and men".[14] This tool explains in eleven languages the technical terms used in the field of gender equality. It is a first attempt by the EC to foster a common understanding of these concepts at the European level among actors in the field and across institutions.

Empowerment: "The process of gaining access and developing one's capacities with a view to participating actively in shaping one's own life and that of one's community in economic, social and political terms."

Gender dimension: "The aspect of any issue which relates to gender/the differences in the lives of women and men."

Gender equality: "The concept that all human beings are free to develop their personal abilities and make choices without the limitations set by strict gender roles; that the different behaviour, aspirations and needs of women and men are considered, valued and favoured equally."

Gender mainstreaming: "The systematic integration of the respective situations, priorities and needs of women and men in all policies and with a view to promoting equality between women and men and mobilising all general policies and measures specifically for the purpose of achieving equality by actively and openly taking into account, at the planning stage, their effects on the respective situations of women and men in implementing, monitoring and evaluation."

Gender perspective: "The consideration and attention given to the [gender-based] differences in any given policy area/activity."

Gender relations: (Sometimes also referred to as gender power relations), gender relations is "the relation and unequal power distribution between women and men which characterise any specific gender system."

Gender sensitivity: "Addressing and taking into account the gender dimension."

[12] Dollar and Gatti (1999); Hudson et all (2014); IMF (2015); McKinsey Global Institute (2015); Kim et all. (2016).
[13] Equality between women and men is enshrined in Articles 21 and 23 of the Charter of Fundamental Rights of the European Union.
[14] EC (1998).

3.1. The EU's evolving approach to Women and Gender Issues

After a decade of global United Nations (UN) discussions on equal rights and opportunities for women (from 1975-1985),[15] UN member states, including European states, adopted the Women in Development (WID) approach in 1985 in Nairobi during the Third World Conference on Women. At the time, the WID put forward an innovative approach aimed at tackling the exclusion of women from development processes. This approach envisaged addressing inequalities affecting women by specifically targeting women in development cooperation projects. However, feminist scholars criticised the type of approach advocated by the WID, qualifying the sole focus on women rather than on gender as inefficient in changing unequal gender relations in society.[16]

The EU played an important role in advancing the gender equality topic. At the 1995 Beijing Fourth World Conference on Women, the international community officially replaced the WID approach with the Gender and Development (GAD) paradigm. The GAD approach embraced gender mainstreaming and considered that gender equality required a careful analysis of the relationship between women and men, as well as the dedicated involvement of men in the process of empowering women. The strong position of the EU[17] reportedly contributed to the successful inclusion of the gender mainstreaming strategy in the 1995 Beijing Platform for Action.[18] In accordance with the commitments made in Beijing, the EU has progressively committed itself to gender equality and gender mainstreaming in EU development cooperation policy and practice.[19] The EU used this momentum to adopt a wide range of high-level policy documents recognising gender as a multi-sectoral issue that needs to be integrated in all areas of development. Since then, gender has been incorporated in key EU development cooperation documents.[20]

This commitment to gender equality is also reflected in the EU's policy documents guiding international cooperation today. The 2011 Agenda for Change[21] and the 2017 European Consensus on Development[22] commit the EU to mainstreaming gender equality in EU development cooperation and recognise gender equality and women's empowerment as goals in their own right. For the EU and its member states, "*gender mainstreaming is an effective strategy aimed at achieving gender equality*".[23] Today, the EU's overall commitments on gender in development and external action have been brought together in the EU Action Plans on Gender Equality and Women's Empowerment. These are further explored in the following section.

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15 The period between 1975 and 1985 was also termed the United Nations Decade for Women. Its goal was the promotion of equal rights and opportunities for women around the world. Three major women's conferences took place during that decade, discussing issues such as pay equity, violence against women, landholding and basic human rights. The UN Decade for Women concentrated mainly on women and development and produced major documents, such as the Declaration of Mexico on the Equality of Women and Their Contribution to Development and Peace and The Nairobi Forward-Looking Strategies for the Advancement of Women. Gemelli (2014).

16 Debusscher (2011); Moser (1993); Rubin (1975); Oakley (1972).

17 EC (1995); European Council (1995); Council of the European Union (2005).

18 Kantola (2010).

19 EC (2003).

20 *Inter alia* the 1998 Regulation on the integration of gender issues in development cooperation (Council of the European Union (1998)), the 2004 Regulation "on the promotion of gender equality in development cooperation" (EP (2004)), the 2005 EU Consensus on Development (ECD) (European Union (2006)), the 2007 Communication on Gender Equality and Women's Empowerment in Development Cooperation (EC (2007)) and related Council Conclusions, 2007 (Council of the European Union (2007)).

21 Adopted in 2011, the Agenda for Change was meant to update the EU's development policy to create more impact.

22 EC (2017a). *"The European Consensus on Development is a shared vision and framework for action for development cooperation for the European Union (EU) and its member states. It is a blueprint which aligns the Union's development policy with the 2030 Agenda for Sustainable Development"*.

23 European Commission's website, International Cooperation and Development, Gender Mainstreaming.

3.2. The EU Action Plan on Gender equality and women's empowerment (GEWE)

In June 2010, the EU adopted the first EU Action Plan on Gender Equality and Women's Empowerment in Development for the period 2010-2015, most commonly referred to as the Gender Action Plan (GAP I).[24] It provided the framework document for EU action on gender in development cooperation and external action during that period.

The GAP I recognised that women represent a driving force for economic development and poverty alleviation. Without women's empowerment and gender equality, it stipulated, the international development objectives of the Millennium Development Goals, cannot be reached.[25]

The EU Commission's approach to mainstreaming gender and supporting gender equality has evolved from a twin-track strategy[26] to a three-pronged approach under the GAPI[27]:

- The first strand of this twin-track strategy involves the implementation of specific targeted measures towards the elimination of gender inequality and women's empowerment.
- The second strand concerns the mainstreaming of a gender perspective in all of the EU's external action policies which consists of promoting gender equality in all activities, policies, strategies and at all levels: *"This involves not restricting efforts to promote equality to the implementation of specific measures to help women, but mobilising all general policies and measures specifically for the purpose of achieving equality by actively and openly taking into account at the planning stage their possible effects on the respective situations of men and women (gender perspective)."* [28]
- The Gender Action Plan of 2010 (GAPI) introduced a third complementary track: Political and Policy Dialogue which consists of systematically placing gender equality on the agenda of political and development policy dialogues with partner countries.[29]

Despite efforts to implement the GAPI, it fell short of its ambitions. The 2015 Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries[30] found that "*the EU [was] not delivering the strong institutional commitment on GEWE, as set out notably in the overarching policies on development cooperation*".[31] The evaluation identified three main reasons for the lack of progress:

[24] EC (2010).
[25] Ibid.
[26] Commission of the European Communities (1996) and EC (2007).
[27] EC (2010).
[28] Commission of the European Communities (1996). p.2.
[29] EC (2010).
[30] EC (2015a). The evaluation assessed EU/EC cooperation support to sustainable impacts on Gender Equality and Women's Empowerment (GEWE) in partner countries in the period 2007–13. Also see: Council of the European union (2015b).
[31] EC (2015a). p.vi.

- **Lack of leadership, communication and institutional capacities to mainstream gender**

At the organisational level, the evaluation noted that the leadership and management of the European Commission's Services and European External Action Service (EEAS) had failed to clearly communicate GEWE priorities to staff at headquarters or in EU Delegations in third countries (EUDs). In addition, the lack of incentives provided to motivate staff across operational units to deliver on the gender policy commitments meant that this responsibility fell predominantly on the shoulders of Gender Focal Persons.[32] The evaluation further criticised the lack of institutional capacity on gender issues in the Commission, and the inadequate support provided to staff to implement the GAPI. According to the evaluators "*many staff [had] not understood the importance of mainstreaming gender in their work, both from the perspective of delivering on EU policy and obligations, as well as good development practice*".[33] Other points of criticism included inappropriate human resources to deliver on the GEWE commitments made by EC and EAAS, an underestimated budget, with no systematic reporting and monitoring system. The latter made it difficult to track the results achieved, as well as to determine how much was spent on gender mainstreaming and equality efforts.[34]

- **Limited success in introducing gender from country context analysis to programming**

The evaluation found that too little effort had been put into embedding EU programmes and interventions in the proper gender context in a given situation - even in places where the EC and EEAS recognised the importance of understanding the national context to tailor interventions. The evaluation noted that "*little attempt [had been made] to develop a robust understanding of the gender context to inform country strategy objectives, programmes, projects and dialogue. As a result ... EUDs do not have a clear picture of the windows of opportunity for GEWE in their national context to inform country strategies and their implementation".*[35] It concluded that the EC services and the EEAS were unsuccessful in systematically integrating gender analysis into annual country and regional programming and reviews.[36]

- **Inconsistent mainstreaming across sectors**

Gender aspects were found to be inconsistently mainstreamed across different thematic sectors in EC-funded programmes, projects and policy dialogues. The evaluation identified health, education, water and sanitation, and rural development as the main sectors where gender is included in policy dialogue, i.e. social sectors which are traditionally associated with gender concerns. Yet the evaluation also noted that GEWE is increasingly addressed in dialogue concerning the private sector, justice sector, governance, budgeting or sectoral budget support programmes, which may indicate a positive trend for the future.

Upon the finalisation of the Gender Action Plan 2010-2015, the EU created a new EU Gender Action Plan for the years 2016-2020 building on lessons learned and the achievements of GAP I highlighted in the evaluation.[37] The following section reviews the main elements of this new Action Plan.

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[32] Capacity4Dev (2015). GAP II set as standard appointing Gender Focal Persons in Unit/EUDs/Directorates of DG NEAR, EEAS and DEVCO to guarantee availability and use of gender expertise throughout the programming cycle. EC (2017b). According to the guidance note on the EU Gender Action Plan 2016 – 2020 *"the Gender Focal Person is responsible for advising and coordinating all efforts and actions to implement the EU Gender Action Plan 2016-2020 (GAP II) in the activities of the EU Delegation/Unit/Directorate. The Gender Focal Point supports the process of gender mainstreaming, which is a shared responsibility of the whole EU."* EC (2016c), p.46. According to the GAP II annual implementation report, in 2016 EUD or EU member states Gender Focal Persons have been nominated or appointed in 67 partner countries. EC (2017b).

[33] EC (2015a), p.48.

[34] EC (2015a).

[35] EC (2015a), p.vii.

[36] EC (2015a), p.37.

[37] The Council Conclusions on Gender in Development (2015) welcomed the report on the Evaluation of the EU Support to Gender Equality and Women's Empowerment in Partner Countries, provided some political guidance on gender and urged *"the Commission and the EEAS to implement its main recommendations, notably in the*

4. The EU Gender Action Plan (GAP II) 2016-2020

For the period 2016-2020, the new Action Plan for Gender Equality and Women's Empowerment entitled *Transforming the Lives of Girls and Women through EU External Relations for 2016-2020*[38] (commonly referred to as GAP II) and the Strategic Engagement for Gender Equality[39] forms the basis for promoting gender equality in EU external action.[40] The EU used a variety of EU external action instruments (including the Development and Cooperation Instrument, EDF, etc.) and aid modalities (i.e. budget support or assistance to civil society organisations) to finance its implementation. An additional budget of around €100 million has been allocated for concrete measures intended to promote the rights of women and girls. While the main objective of GAP II relates to continuing the goals set out in GAP I, based on the lessons learned from the evaluation, it demonstrates a significant shift in thinking and approach in the following areas:[41]

- The Action Plan is owned by both the EEAS and the Directorate General for International Cooperation and Development (DG DEVCO), sending a clear message that gender equality and women's and girls' empowerment are central to the EU's external relations and opening up the way for meaningful efforts towards gender equality in the areas of trade, foreign policy, security and migration[42]. The implementation of GAP II is mandatory and applies to all staff members of DG NEAR, EEAS, DEVCO and EU member states (MS).
- The most notable innovation in this Action Plan is the focus on thematic elements which have been identified as having great potential for the transformation of the lives of women and girls. The four strategic objectives of the GAP II are:[43] (i) Ensuring girls' and women's physical and psychological integrity, (ii) promoting the social and economic rights / empowerment of girls and women, (iii) strengthening girls' and women's voice and participation, and (iv) shifting the Commission services' and the EEAS' institutional culture to be able to more effectively deliver on EU commitments.
- Changing the institutional culture became a pivotal area, with six objectives (coherence and coordination; leadership; resources; robust gender evidence; results; and partnerships).[44] Consequently, the GAP II commits all the actors involved to a shift the institutional culture and placing gender at the core of the EU's external actions. This demonstrates a more robust and ambitious approach than in GAP I.
- It commits to systematic, high quality gender analysis for all new external actions, to contextualise and tailor approaches to the specific social, political and demographic characteristics of the partner country in which the EU is operating.

successor to the current GAP, starting with a fully-fledged management response." Council of the European Union (2015a), p.9.

38 EC (2015c).

39 EC (2015b). The Strategic engagement for gender equality for 2016-19 document sets the framework for the European Commission's work towards improving gender equality (in both the EU's external and internal actions).

40 EC (2015d). According to the European Commission (EC) the EU's advocacy in the post-2015 development agenda contributed to placing gender equality at the core of the SDGs.

41 O'Connell (2015).

42 O'Connell (2015).

43 EC (2015c).

44 EC (2015a).

- An important shift in GAP II also concerns compulsory reporting on results. It stipulates that the EEAS and Commission service will report annually on EU contributions to at least one objective per thematic priority (girls' and women's physical and psychological integrity; promotion of the economic and social rights/empowerment of girls and women; strengthening girls' and women's voice and participation) and on improvements in the institutional culture. Member states will report on their selected thematic priority or priorities, and include their own internal reporting on changes in the institutional culture.[45]

The implementation of the GAP II requires strong leadership, commitment at all levels and coordination with *"international agencies, partner governments, and with women's and girls' human rights organisations".*[46] The following sections will explore how the EU Trust Fund for Africa reflects the EU approach to gender equality and women's empowerment, as described above.

5. The EU Trust Fund for addressing irregular migration and displacement in Africa

Simultaneous to the adoption of the GAP II, the EU was confronted with rising numbers of irregular migrants and asylum seekers. In response, it set up a new funding mechanism, the European Union Emergency Trust Fund for stability and addressing the root causes of irregular migration and displaced persons in Africa (EUTF for Africa), officially adopted in Valletta in November 2015 to provide a swift response to the irregular migration situation. The fund supports the countries of migrants' origin, transit and destination in Africa.

While the GAP II applies to all the EU's external funding instruments, the EU Trust Fund for Africa provided a good testing ground for ensuring that the spirit of the concurrently adopted GAP II is reflected throughout the EU's new instruments. It further provided an opportunity to ensure that the EU response to (irregular) migration takes the gender dimension properly into account.

This section first provides a brief description of the background to the EU Trust Fund for Africa as an instrument, how gender aspects are reflected and the EUTF objectives. The programming process for EUTF projects is then reviewed, along with details of how gender comes into play at each stage of the programming cycle.

[45] O'Connell (2015).
[46] O'Connell (2015). p.10.

5.1. Background to the EUTF for Africa

The EU Trust Fund for Africa is one of a series of four Trust Funds that have been established to date.[47] As instruments they provide support in response to emergencies, fragility and other thematic or geographic priorities. It was set up to address the root causes of destabilisation, displacement and irregular migration, by promoting economic and equal opportunities, security and development in three regions: the Horn of Africa (HoA), the Sahel and Lake Chad (SAH), and North Africa (NoA).[48] Essentially, this EUR 4.09 billion[49] Trust Fund seeks to invest in measures that tackle the root causes of migration and displacement, provide better management of migration flows and incentivise more effective collaboration between the EU and the African countries of origin, transit and destination.

In the strategic orientation document which sets out the EU Trust Fund's overarching strategy, gender equality features prominently and is referenced several times.[50] Gender-based violence and inequality in the Sahel and in the Lake Chad basin, for instance, are recognised as root causes of instability, forced displacement and irregular migration. The concept of reducing gender inequalities to curb irregular migration flows and to prevent violence and abuse is further reprised in the intervention principles of the overall EUTF strategic orientation document.

The Strategic Orientation document of the EU Trust Fund for Africa places a strong emphasis on women and girls as opposed to men, who are not mentioned at all (except for "boys" mentioned once in the context of human trafficking and sexual abuse). The document explains its focus on women and girls due to their increasing presence on migration routes and their greater vulnerability to violence throughout the migration cycle. Women *"represent approximately half of the world's 1 billion migrants and comprise about half of any refugee, internally displaced or stateless population"*.[51] Gender dimensions are also incorporated in all of the four objectives of the EU Trust Fund for Africa, although with differences in emphasis:

1) **Greater economic and employment opportunities:** the first objective aims to create employment opportunities and focuses particularly on youth and women, and the reintegration of returnees. The document envisages that interventions will take into consideration the *"situations of women and other people that may face additional barriers to accessing economic opportunities and financial services"*.[52] The rationale for the interventions under this objective is that fostering stability, inclusive economic growth, social cohesion and development (which put a focus on women and young people) will alleviate the drivers of violence, forced displacement and irregular migration.

2) **Strengthening resilience**: the second objective focuses on providing basic services for local communities, refugees, and displaced people, including programmes aimed at improving food security, education, health, social protection and environmental sustainability. The intervention logic of this objective commits all measures to take age and gender dimensions into account. The assumption is that improving resilience (by taking a gender sensitive approach) will reduce violence and risk-taking behaviour.

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47 Besides the EU Emergency Trust Fund for Africa, there are three other Trust Funds: the EU's Bêkou Trust Fund for the Central African Republic, set up in July 2014; and the EU Trust Fund for Colombia adopted in 2016, and the EU Regional Trust Fund for Syria (Madad Fund), established in December 2014.

48 EU Trust Fund Website. **The Sahel region and Lake Chad region:** Burkina Faso, Cameroon, Chad, Côte d'Ivoire, the Gambia, Ghana, Guinea, Mali, Mauritania, Niger, Nigeria, Senegal. **The Horn of Africa window:** Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Tanzania and Uganda. **The North of Africa window:** Algeria, Egypt, Libya, Morocco and Tunisia.

49 Based on figures for the implementation status of the EUTF for Africa updated 19/09/2018.

50 EC (2016a).

51 Ibid, p.3.

52 Ibid, p.12.

3) **Improved migration management:** the third objective envisages the development of programmes aimed at combatting irregular migration, trafficking and smuggling, promoting return and readmission, by enhancing synergies between migration and development, while managing legal migration. It is assumed that improving migration management[53] by means of gender and age-appropriate responses will reduce the risks of violence and abuse of women, girls and boys (such as forced prostitution and forced labour) during migration cycles.

4) **Improved governance and conflict prevention:** the fourth objective aims to improve overall governance by supporting interventions related to conflict prevention, the rule of law, human rights, security and development, as well as border management. The intervention logic argues that *"[s]upporting women's organisations and participation in decision making and in peace and security... support good governance"*.[54] Addressing gender inequalities and discrimination is also framed as a tool to help eradicate the drivers of irregular migration and as a strategy to protect women and children from abuse on migration routes. It therefore envisages developing measures to foster the *"inclusion of groups traditionally discriminated against in order to improve social cohesion and peace".*

Finally, the cross-cutting output section of the strategic orientation document on improved policy and practice envisages sharing knowledge and best practices on the causes and drivers of forced displacement, irregular migration and violent conflict, including their age and gender dimensions, to feed future interventions.

Throughout the strategy orientation document the EUTF thus calls for gender dimensions to be included and specific emphasis to be put on vulnerable groups (i.e. women and young people). However, overall, the gender approach is not very detailed in this general document (e.g. there is no reference to the GAP II and its requirements in terms of reporting, context analysis, etc.).

The next section provides a brief overview of the programming process for EUTF projects and how the gender commitments of the EUTF strategic orientation document and those of the GAP II can be integrated in the various phases of the programming process.

5.2. Inclusion of gender in the EUTF programming process

The EUTF's financial mechanism is flexible, pooling large amounts of money from different sources, predominantly from development aid but also non-aid budgets. The nature of the EUTF as an instrument for responding to emergency situations leads to a fast decision-making process. The lack of transparency in decision-making processes and insufficient "*checks and balances to ensure that European interests do not take precedence over the needs of* the *people that [the] aid is intended to help*" have been criticised by NGOs and analysts.[55] There thus appears to be a risk that horizontal issues, such as gender, become side-lined due to the fast and flexible decision-making and programming of EUTF projects.

[53] According to the International Organisation for Migration (IOM), migration management is a *"term used to encompass numerous governmental functions within a national system for the orderly and humane management for cross-border migration, particularly managing the entry and presence of foreigners within the borders of the State and the protection of refugees and others in need of protection. It refers to a planned approach to the development of policy, legislative and administrative responses to key migration issues.".* See IOM (N.d.).

[54] EC (2016a), p.13.

[55] Kervyn and Shilhav (2017), p.1; Castillejo (2016).

While the European Commission provides general details of EUTF funded projects in the form of Action Fiches and publishes information on the project identification, formulation and approval stages of EUTF projects,[56] the adoption criteria for projects and the implementation processes have been criticised as opaque.[57] The following subsections shed light on the programming cycle of EUTF projects and seek to explain how and by whom gender issues can be integrated in this process.

5.2.1. From the identification to the approval of EUTF Projects

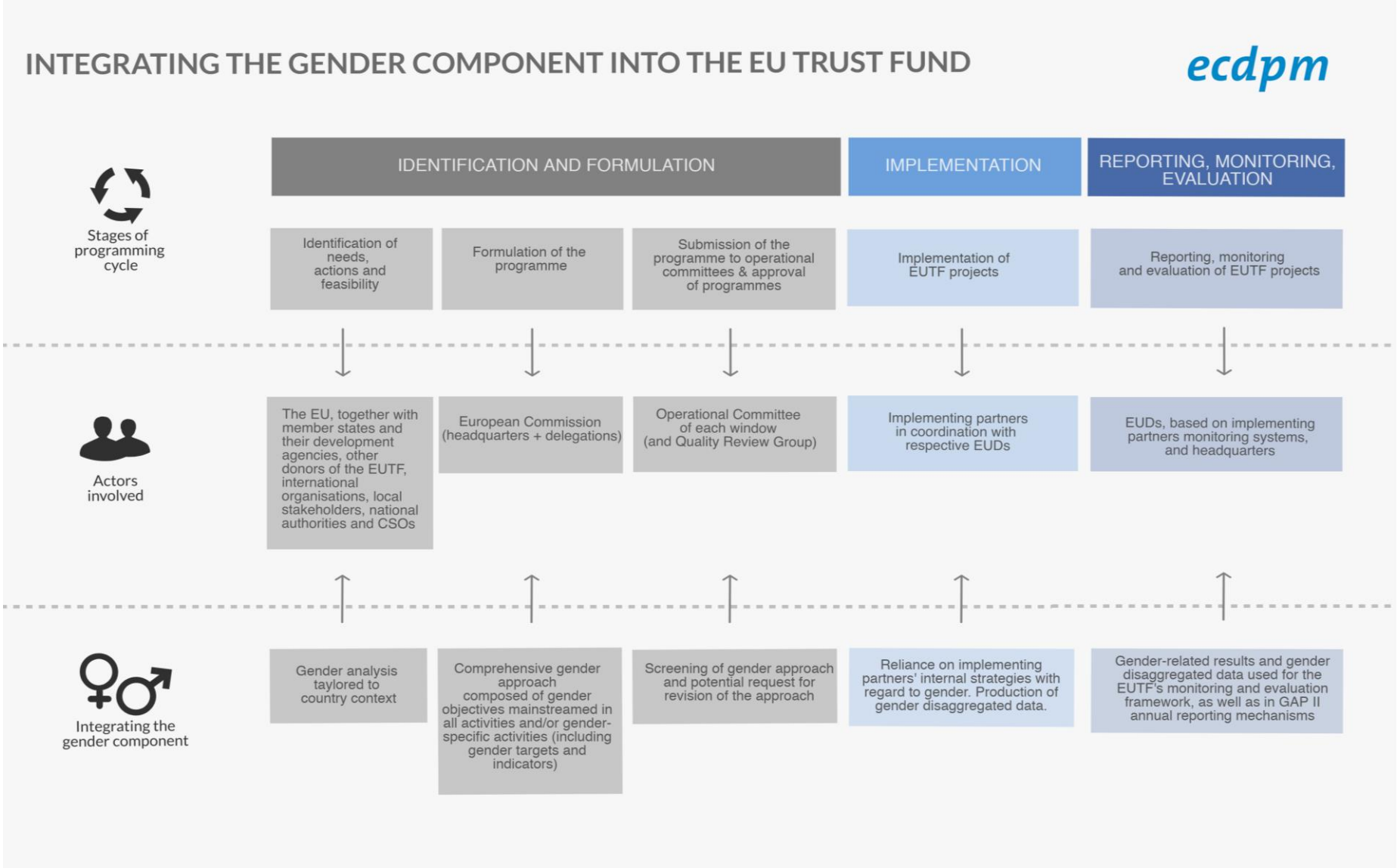
The role of the EU Delegations in the EUTF is to identify and formulate project interventions together with the European Commission headquarters and in consultations with various stakeholders, i.e. EU member states, their development agencies, donors, national authorities, and civil society organisations (CSOs).

Until recently, programme managers in the EU delegations were asked to complete a cross-cutting issues form as an annex to their project description when formulating EUTF activities[58]. Included in this form were issues related to gender, rights-based approaches, as well as the environment and climate change. Through this form, the EUDs could check whether gender aspects had been taken into consideration. However, the Action Fiche template structure has recently changed slightly. DEVCO's Gender Unit argued that this cross-cutting annex should be removed as it led to EUDs concentrating their gender approach in that section only and not in the rest of the Action Fiche. While the cross-cutting annex is still in use, it now consists of key questions for EUDs to consider when formulating projects. It also aims to support them in mainstreaming gender considerations systematically throughout the Action Fiches.

Most EUTF project descriptions include a matrix with planned activities, expected outputs and a set of indicators to measure overall progress. These often contain gender-specific targets such as "number of trainers trained, of which at least 40% women to assist young and women entrepreneurs".[59]
Once the project documents have been drafted by the EUDs and presented to the respective EUTF regional window area manager, projects are submitted to the Quality Support Group (QSG), composed of staff in headquarters and in the delegations which, as the name suggests, reviews the quality of the project proposals. The checklist of the QSG includes criteria relative to the quality of the gender perspective of project documents. Once reviewed, the EUTF regional window manager submits the projects to the Regional Operational Committee for approval. Figure 1 illustrates the programming sequence for EUTF projects from identification to approval stages.

[56] EU Emergency Trust Fund for Africa. See Identification and formulation.
[57] EP (2016); Global Health Advocates (2017); Concord Europe (2018a).
[58] These are supporting documents for the submission of draft Action documents to the Quality Support Group. They are not published as part of the EUTF Action Fiches.
[59] EUTF project T05 – EUTF – HOA – ET – 02.

Figure 1: Integrating the gender component into the EU Trust Fund



Source: This infographic is partially based on an already existing source from the EU Trust Fund for Africa's website (See EC N.d.).

5.2.2. Implementation

Once EUTF projects have been approved, implementing partners (IPs) are contracted and tasked with executing the projects, in coordination with the respective EUD(s). Implementing partners include EU member states' authorities or development and technical cooperation agencies,[60] CSOs, international and UN organisations, as well as private sector entities.[61] Programmes are often implemented by a consortium of several organisations.[62]

GAP II objectives in the EUTF projects are thus essentially implemented by the respective implementing partners on the ground. Given their experience of implementing development projects, partners have usually encountered issues resulting from gender issues in the past and over time have developed a certain understanding, expertise and approach for addressing gender issues. However, such gender expertise is not a criterion for EUDs and HQ to select IPs for project implementation, unless the primary objectives target gender issues.

5.2.3. Reporting monitoring on GAP II objectives and evaluation

Statistics from gender-specific indicators and targets (i.e. number of jobs created by and/or for women) and gender disaggregated data (i.e. number of female/male beneficiaries) from EUTF projects are reported in the EU Trust Fund's Monitoring and Evaluation framework, as well as in the GAP II annual reporting mechanism. All EUTF projects are required to report gender disaggregated data in their annual reporting. However, EUTF progress indicators are not usually influenced by GAPII indicators used to report and assess overall EU progress on gender equality in its external action. All staff concerned with the implementation of the GAP II (which includes EUTF programme managers) are required to report the progress achieved. The latter reporting exercise is then coordinated by Gender Focal Persons (GFPs) in the EUDs and at HQ.

The next section provides insight into how the EU Trust Fund for Africa projects reflect the GAP II and its objectives. It also outlines some of the challenges and progress made in implementing the GAP II in the EUTF. Findings are based on the desk analysis of EUTF Action Fiches, as well as interviews with individuals familiar with the EUTF programming and implementation processes.

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60 EU MS development agencies include among others the Belgian development agency (Enabel), the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), the Agenzia Italiana per la Cooperazione allo Sviluppo (AICS), the UK Department for International Development (DFID), and the Luxembourg Development Cooperation Agency (LuxDev).

61 Implementing partners are sometimes consulted and involved in the earlier stages of the programming cycle, such as in the identification and formulation phases.

62 One advantage of such a coalition of partners is the possibility of mutual sharing and learning from each other's modi operandi. Interviewees revealed that sometimes there is no liaison between consortium members to coordinate their approach, especially where gender is not a primary nor a secondary objective. Since IPs are not selected on the basis of their gender expertise, it may be that some consortium partners are not well equipped to deal with gender issues. In this situation, a lack of coordination may be detrimental to the implementation of GAP II objectives in EUTF projects.

6. Implementation of the GAP II in the EUTF for Africa

The GAP II aims to promote an institutional culture shift towards greater awareness of gender aspects. This also entails understanding the objectives and reasons for mainstreaming gender in external action, and in EUTF development programming. The interviewed EU staff involved in the formulation, decision-making and implementation processes of EU Trust Fund projects all noted that gender is considered an important aspect of development cooperation throughout the programming and implementation of EU projects.[63] Interviewees noted that the focus on mainstreaming gender has increased since the appointment of Neven Mimica as EU Commissioner for International Cooperation and Development in 2014. This to some extent shows also that efforts are being made from leadership towards creating a supportive staff culture.

According to the interviewees, it is accepted by staff that gender should be mainstreamed as a cross-themed topic in all external action activities, as stipulated in GAP II. Thus, the interviewees did not necessarily make a distinction between the EUTF or other development cooperation instruments when it comes to mainstreaming gender aspects: "*The way gender is being dealt with in the EUTF is generally similar to other programmes*" is how one interviewee put it. The findings on the approach of EU staff may thus be similar across EU development programmes other than those of the EUTF.

The interviewees justified gender mainstreaming much more often as a mandatory part of EU programming rather than responding with detailed rationales related to human and/or women's rights specific to their line of work. This may indicate that a shift in the EU institutional culture related to gender is being enforced top-down by EU leadership. While this seems to lead to a widespread sharing and acceptance of the EU mandate on gender, it seems to only slowly transfer the necessary deeper understanding of why and how gender needs to be addressed in specific thematic areas.[64] As other findings from this study explored below suggest, an important emphasis will need to be on staff gaining a better understanding and capacity to operationalise a deeper shift in the institutional culture. While some may feel comfortable with the *'why'*, it seems that the *'how'* is where EU staff (both in HQ and in the EUD) still need to gain proficiency for a culture shift to become complete.

6.1. Framing of gender issues in EUTF projects and gender objectives

As part of the research we aimed to find out how EUTF projects frame gender aspects, whether there is a focus on both men and women, as stipulated in the GAP II, and how both sexes may be addressed differently. We also wanted to understand the rationales influencing how gender is integrated into the programming documents. The qualitative interviews revealed that the existing migration dynamics in the geographical contexts in which EUTF projects are implemented, by and large define the gender focus in each project. This may not be surprising, but there is a risk that the agenda of empowering women is implemented predominantly when women have a strong and defined role in given migration dynamics (e.g. women being the victims of gender-based violence during migration processes, women constituting a majority of migrants on a given corridor).

[63] Interviews with EU stakeholders.

[64] The fact that staff did not immediately give a personal interpretation of the country-context-related reasons for integrating gender in EUTF programming, however, could also be due to the nature of the study that was about the EU programming approach to gender in general.

The interviewees reported that irregular and forced displacement affect men and women differently, in specific ways. One aspect of this is the gendered vulnerability of migrants. Interviewees perceived female migrants to be more vulnerable in general, for example as the first victims of human trafficking, gender-based violence, discrimination and abuse. Our desk research of EUTF project documents also showed that the vast majority of project descriptions mention women and youth as vulnerable groups. Although less often than women, men are sometimes also identified as specific target groups, mostly because of their vulnerability to physical abuse or other dangers on irregular migration paths. For instance, a migration management project in Niger focuses on young men specifically because they are considered most vulnerable in irregular migration to illegal activities and affiliation to violent groups. The project seeks to empower them socio-economically and raise their awareness of the risks of irregular migration and illegal activities. In this instance, women are not specifically targeted by the project due to their reduced presence on these migration routes.

However, EUTF projects also go beyond the perception of women as the vulnerable gender. Several projects recognise women's potential and aim to empower them. In addition, we found that EUTF projects sometimes frame gender engagement as a means to achieve migration-related objectives. Some EUTF projects aim to foster the inclusion of women on the labour market in order to increase household income and thereby reduce incentives for irregular migration. Interestingly, there are similar projects targeting men, but these are usually not framed from a gendered approach, i.e. where gender was the defining identity marker for the target group. This approach to gender mainstreaming seems to be intended to empower women as actors of change (by reducing the incentives for irregular migration) and may be an effective way of reaching EUTF goals. However, it also risks targeting female human capital in order to achieve migration-reduction objectives through their economic empowerment and development, rather than empowering women's economic power *per se*. In some projects, women are identified as actors in migration processes. In some irregular migration contexts, it is common for women to encourage their children and/or male partner to migrate, usually irregularly, in order to send remittances back home. As such, some EUTF projects assume that women hold a key role in societies in helping to prevent and address outward migration.[65] While such approaches may can help to deliver the GAP II objectives, it should be ensured that gendered approaches are integrated in all contexts and not only in those where migration management objectives can be served.

The EU headquarters staff interviewed for the study explained that while they aim to integrate longer-term reflections in EUTF projects to challenge gender power relations and social norms in partner countries (Objective 19 of GAP II)[66], there is still room for improvement. Only five EUTF projects included in this study clearly addressed gender inequalities by involving both genders and challenging existing gender power relations, as stipulated in the Gender and Development (GAD) approach.[67] In the vast majority of the project descriptions analysed, we found no deeper reflection on how the 'other gender' can be engaged to challenge power relations. As a result, the responses to issues affecting women in EUTF projects to a large extent target women as the 'solution holders'. The dominating perception of women as vulnerable, and as the main target audience of gender strategies in EUTF projects without clear signs of a gender-sensitive analysis of the longer-term implications, is an indication that more could be done to improve the understanding of gender issues among EU staff. It also suggests that the culture shift from the Women in

[65] An assumption that there is a direct link between economic empowerment and a reduction in irregular migration of family members may also not be true in all cases, for instance, to further diversify income risk.

[66] GAP II objective 19 is entitled "Challenged and changed discriminatory social norms and gender stereotypes", EC (2015c).

[67] The GAD recommended analysing socially constructed differences between men and women and the need to challenge existing gender roles and relations. See background section 3.1 *The EU's evolving approach to Women and Gender Issues*.

Development (WID) approach, focusing almost exclusively on women, towards the Gender and Development (GAD) approach, has not yet fully taken place.

Some projects seem to allow gender stereotypes and inequalities to prevail without engaging or discussing them further. For instance, one EUTF project reviewed noted that because women are in charge of children's and family members' well-being, they should be the main beneficiaries of nutrition-specific interventions empowering them as agents to improve nutritional and food security outcomes. The project document remains silent on the potential contribution of men to children's and relatives' well-being from a development perspective. This can be partly explained by the nature of the EUTF which, as a short to mid-term emergency response instrument, does not necessarily aim to change deep-rooted gender power dynamics. In this regard, interviewees pointed out that the EUTF is not designed to be long-term enough to be able to really delve into gender power dynamics. Changes in behaviour, culture and traditions take time and - in the view of EU officials interviewed the emergency nature of the EUTF renders it less conducive to addressing deep-rooted societal aspects of gender inequality as such. While there are efforts to link humanitarian, resilience and longer-term development efforts through the EU Trust Fund, the room available to tackle gender aspects in a more fundamental way seems to be limited. Interviewees noted that other channels and actors, such as CSOs, are better placed to promote such longer-term changes. However, as discussed below in section 6.3.2., implementing partners, which include CSOs, are not systematically informed of the EU GAP II and its priorities, nor are they selected on the basis of their expertise on gender. The nature of the EUTF may well explain the small number of projects integrating longer term reflections on challenging social norms on gender. The GAP II does not stipulate that all projects or programmes need to do so. However, this does not mean that a deeper analysis of such relations should not be carried out to assess whether they affect the objectives of EUTF projects. Such an analysis is also important in the context of observing the principle of 'do no harm'.

The 2016 GAP II annual implementation report itself highlights the *"scarcity of programmes specifically targeting the change of social norms (Objective 19)"*[68] in EU external action and that this seems to *"point to the need to put more emphasis on the necessity of social transformation to reach the goal of gender equality"*[69]. Hence, more emphasis could usefully be put on longer term social transformation objectives in relation to gender in EU external programmes in order to implement GAP II objective 19 and to support the goal of gender equality. The recent EU UN spotlight initiative to eliminate violence against women and girls may be a move in this direction.[70]

6.2. A gender analysis of EUTF Action Fiches

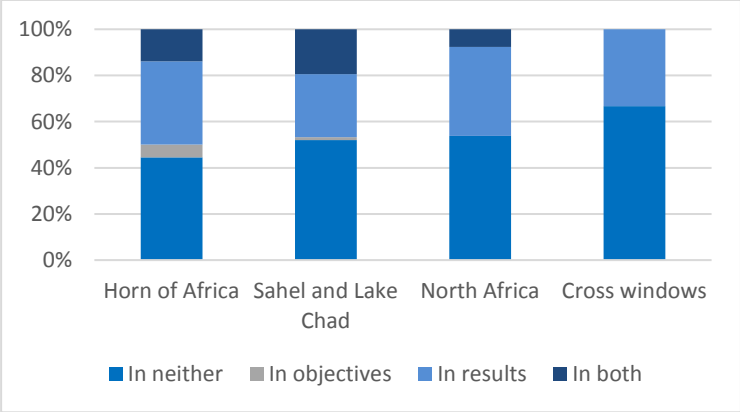
To determine the extent and scale to which gender aspects are mainstreamed in the EUTF in Action Fiche documents, we carried out an extensive word search. We were specifically interested in the focus put on women and men in programming documents. The word search was carried out in the project title, the general and specific objectives sections, and expected results section[71] of each EUTF Action Fiche.[72] These short sections provide the general direction for the action. Our results show that only 34% of the projects (33% in Horn of Africa, 38% in Sahel and Lake Chad, 15% in North Africa, and 33% in the cross-window projects, respectively) mention women and gender-related terms in these parts of the EUTF

68 EC (2017b), p.17.
69 Ibid.
70 UN (N.d.).
71 The expected results section includes a description of main activities of the action.
72 For this analysis the following words were searched in the project title, 'general and specific objectives, and final expected results: women, girls, gender, empowerment, women's rights, or equality (also in French). See the Methodology section for more details.

documents. This small percentage of projects noting women's empowerment and gender equality in these key sections appears to be similar to OECD-DAC gender marker results in some EUTF areas: One interviewee noted that for the Sahel and Lake Chad region for the 2017 GAP II implementation report,[73] 28 out of 80 projects reported on in these regions (i.e. 35%) had a gender marker (either marked 1 indicating gender equality as an important objective while also serving other objectives or marked 2 with gender equality as a main objective).[74] Of these 28 projects, only a handful had gender marker 2. This rate is relatively small considering that the EU has committed to mark 85% of its new programmes with 1 or 2 by 2020.[75]

A comprehensive word search in EUTF full project descriptions[76] showed that across the three regional windows women are most frequently mentioned in the sections describing the expected results and main activities of the project. As shown in Figure X, women are not often targeted in a key objective in EUTF projects as described in the Fiches.[77]

Figure 2: References to women per window and per position in the Action Fiches



Source: Graph based on frequency of search-terms of EUTF Action Fiches

Our results further showed that women and girls are overly represented in EUTF project descriptions compared to their male counterparts: in the Sahel region and Lake Chad window, women are mentioned on average 15 times in each EU Action Fiche text while men and boys are mentioned less than 4 times on average. In the Horn of Africa and the North Africa windows women and girls are mentioned on average 13 times and 10 times, respectively. Men and boys, however, appear on average only once per project in

[73] OECD (N.d.).

[74] The OECD developed a three-point scoring system which records aid activities that target gender equality as a policy objective. Projects marked 2 have gender equality as "*the main objective of the project/programme and is fundamental in its design an expected results*". Projects marked 1 have gender equality as "*an important and deliberate objective, but not the principal reason for undertaking the project/programme*". Projects marked 0 are "projects/*programmes that have been screened against the gender marker but have not been found to target gender equality*." See: OECD (N.d.).

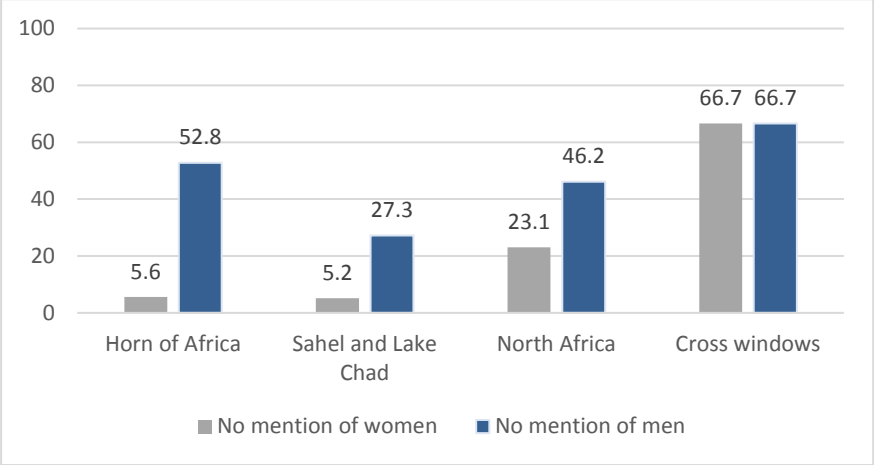
[75] The EU also requires that all projects marked with a 0 score are explained to management. Gender marker 0 is for projects which have no inherent potential to impact on gender equality. EC (2015c).

[76] EUTF Action Fiches are usually comprised of the following sections: rationale and context; detailed description including overall objective of the action and specific objectives, expected results and main activities but also cross-cutting issues (often including reflections on how the projects will cover issues related to gender, rights-based approach, as well as the environment and climate change); and implementation issues. Project descriptions usually include a matrix in annex A with planned activities, expected outputs, and the set of indicators which often include some gender-specific targets.

[77] In the NoA window, 38% of projects include women in the expected results and 8% in both objectives and expected results. In the SAH window, 27% of projects include women in expected results and 19% in both objectives and expected results. In the HoA window, 36% of projects include women in expected results and 14% in both objectives and expected results.

both windows. A significant number of projects does not mention either of the two genders, in particular men: 53% of the projects in the Horn of Africa window, 27% in the Sahel and Lake Chad window and 46% in the North Africa window make no mention of men at all[78] as shown in Figure X. These results suggest that EUTF projects target men and women differently, putting more emphasis on women. This finding is in line with responses from interviews, as discussed in the previous section. According to Debusscher (2011) this discrepancy could be a symptom of a more deep-seated bias in the European Union's interpretation of gender, where one gender is considered the norm (men), while the other gender is consistently problematised and at the same time regarded as the solution holder (women).[79]

Figure 3: Share of projects which include no references to men and women, per window



Source: Graph based on own word-frequency analysis of EUTF Action Fiches.

The majority of Action Fiches encompass a gender dimension in the cross-cutting Issues section of project descriptions. Yet, this is often no more than the simple acknowledgement that women are more vulnerable and that therefore a gender approach will be applied through taking women needs into consideration in the activities of the projects. The EUTF's Action Fiches rarely include a detailed description of the planned activities regarding gender (mainstreaming). Most Action Fiches usually contain only a few sentences in relation to gender equality or women's empowerment embedded in a paragraph that also includes commitments to a broader environmental, conflict sensitive and human rights approaches. In most EUTF projects, attention to gender is included in the form of quotas of female/male beneficiaries and the production of gender disaggregated data.

Additionally, very few project descriptions acknowledge the broader EU policy and legislative frameworks in which gender equality is embedded. Only 9 projects (7%) identify the Gender Action Plan II as a reference framework for gender equality and women's empowerment. Some project descriptions provide a matrix with planned activities, expected outputs, and the set of indicators with their targets[80] as annexes. As required for all EUTF projects, a significant number of projects note that they will include gender disaggregated data when reporting on outputs and outcomes, which can help track progress for each gender. The next section continues the analysis and investigates practices in integrating gender in EUTF programming and implementation.

[78] 6%, 5% and 23% of the projects, respectively, disregard women.
[79] Debusscher (2011).
[80] These targets are indicative and can be updated during the implementation of the Action without modification of the financing decision.

6.3. Early experiences of integrating gender in the EUTF programming and implementation

Gender can be integrated at various stages of the EU programming process. Certain practices at each stage can help ensure that gender aspects are meaningfully addressed. Our research on EUTF programming and implementation to date has identified a number of obstacles to the successful integration of gender objectives, as well as several practices that seem to have facilitated progress.

6.3.1. From the identification to the approval of EUTF projects

Existing guidance and capacities to carry out in-depth gender analysis

The mandatory gender analysis for all new external actions (bilateral, regional and thematic) as required by the GAP II presupposes thematic expertise or capacity on the part of EU staff to carry out a comprehensive and tailored gender analysis prior to designing projects. These competences however are not always available or present.

While we found great willingness to mainstream gender in projects, activities and across the institution among the EU staff interviewed, the lack of capacity, expertise, time and specifically allocated resources to address gender dynamics were identified as limitations on the implementation of GAP II. These issues affect EUTF staff in particular given the nature of the EUTF as an instrument, the rapid pace of EUTF project decision-making processes and the high pressure from donor member states on delivery. For example, in one of the EUDs interviewed, a EUR 200 million portfolio (for around 10 projects) is managed by three people, two of whom work part time.

Some EUDs have carried out a gender analysis for their country (not tailored to a specific programme or project) on which they can build when designing programmes but this is not yet the norm.[81] As a result, and as pointed out by interviewees, the depth of understanding of gender and the gender analysis in each programming document varies considerably. According to one respondent, "*numerous colleagues believe that simply creating 2-3 activities that target women represents a good example of "gender mainstreaming". However, a proper gender inclusion should consist of the following steps: I. analysing the context, II. analysing the problem III. creating specific activities*[82] *IV. including stakeholders".* In light of the observations by Debusscher (2011) and others, the perceived bias in humanitarian responses towards the assumption of women as vulnerable and the lack of any systematic assessment of the issues affecting both genders prior to designing EUTF projects can lead to an overly strong focus on women[83]. Vulnerability is a defining factor in assigning priority beneficiaries of assistance and protection in refugee response. In the absence of thorough assessments of all genders, the needs and vulnerabilities of other endangered groups in humanitarian responses can be overshadowed. This is the case for men in general and for unaccompanied minors in particular. In fact, the underlying and systematic assumption that women are vulnerable and *"attaching vulnerability to the person (the woman) rather than to the threats, challenges or circumstances that create vulnerability, makes it a permanent characteristic of that person, and reinforces victimhood. This essentialist perception of vulnerability also prevents recognition of male marginalisation or vulnerability".*[84] This holds true particularly when it is considered that men are less likely to seek assistance due to stereotypes based on which men should be strong, and less in need of support. According to a recent report, this also explains why the international community has been slow to recognise *"the risks of gender-*

[81] According to the GAP II 2016 Annual Implementation Report, only 42 new Gender Analysis Studies had been prepared by the end of 2016. EC (2017b).
[82] Mainstreaming gender in other activities may be another additional step as advocated by the EU approach to gender mainstreaming.
[83] Debusscher (2011); Care and Promundo (2017).
[84] Care and Promundo, (2017), p.14.

based violence and sexual exploitation that boys and young men face when travelling unaccompanied by family or relatives."[85]

The interviews showed that some EUD staff are still not always aware of what their role is in the implementation of the GAP II and how taking a gender perspective can benefit the project results. Some key EU informants also criticised the lack of a comprehensive strategy and guidance from the EU headquarters on the need to carry out gender-context analysis for EUTF projects. While the need to produce gender strategies tailored to their projects is recognised, they expressed feeling bewildered when having to identify the key issues pertaining to their thematic area of work - especially when their existing knowledge of gender is limited. In practice this often results in an increased workload, a longer and more cumbersome process for EU staff, as well as personal frustrations.

Some of the EUD staff interviewed noted they would welcome better guidance from DEVCO's Gender Unit on how to generate gender analyses tailored to different thematic areas. This, they said, would enable them to ask the right questions and seek the most relevant information when designing programmes and formulating project documents.

However, EUD staff also seemed to be unaware that such guidance to some extent already exists. This therefore raises the question of whether this is, in fact, a problem of lack of information and guidance, or whether it is related to a lack of time, visibility and accessibility of existing material.

In terms of support, a short-term helpdesk was set up in January 2017 and is expected to be available until January 2019. This Gender Support Desk[86] is intended to assist staff at the EC's DG-DEVCO and EU delegations in third countries with implementing the GAP II.[87] In terms of material, a guidance note on the EU Gender Action Plan 2016 – 2020 has been created and the Resource Package on Gender Mainstreaming in EU Development Cooperation is available to staff at the DEVCO Academy.[88] The package, developed as a GAP I product, contains information and tools for gender mainstreaming in aid modalities and thematic areas, including migration,[89] e-learning courses and information on the EU GAP II. Although not completely up-to-date, the migration section includes a thematic brief entitled 'Gender, Economic Migration and Development' which provides a roadmap for gender mainstreaming in the various phases of a programme or project lifecycle, gender-sensitive indicators in migration and development, and several questions for gender analysis in migration at various levels. While the package would benefit from being updated and extended to reflect gender issues resulting from increasingly complex and mixed movements, the Migration Thematic Brief represents a useful tool for EUD programme managers designing EUTF projects. However, none of the EUD staff interviewed seemed to know about the existence of these tools. This suggests that more effort is needed to disseminate existing material which can assist EU staff in implementing the GAP II.[90] This entails making staff aware of it and ensuring that they have access to useful and up-to-date knowledge and guidance materials that already exist.

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85 Care and Promundo, (2017), p.11.
86 The support desk is managed by an external firm called NIRAS.
87 See Niras website.
88 This package was developed in the framework of the EU Action Plan for Gender Equality and Women's Empowerment in Development Cooperation (GAP I) by the International Training Centre of the International Labour Organization (ITCILO) in collaboration with the Learn4Dev Gender Expert Group, as part the EU-UN Women-ITCILO project Financing for Gender Equality. External Users can register on the this EC website to access these materials.
89 EC (2017c).
90 The internal DEVCO newsletter on new research outputs also has a gender section which lists all recently published gender-related studies from think tanks/knowledge institutes/academia.

Guidance and capacity building is provided to relevant staff in EUDs via various trainings, often targeting Gender Focal Persons. One interviewee explained that a two-day training course took place in his Delegation- organised by the DEVCO's Gender Unit –to train and assist EUD staff with the implementation and the reporting on the GAP II. Feedback from interviewees who had attended the training was very positive as it helped them to understand better the GAP II priorities and how to operationalise gender objectives in their thematic area. There is scope for extending the reach of the training: so far only staff in two EUDs- amongst which only one implementing EUTF projects- had received this training.[91]

Other gender training courses are also available to EU staff on a voluntary basis. However, the 2017 European Implementation Assessment report called EU Gender Action Plan 2016-2020 at year one[92] revealed that *"a large part of the EU staff trained were contract agents with temporary assignments who have since left the EU institutions. [Therefore] temporary and [the] least powerful actors in the bureaucracy are becoming more skilled in gender mainstreaming, while the more powerful permanent officials seem more interested in other training opportunities."*[93]This underlines another challenge: gender capacity rests with the GFPs and colleagues who are often lower down in the hierarchy. Additionally, more permanent and senior staff who could provide leadership on prioritising gender seem less interested in acquiring gender expertise. These observations were also made in the 2015 'Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries', which suggests that these issues have not yet been fully addressed. The roles of GFPs and senior management in advancing progress on the institutional culture shift is further discussed in the following sections.

Guidance, involvement and screening of projects by the Gender Unit

The gender experts at the DEVCO's Gender Unit in Brussels are expected to play a role in providing guidance and helping to ensure that gender aspects are taken into account in EU programming. They do so by providing comments on project drafts as part of the EUTF project review and approval processes. However, the interviewees indicated that this role has not been consistently provided with EUTF projects: while they were more involved in the beginning, it seems that DEVCO's Gender Unit staff were not systematically consulted or only had the opportunity to comment on the action documents of later projects. Currently, their involvement is limited to compiling reports on gender aspects from EUDs overseeing the implementation of the EUTF in order to draft the annual GAP II implementation report.

According to one interviewee, a recent change in the approval process of new projects had introduced a new Quality Review Group as well as an Action Support Team, of which the DEVCO's Gender Unit is part. This will enable DEVCO's Gender Unit staff to be more involved in the project approval process right from its early stages, up to submission and approval. This change is expected to result in better oversight of the inclusion and quality of gender mainstreaming in EUTF projects. However, there may still be a capacity challenge: the number of development projects to review (which also include EU Trust Fund projects) is disproportionately high for the number of staff allocated to the task.[94]

[91] Discussions are taking place to organise more sessions but not all EUDs will have the chance to take part in the training.

[92] Ioannides (2017).

[93] Ibid, p.69.

[94] The task of reviewing EUTF action documents would fall to two staff members of DG DEVCO's Gender Unit. However, a Rights-Based Approach (RBA) support desk has been created in 2018 and will operate for two years. The RBA support desk is composed of five experts from the consultancy firm NIRAS who will be assisting DG DEVCO's Gender Unit in improving *"DG DEVCO and EU Delegations' capacities [to] work with a Rights-Based Approach and apply gender mainstreaming in all EU-funded development cooperation projects."* See Niras (N.d.).

Our interviews also revealed a mixed picture with regard to communication between EUDs and the Gender Unit at headquarters. Some EUDs have frequent contact with the Gender Unit (in the framework of the EUTF as well as for other programmes) and felt well acquainted with the GAP II Action Plan. Others noted they had not received any information from headquarters on gender priorities. One EUD official felt that there is no great impetus from Brussels to encourage them to treat gender as a priority and ensure that it is included in their work. Most of the EUD staff interviewed mentioned that their understanding of the GAP II priorities would benefit from better coordination with and guidance from the DEVCO Gender Unit. Fostering communication and dialogue between HQ and EUDs would then improve mutual understanding of the GAP II priorities and how to implement them effectively.

Balancing the fast pace of programming with a thorough gender approach

When engaging in gender mainstreaming, programme managers usually aim to include gender considerations at the beginning of the programming cycle, at the stage of conceptualising activities. Yet, as an emergency fund, the pace of the EU Trust Fund for Africa is fast. In some cases, the need to rapidly submit actions seems to have prevented EUTF programme managers at EUDs from thoroughly reflecting and including gender considerations in the action documents - according to interviewees. This does not mean that gender aspects cannot be included at a later stage. The flexible nature of the EUTF means that gender aspects can be added later on in the process, for instance, when the project documents are reviewed by the Quality Support Group, the Gender Unit, or during the mid-term review. The drawback of including gender considerations at a later stage, however, is twofold. First, if gender dimensions are not thoroughly analysed as part of the context analysis during the initial stages in order to help identify actions, any later additions on gender risks becoming an add-on or no more than a cosmetic adjustment to action documents. Second, and also related, is that the likelihood of a programme translating into meaningful impacts related to gender objectives will be less if gender considerations have not been integrated in the change theory of a particular programme, its results chain or the specific objectives of a programme. There is a clear need for programme managers to find a balance between swiftness in response and the quality of the gender approach, while still building programmes based on thorough analysis and a well thought-through theory of changes.

Measurable indicators to foster the implementation of GAP II objectives

Compared to the previous GAP, the GAP II formulated its priorities and indicators in a way which is more specific and targeted. The GAP I contained nine objectives and suggestions for actions with indicators and a timetable for the period of implementation. However, all the elements of these operational frameworks were process-oriented and did not attempt to measure impacts and results quantitatively or qualitatively.[95] By comparison, the GAP II (in Annex 1) encourages the use of concrete measurable indicators to achieve all 20 of its objectives (categorised into three thematic and one horizontal pillars). These clearer, more measurable, objectives were meant to make it easier for EUD staff to use and implement them.

[95] O'Connell (2014); EC (2010).

However, not all staff consistently include the GAP II objectives and indicators in their activities. Interviewees noted that gender-related project objectives are often linked to the GAP II only at the reporting stage, when EU staff fill out the country reports concerning the annual progress made on GAP II. This creates some difficulty for EU staff and EU MS in matching their activities to the GAP II indicators and ensuring the relevance of the reported results to the GAP Action Plan. The Gender Unit within DEVCO aims to facilitate change towards introducing the GAP II indicators early during the conceptualisation of EUTF projects through creating awareness of their existence and encouraging staff to use them. This could help to facilitate the implementation of GAP II priorities in EUTF projects right from the early stages of the programming cycle. A recent report recommended that the reporting template should be shared with EUDs and MS at the beginning of the reporting year to inform their activities.[96]

The role of project managers and the support of senior management

The GAP II stipulates that all staff[97] are responsible for its implementation. Responsibility for incorporating a gender dimension in the 'framing' of EUTF projects (project design, action documents, log frame, etc.) lies with the EU programme managers of EUTF projects. The programme managers, however, do not necessarily possess sufficient gender expertise. The quality of the gender approach therefore greatly depends on the programme manager's personal interest in relation to gender, the thematic area in question[98], as well as the existing knowledge and information available. Ultimately, the Heads of Delegations (HODs) and Head of Sections (HoS) are responsible for the overall implementation of the GAP II objectives in their EUD. Their expertise and leadership are crucial to setting the tone and creating a gender-sensitive working culture, by giving direction to their staff and showing them the importance of tackling such issues. The staff interviewed in one EUD indicated that the lack of leadership on gender issues within their EUD was associated with an absence of initiatives related to gender, and a poor own assessment of the institutional culture shift. By contrast, commitments by senior management in another EUD had led to several initiatives to facilitate the institutional culture shift. Among them, arising from an initiative of an EUD Gender Focal Person with the support of senior management staff, a gender expert had been recruited. The consultant helped the EUD identify practices that are hindering the implementation of EU gender objectives by producing an evaluation of all the EUD's programmes and providing tailored recommendations. This consultant is also expected to produce a Gender Action Plan that is adapted to the context of the EUD concerned.

The role of the Gender Focal Persons

Gender Focal Persons (GFPs) play a crucial role in creating awareness, advising their team members, sharing information on gender issues and coordinating all efforts and actions to implement the GAP II in the activities of the EUD. The GFP is supposed to be consulted and asked to provide feedback on the action documents, but this does not take place systematically. Usually EU staff take on the role of GFP alongside other programmatic responsibilities and some interviewees noted that there is a risk of it becoming an add-on which receives less priority. One key informant holding the position of gender focal person said: *"30% of my time is allocated to gender issues for a team of about 50 persons. I cannot possibly review all projects and documents"*. The EC guidance note on the GAP II intended for DEVCO HQ and EUD staff recommends that GFPs dedicate around 40-60% of their time in a regular working week to their gender-related tasks.[99] To ensure that adequate working hours are allocated to their tasks and prevent

[96] Concord Europe (2018b).

[97] The implementation of GAP II is mandatory and applies to all staff members of DG NEAR, EEAS, DEVCO and member states.

[98] Certain themes are traditionally more strongly associated with gender issues leading to greater experience and understanding in handling implications and links. The inclusion of gender aspects thus also depends greatly on the importance of gender for the topic in question.

[99] EC (2016c).

GFPs from becoming overwhelmed, it is important that their role is reflected in their job description. The frequent turnover in EUDs means that the role of the GFPs is frequently re-assigned to other staff who may not have specific gender knowledge and/or require time to adjust to their new responsibilities. This rotation, however, could help create more awareness on gender issues among all staff. An information package for new GFPs has been created by the Gender Unit and will be shared in the coming weeks. Its aim is to clarify the GAP II priorities, set out the responsibilities of GFPs and inform them of where they can find existing tools. This package is expected to swiftly bring newly appointed GPFs up to speed and help them perform their coordinating role with their colleagues. However, the issues of the limited capacity and time of GFPs are priorities that remain to be tackled. These efforts should also emphasise the need for GFPs to be supported by their colleagues and their management.

6.3.2. Implementation of EUTF projects

Reliance on gender strategies and capacity of Implementing Partners

Whether gender aspects are taken seriously in the implementation phase depends not only on how well they have been mainstreamed into programme concepts also but crucially on whether there are systems in place that ensure they are turned into action in the implementation phase. This is equally true for reporting and follow-up. The GAP II documents state that the gender reporting exercise must rely on data for indicators drawn from EU-financed projects and programmes, which are *de facto* drawn from reporting and data produced by implementing partners.

The implementation of GAP II objectives in the EUTF thus relies heavily on the implementing partners' internal strategies, monitoring systems and proceedings: *"We [EUDs and HQ] rely a lot on the implementing partners to integrate gender in the projects. Hence even if the action documents are well completed and mainstream gender, it does not mean necessarily that the gender objectives are implemented at later stages".* One EU interviewee admitted that there have been instances when gender objectives described in the project documents have been set aside in the implementation phase due to challenges encountered. But also vice versa, an action document that seemingly does not include a strong gender mainstreaming may still result in gender-sensitive action if the implementing partners are strong on the subject and mainstream it throughout their activities. In terms of monitoring, the quality of data and gender disaggregation for each indicator differs between EUTF IPs. While the EUTF monitoring systems demands disaggregated data, there have been instances when IPs did not collect gender disaggregated data or when concerns about the quality of data have been raised.

Awareness of the EU gender objectives

Overall, the implementing partners interviewed for this study regarded the EU as an important actor in the field of gender equality and felt encouraged to integrate gender considerations into projects - mostly due to the requirement of producing disaggregated data as part of the EUTF Reporting System. This data is then also used for GAP II reporting. Our research, however, further showed divergence in the way EUDs and HQ communicate the GAP II priorities to EUTF implementing partners. Some IP staff interviewed received clear direction from EUDs on what implementing the GAP II through EUTF projects entails. Others could not recall having received specific instructions on gender aspects related to the GAP II. Previous research has revealed that in a number of contexts *"awareness of GAP II outside the EU Delegation is low"* and that "*communication with CSOs [including with Implementing Partners] could be improved".*[100]

[100] Concord Europe (2018a), p.9.

Some IPs are already fully aware of the GAP II and have exchanged methods and approaches with other implementing partners to integrate the EU gender objectives. This is particularly true for those who have a representation office in Brussels and who meet and interact more regularly with the EU than other IPs. Other, more local IPs may not enjoy the same exposure to and regular contact with the EU, its actors and policies (including on gender equality). The contact with EUDs is therefore crucial to ensuring that all IPs are properly informed of the EU gender equality objectives, and their duties as executive partners of an EU programme.

The EU's reliance on IPs, combined with an unsystematic approach towards communicating GAP II priorities or providing guidance for its implementation to partners, suggests that the GAP II implementation system does not always work optimally. If the EU wants to see substantial progress on the GAP II objectives to be made by 2020, communication should be fostered between EUD staff and IPs. IPs would also benefit from receiving guidance material on how to operationalise EU gender objectives in their programming and implementation processes. Such measures would prepare and enable external partners who are implementing EUTF projects to implement the gender equality objectives of the GAP II. Similarly, the EUDs would benefit from interacting with and learning from IPs' experiences of mainstreaming gender and good practices.

Gender in policy and political dialogue with partner countries

A challenge that can emerge at the implementation stage is a difference in understanding of gender issues with partner countries. From the interviews conducted it appears that partner countries in which EUTF projects are implemented have shown no particular reluctance towards the general gender strategy of EUTF projects. Some partner countries already have national gender action plans, indicating their support for women's empowerment and the gender equality agenda. However, a key interviewee explained that beyond theoretical intentions of achieving gender equality, instances have occurred when partner countries disagreed with the envisaged social transformation resulting from EU gender equality goals. One way to foster mutual understanding and discuss these objectives with partner countries is by mainstreaming gender perspectives in political and policy dialogues in all policy areas of external action, including migration. Yet the GAP II 2016 annual implementation report highlighted *"the minor progress in mainstreaming gender perspectives into policy and political dialogues with partner countries."*[101] These mainstreaming efforts in political dialogues require good coordination between DG-DEVCO and EEAS staff in EUDs as the latter lead political dialogues with partner countries. This finding highlights once again the need to discuss gender issues beyond the theoretical intentions of achieving gender equality, and focus on the operationalisation of the GAP II objectives.

6.3.3. Reporting GAP II objectives monitoring and evaluation

Following complaints from EUDs and EU member states regarding past heavy reporting duties, the GAP II reporting exercise for 2017 has been simplified. In the past, the joint exercise between EUDs and EU MSs included long Excel sheets that had to be completed. It now consists of an online survey which contains a list of Yes/No questions, as well as space to provide more detailed answers. This also shows that the Gender Unit is attentive to the experience of EU staff and member states in implementing the objectives of the GAP II and is willing to adapt reporting processes.

[101] EC (2017b), p. 4.

Although Annex 2 to GAP II recognises that *"[q]ualitative assessments [are] necessary to complement findings, such as evaluations and case studies"*[102], most of the GAP II reporting is quantitative and is based on gender disaggregated data produced by IPs. EUDs and DEVCO units use these to submit their report on the GAP II. Such data is useful for measuring changes which are quantifiable outputs (e.g. number of training sessions given to women/men). However, in the absence of any gender relations analysis, such quantitative indicators may not be insightful as they measure outputs rather than impact (e.g. social change towards gender equality). Complementing this data with more qualitative data can help provide insight into longer term progress (i.e. impact) which cannot be captured in the currently provided gender disaggregated data on outputs. This would also help to identify good practices to feed into future interventions. Indeed, it is this reliance on quantitative results that also appears partially to explain the inability of interviewees to share best practices or lessons learned from implementations of gender objectives. As numerous IPs use mixed-methods research for EUTF projects and report on a quarterly basis, qualitative data produced by IPs could easily be put to use in GAP II reporting by EUDs and MS. Encouraging staff to make use of EUTF qualitative reporting on gender aspects or - where this is non-existent - to produce qualitative reporting to inform GAP II reporting, could help to encourage deeper reflection on the adequacy of the methods used to achieve gender-related goals.

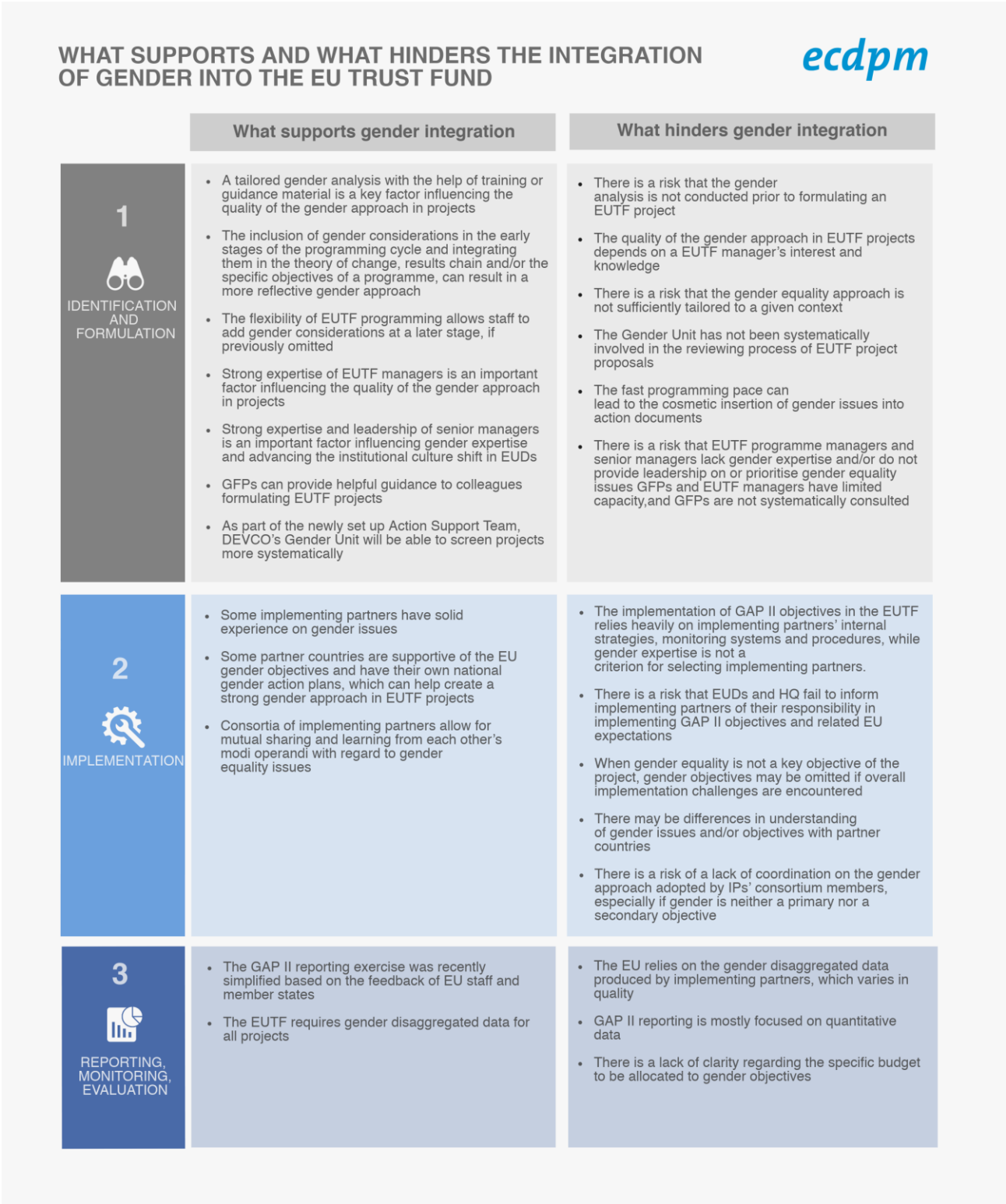
Gender-related activities do not stand out in budgets presented in EUTF project Action Fiches. These are usually not very detailed and it is therefore assumed that gender-related activities form part of the budgets allocated to specific objectives.[103] From the general Action Fiches it is difficult to trace expenditures on such activities. However, gender may still be mainstreamed or reflected in the budget lines of Implementing Partners.

Based on the interviews it appears that often there is no specific budget line for gender in the budgets of EUTF projects, because gender is supposedly mainstreamed in the activities. While mainstreaming gender across all initiatives is recommended in the GAP II, the information collected for this study does not make it possible to state whether budget allocations to gender can be monitored. The findings do not hint at whether targeted and gender-specific actions are also being funded as separate activities, as also stipulated by the GAP II. Yet gender-sensitive budgeting is an integral part of gender mainstreaming. It aims to identify what impacts budget can have on gender equality and what revenue and spending activities are necessary to address both men's and women's needs. The reflection process requires identifying women's and men's particular needs in terms of programmes, benefits and services, whether they have equal access to the programme where relevant, and what would need to change for them to enjoy equal access. Closely monitoring the financial allocation to gender can help to improve the effectiveness of the budget, and increase transparency and accountability, by better defining the expected results and tracking expenditure. It would also shed light on the different expenditure priorities for addressing men's and women's needs.[104]

Overall, while some progress and good practices exist and stronger strategic emphasis has been put on gender issues, the lessons learned from the previous GAP I evaluation have only partially led to an improved process in the case of the EUTF and a number of the identified challenges still persist. The following box provides a summary of obstacles and facilitating factors in each of the programming cycles identified as part of this research.

[102] EC (2015c).
[103] Except in certain specific cases, e.g. when an external gender expert is recruited.
[104] IOM (2008).

Figure 4: What supports and what hinders the integration of gender into the EU Trust Fund



7. Conclusion and suggestions for the way forward

This study investigated how commitments to gender equality and women's empowerment as part of the EU Gender Action Plan II (GAP II) have so far been reflected into the EU's immediate external response to irregular migration through the EU Trust Fund for Africa.

The operationalisation of the GAP II principles in the EUTF shows some promising results, but challenges remain. While there are many dedicated individuals promoting the GAP II and engaged in slowly changing institutional cultures, the implementation of the EU's ambitious gender objectives in external action is a long-term and ongoing task. By highlighting progress made, some interesting practices as well as challenges encountered by the various actors involved in the formulation, decision-making and implementation processes of the EU Trust Fund's projects, this study aimed to support ongoing reflection and discussion between the EU and its partners on mainstreaming gender in the EU's development programming in relation to migration, and also more widely.

An institutional culture shift towards gender sensitivity in the EU Commission is taking place. Reflections are being followed through at various levels resulting in greater awareness of gender issues among EU staff. Most of the EU staff interviewed were aware of the GAP II requirement to include gender considerations in all their activities and have proceeded to mainstream gender in their projects. Our research shows that the majority of EUTF projects include gender considerations in the cross-cutting issues section of EUTF Action Fiches. Addressing gender inequalities is also embedded in the intervention principles of the strategic orientation document of the EUTF.

Strong political pressure on designing and implementing projects under the newly established EUTF, however, provided little room for reflection on how to concretise gender commitments in EUTF projects. Some EU staff still lack sufficient understanding and tools to operationalise gender approaches. We found that while staff recognise the need to transform social norms to achieve gender equality, the fast-paced nature of the EUTF as an emergency aid instrument is not conducive to changing deeply-rooted gender power dynamics. There is little explicit focus on addressing power relations in EUTF projects. While the EUTF may not be the appropriate instrument to tackle these issues, more emphasis could usefully be put on longer term social transformation objectives in relation to gender in EU external programmes. The prevailing assumption under which women are perceived as vulnerable beneficiaries, while also being the main actors of gender strategies without evidence of gender-sensitive analysis of the longer-term implications, is a problem. It risks perpetuating gender stereotypes of women as victims, while ignoring other vulnerable groups' needs. Projects thus ideally need to be based on comprehensive gender analyses and vulnerability assessments.

The study identified a number of challenges and facilitating factors to inform this transition towards a better incorporation of gender and women's empowerment strategies in EUTF programming.

EUTF programme managers hold a key role in the quality of the gender strategy as they are responsible for incorporating the approach in the 'framing' of EUTF projects. We found that GFPs hold a crucial role in creating awareness, advising their colleagues, and coordinating all efforts and actions to implement GAP II objectives in the activities of the EUD and of senior managers in providing leadership and prioritising gender issues in the activities of EUDs. While interviews revealed promising initiatives emanating from GFPs with the support of senior management, their time and human capacity were often limited. To assist EUD staff in this intricate process, DEVCO's Gender Unit needs to put more effort into informing staff about the availability of existing materials, databases and training courses, and provide additional guidance on the operationalisation of gender objectives.

The study also revealed the strong reliance on the implementing partners' internal strategies, monitoring systems and procedures to implement GAP II objectives in the EUTF. Although gender expertise is not a key criterion when IPs are selected for projects. Combined with irregular communication on GAP II priorities between the EU and the IPs and a lack of guidance (which EU staff themselves may not be able to provide), it appears that gender issues do not seem to be given optimum priority in a systematic way throughout the EUTF implementation process - beyond the mandatory production of gender disaggregated data.

Building on the research findings, the following suggestions and lessons from existing promising initiatives provide food for thought and some ideas on how to promote gender mainstreaming and respond to challenges.

Institutional set up

- **Testing new set-ups for gender mainstreaming within EUDs:** In order to foster the inclusion of gender considerations right from the early stages of the programming cycle, EUDs could consider setting up **internal Quality Support Groups** mirroring the tasks and requirements of existing QSG/QRGs at headquarters. Gender would then be included on the checklist for evaluating the quality of projects early on. Such an initiative is already taking place in one EUD in West Africa and enables EUD programme managers to ensure that cross-cutting issues like gender are taken into consideration before submitting projects for approval. This process enables gender equality to be made a key element of the response to the project's identified challenges and integrated in the theory of change, results chain or the specific objectives. Another suggestion to increase EUD internal engagement on gender-sensitive policies and practices is to setup an internal **gender task force** consisting of members of each unit/team (ideally including at least one senior management colleague), chaired by the EUD Gender Focal Person[105]. Such a task force would create more collective ownership of delivering on GAP II objectives. It would also foster an institutional culture shift and could help staff to develop a better understanding of the connections between gender and their field of work. It would also help to strengthen the capacity of staff to integrate gender considerations more effectively.

[105] This suggestion was highlighted in an internal gender consultancy report on building institutional capacity on gender in the context of a specific EUD.

- **Placing the Gender Focal Person at a higher strategic level:** The results of the study emphasised the crucial, yet at times time-consuming, role of the Gender Focal Persons. One way to ensure greater visibility and influence of the GFP is to appoint someone at a strategic level: sufficiently high up in the hierarchy to be able to influence decisions taken, ideally with a coordinating role to ensure awareness of the various activities of the EUD, and with extensive experience in development issues and how they relate to gender.

- **Contracting an external consultant to produce an internal evaluation of EUD practices and shortcomings in addressing gender and women's empowerment objectives**: To facilitate the institutional culture shift and identify practices that are hindering the implementation of EU gender objectives, it may be helpful to hire an external expert on gender issues. Mirroring the experience of an EUD in the Horn of Africa, hiring an external consultant to conduct an evaluation and provide a report can help to identify ways to reinforce institutional capacity and knowledge on gender, tailored to the EUD context.

- **Undertaking a country level gender analysis:** Hiring external expertise may not always be feasible due to the lack of available resources for this type of groundwork. However, as a first step towards building leadership on gender, EUD staff could themselves invest in undertaking a **country level gender analysis.** This exercise is already required by the GAP II for all new external actions. Yet this has not yet been done by all EUDs and member states in partner countries. Such an analysis would then inform country strategy objectives, programmes and dialogues.

- **Utilising qualitative data**: Given the observed difficulty of staff to identify good practices, IP's qualitative data created for the EUTF reporting mechanism could be used to complement existing gender disaggregated data and feed the GAP II reporting exercise. Encouraging the use of qualitative data for reporting could encourage deeper reflection on the adequacy of the methods used to achieve gender-related goals. By the same token, qualitative data can also provide insights into longer term progress which cannot be captured by gender disaggregated data. In parallel, **a system of collecting best practices** for advancing gender equality could be created. This repertoire would compile practices across programmes to share with EU staff and IPs (beyond Akvo RSR[106]).

- **Establishing a system of incentives:** There is no mechanisms in place to incentivise staff to deliver on gender policy commitments besides the gender champion system. However, apart from the pride associated with being recognised as a champion, there is no other reward system. The only sanction for not including gender aspects in projects is the obligation on staff to justify the use of gender marker '0'. A system of incentives could be set up for instance, as part of the efforts to strengthen EUDs leadership on gender equality issues, through measuring staff achievements in terms of gender objectives in performance appraisals - not just for relevant staff, as encouraged by GAP II, but for all programme staff. This could include both measuring on the basis of project delivery (how gender equality has been integrated in projects) and assessing how senior managers have supported their staff in strengthening their gender expertise (e.g. through participation in training courses).

[106] Akvo Really Simple Reporting (RSR) is a monitoring and evaluation platform used in international development and aid activity to present the expected and actual results of programmes, which includes projects of the EU Trust Fund for Africa.

- **Valuing gender knowledge in recruitment procedures:** One relatively cost-free and effortless way to show leadership on gender equality would be to place more value on gender expertise in EUD recruitment procedures. The GAP II already requires reporting on the number of job descriptions that contain gender equality as an area of responsibility. This could be strengthened by having requisite recruitment criteria for new staff to have previous experience of handling gender issues or in mainstreaming gender in their area of work. *"This is an opportunity to indicate that it is the responsibility of all staff members – regardless of their sector – to work on gender mainstreaming and to deliver results on gender equality".*[107] In the long-term, such a measure could create a team of more experienced staff on gender equality issues who could then assist more senior colleagues[108] in this mainstreaming process. Additionally, EU staff could consider valuing gender expertise when appointing IPs, or at the very least providing them with concrete guidance regarding the objectives and requirements of the GAP II.

- **Sensitising Heads of Programme:** The interviews highlighted the key role of senior and management staff in showing leadership to other staff on gender issues and prioritising gender objectives in day-to-day management. Encouraging senior and management staff to attend gender training sessions would foster greater understanding of gender issues and awareness of the requirements of EU staff as laid down in the EU GAP II.

- **Extending training:** The study showed the particular relevance of the training organised by DG DEVCO's Gender Unit in EUDs. Extending training to all EUDs (or as many as possible) - including member states present in the partner country - would be an efficient way to foster greater staff understanding of their role in the EU Gender Action Plan. In addition, gender could be mainstreamed in sectoral training sessions to reflect the mainstreaming process of gender in all areas of work.

Dialogue, Exchange and Coordination

- **Creating GFPs networks per region[109]:** To foster exchange of knowledge and practices on gender equality and women's empowerment, platforms for GFPs to interact on a regular basis could be created. A Gender Focal Person network already exists, comprising all GFPs of EU external action units of DEVCO and EEAS. However, creating additional regional networks which would enable GFPs to meet more frequently and exchange knowledge in smaller and more targeted groups and in possibly similar gender contexts - could be helpful.

- **Organising IPs thematic meetings on gender equality practices:** Organising thematic meetings on gender equality and women's empowerment with all EU implementing partners could facilitate exchange of knowledge, best practices and lessons learned on how to address GAP II objectives in EU programming.

[107] EC (2016c), p.21.
[108] Meaning colleagues who have worked in the EUD for a longer time, and who were not required to possess such expertise at the time they were appointed.
[109] This suggestion emerged from an interview conducted in June 2018. However, a recent report by Concord (Concord Europe, 2018b) makes a similar finding which supports the need for such a regional GFP network group.

- **Including gender and women's empowerment objectives in political and policy dialogues with partner countries:** The study found that gender perspectives are not yet mainstreamed in political and policy dialogues, including on migration, with partner countries. Mainstreaming these issues in policy and political dialogues would help foster mutual understanding of gender equality and women's empowerment issues with partner countries, as well as address, and perhaps even bridge, potential divides. Beyond improving this lack of mainstreaming in dialogues, another suggestion would be to include partner countries in gender training sessions taking place at the EUDs and other social and political events on these topics (e.g. invite them to attend and/or contribute to annual awareness events organised by EUDs in the framework of International Women's Day).

The EU has been critical of itself in its 2016 Annual Implementation Report on the GAP II concerning the gaps in gender mainstreaming that still remain in EU external action. We found that many of the challenges persist in the case of the EUTF for Africa. While there are some good practices and ideas, and efforts towards achieving gender equality and girls' and women's empowerment are ongoing, there seems to be no high-quality systematic or thorough approach to gender. In the future, the EU will need to continue with a consistent and long-term approach towards gender that shows engagement and commitment at all staff levels. Being flexible to learn lessons and build on good practices is part of this approach.

On this path, the planned mid-term evaluation of the EUTF for Africa can help provide further insights into how gender commitments have been put into practice in the context of addressing migration. The lessons highlighted in this paper apply not only to the EUTF but may also be relevant for advancing gender equality in the EU's more general programming. Incorporating such lessons is especially important for the discussions on new programming processes and the updated guidelines for 2021-2027 as well as the proposed Neighbourhood, Development and International Cooperation Instrument which will seek to mainstream both gender and migration throughout.

More broadly and beyond just development cooperation, acting consistently and systematically at all levels on lessons learned from the implementation of GAP II so far and as documented in the yearly progress reports will help to go a long way towards furthering the EU's efforts to support global gender equality.

Annex

Horn of Africa	Countries
T05–EUTF–HoA–REG–09 Better Migration Management in Support of the Khartoum Process	Regional
T05–EUTF–HoA–REG-10 Research and evidence facility	Regional
T05–EUTF–HoA–ET–02 Stemming Irregular Migration in Northern and Central Ethiopia	Ethiopia
T05–EUTF–HoA–ET–01 Resilience Building and Creation of Economic Opportunities in Ethiopia (RESET II)	Ethiopia
T05–EUTF–HoA–SO–03–RE–INTEG Enhancing Somalia's responsiveness to the management and integration of mixed migration flows	Somalia
T05–EUTF–HoA–SS–04 Provision of basic health – Health Pooled Fund 2	South Sudan
T05–EUTF–HoA–SS Improvement of delivery of basic education through improved management and teacher's training (IMPACT)	South Sudan
T05–EUTF–HoA–SS–05 Support to stabilisation through improved resource, economic and financial management in South Sudan	South Sudan
T05–EUTF–HoA–UG–07 Regional Development and Protection Programme (RDPP): Support Programme to the Refugee Settlements and Host Communities in Northern Uganda (SPRS-NU)	Uganda
T05–EUTF–HoA–UG–08 Strengthening Social Cohesion and Stability in Slum Populations	Uganda
EUTF05–HoA–ETH–15 Regional Development and Protection Programme	Ethiopia
EUTF05–HoA–SD–11 Regional Development and Protection Programme in Sudan	Sudan
EUTF05–HoA–KE–17 Regional Development and Protection Programme in Kenya	Kenya
EUTF05–HoA–KE–18 Conflict prevention, peace, and economic opportunities for the youth	Kenya
EUTF05–HoA–SD–12 Strengthening resilience of IDPs, Returnees and Host Communities in West Darfur	Sudan
EUTF05–HoA–SDN–13 Strengthening resilience for refugees, IDPs and host communities in Eastern Sudan	Sudan

EUTF05–HoA–SDN–14 Greater stability in Eastern Sudan through better and more informed decision-making in Food Security	Sudan
EUTF05–HoA–REG–19 Towards Free Movement of Persons and Transhumance in IGAD region	Regional
EUTF05–HoA–REG–20 Strengthening IGAD's ability to promote resilience in the Horn of Africa	Regional
EUTF05–HoA–ET Building Resilience to Impacts of El Nino through Integrated Complementary Actions to the EU Resilience Building Programme in Ethiopia (RESET PLUS)	Ethiopia
EUTF05–HoA–SOM–Restore Building Resilience in Northern Somalia	Somalia
T05–EUTF–HoA–SD–22 Mitigate the effect of El Nino for the host and IDP population in Red Sea, White Nile and North Darfur, Sudan	Sudan
EUTF05–HoA–REG Collaboration in Cross-Border Areas of the Horn of Africa Region – Phase I	Regional
EUTF05–HoA–REG Regional Operational Centre in support of the Khartoum process and AU-Horn of Africa Initiative (Rock)	Regional
EUTF05–HoA–REG Monitoring and Learning System for the EU Trust Fund Horn of Africa Window	Regional
EUTF05–HoA–REG Facility on Sustainable and Dignified Return and Reintegration in support of the Khartoum Process	Regional
EUTF05–HoA–REG–36 Promoting Peace and Stability in the Horn of Africa Region	Regional
TEUF–HoA–Dj Enhancing youths' professional skills and increasing the institutional capacity for sustainable employment in the transport-logistics-port sector	Djibouti
Support for the creation of employment opportunities and skills development in Eritrea	Eritrea
EUTF05–HoA–KE–34 Kenya-EU Partnership for the implementation of the Kenya CVE strategy	Kenya
T05–EUTF–HoA–SD Livestock Epidemic Surveillance Project to Support Livelihoods of vulnerable rural smallholders and pastoralists (LESP SLSP)	Sudan
T05–EUTF–HoA–SD Improving Nutrition and Reducing Stunting in Eastern Sudan through an Integrated Nutrition and Food Security Approach	Sudan
T05–EUTF–HoA–SD Education Quality Improvement Programme in Sudan	Sudan
T05–EUTF–HOA–UG–39 RISE Response to increased demand on Government Service and creation of economic opportunities in Uganda	Uganda

T05–EUTF–HOA–ET–40 Stimulating economic opportunities and job creation for refugees and host communities in Ethiopia in support of the Comprehensive Refugee Response Framework (CRRF) in Ethiopia	Ethiopia
T05–EUTF–HOA–SO–46 Enhancing security and the rule of law in Somalia	Somalia
Sahel and Lake Chad	Countries
T05-EUTF-SAH-REG-01 Support for regional cooperation in G5 countries and the Sahel Security College	Regional
T05-EUTF-SAH-NE-01 Migrant Resource and Response Mechanism (MRRM) Phase II	Niger
T05-EUTF-SAH-NE-02 Programme to support local development and governance for better management of migratory flows	Niger
T05-EUTF-SAH-ML-01 Program to strengthen the resilience of communities, households and individuals vulnerable to food and nutrition insecurity in Mali	Mali
T05-EUTF-SAH-ML-03 Recovery of Economy and Support to Communities II (RELAC II)-Programme to support peace agreements through economic regeneration and assistance for local authorities in northern Mali	Mali
T05-EUTF-SAH-ML-02 Job creation by improving the cashew nut sector to alleviate the causes of emigration	Mali
T05-EUTF-SAH-SN-01 Resilience of people most vulnerable to food and nutrition crises in departure areas (Senegal)	Senegal
T05-EUTF-SAH-SN-03 Programme to enhance food and nutrition security in the Matam region, which is a migrant departure area	Senegal
T05-EUTF-SAH-REG-03 Support to the strengthening of police information systems in the broader West Africa region (WAPIS)	Regional
T05-EUTF-SAH-BF-01 LRRD Program to Strengthen the Resilience of Vulnerable Communities to Food and Nutrition Insecurity in Northern Border Areas in Burkina Faso	Burkina Faso
T05-EUTF-SAH-BF-02 Socio-economic integration project for women in the Sahel	Burkina Faso
T05-EUTF-SAH-CM-01 Response Programme to deal with the effects of internal and external population movement	Cameroon
T05-EUTF-SAH-CM-02 Project to promote employment and strengthen resilience in Northern Cameroon	Cameroon
T05-EUTF-SAH-CM-03 Investment project in support of local economic development in the Far North Region, promoting the employment and integration of young people.	Cameroon

T05-EUTF-SAH-ML-04 Security and Development in Northern Mali	Mali
T05-EUTF-SAH-ML-05 Project to support the Malian diaspora's investments in regions of origin	Mali
T05-EUTF-SAH-MR-01 Programme to integrate disadvantaged young people into the building sector (PECOBAT)	Mauritania
T05-EUTF-SAH-MR-02 Project to protect migrant children against exploitation and trafficking	Mauritania
T05-EUTF-SAH-NE-03 Creating jobs in the transit areas of Tahoua and Agadez in Niger	Niger
T05-EUTF-SAH-NE-04 Integrating young people into employment in the transit areas of Zinder and Agadez in Niger	Niger
T05-EUTF- SAH-NE-05 Setting up a joint investigation team to combat irregular immigration, human trafficking and people smuggling	Niger
T05-EUTF-SAH-NG-01 Linking relief, rehabilitation and development (LRRD) and promoting the stability and security of communities in north-east Nigeria	Nigeria
T05-EUTF-SAH-NG-02 Investing in the safety and integrity of Nigerian girls (I-SING)	Nigeria
T05-EUTF-SAH-NG-03 Enhancing state and community level conflict management capability in North Eastern Nigeria	Nigeria
T05-EUTF-SAH-SN-04 Developing employment in Senegal: strengthening business competitiveness and employability in departure areas.	Senegal
T05-EUTF-SAH-SN-05 Programme to support reducing migration through the creation of rural jobs in Senegal by setting up village and small family farms in regions with a high migration potential	Senegal
T05-EUTF-SAH-TD-01 Resilience in Lake Chad	Chad
T05-EUTF-SAH-TD-02 Project to strengthen resilience and peaceful coexistence (PRCPT)	Chad
T05-EUTF-SAH-BF-03 Support Programme for integrated border management in Burkina FASO (PAGIF-BF)-PROGEF	Burkina Faso
T05-EUTF-SAH-ML-06 Programme of support for enhanced security in the Mopti and Gao regions and for the management of border areas (PARSEC Mopti-Gao)	Mali
T05-EUTF-SAH-NE-06 Support for justice and security in Niger to fight organised crime, smuggling and human trafficking AJUSEN ((30+50 addendum))	Niger
T05-EUTF-SAH-TD-03 Support for the social and occupational integration of young Chadians in vulnerable situations	Chad

T05-EUTF-SAH-GM-01 The Gambia Youth Empowerment Scheme	The Gambia
T05-EUTF-SAH-REG-04 Rapid Action Groups - Monitoring and Intervention in the Sahel GAR-SI Sahel	Regional
T05-EUTF-SAH-REG-07 Creation of equitable employment and sustainable development of micro-companies through the responsible and ethical management of specific value chains linked to the fashion, lifestyle and interior design sectors	Regional
T05-EUTF-SAH-REG-05 Programme for inclusive social and economic recovery in Lake Chad - RESILAC	Regional
T05-EUTF-SAH-REG-06 Strengthening of the resilience of displaced populations due to the instability in northern Mali and support to the pacific coexistence between communities	Regional
T05-EUTF-SAH-REG-08 Strengthening the management and governance of migration and the sustainable reintegration of returning migrants	Regional
T05-EUTF-SAH-BF-04 Programme for the strengthening of migration management and governance and the return and sustainable reintegration in Burkina Faso	Burkina Faso
T05–EUTF–SAH–BF-06 TUUMA Programme for the support to professional competence, entrepreneurship and employment for women and youth in rural areas in Burkina Faso	Burkina Faso
T05-EUTF-SAH-BF-05 Programme for the support to employment in border and peripheral areas	Burkina Faso
T05-EUTF-SAH-CM-04 Programme for the strengthening of migration management and governance and the return and sustainable reintegration in Cameroon	Cameroon
T05-EUTF-SAH-TD-05 Programme to support training and public security in Chad	Chad
T05-EUTF-SAH-TD-06 Programme for the support to demining, social protection and development of vulnerable people	Chad
T05-EUTF-SAH-ML-08 Programme of support to the functioning of the State in Mali: support to the implementation of a secure information system	Mali
T05-EUTF-SAH-ML-09 Programme youth employment creates opportunities in Mali	Mali
T05-EUTF-SAH-ML-07 Programme for the strengthening of migration management and governance and the return and sustainable reintegration in Mali	Mali
T05-EUTF-SAH-MR-03 Contribute to the strengthening of migration and borders' governance and management, and facilitate the protection, the return and the sustainable reintegration of migrants in Mauritania	Mauritania

T05-EUTF-SAH-MR-05 Programme to promote employment and improve living conditions of coastal artisanal fishermen, youth and women nearby protected natural areas in Northern Mauritania	Mauritania
T05-EUTF-SAH-MR-04 Creation of decent jobs and consolidation of existing jobs for youth and potential migrants in the artisanal fishing sector	Mauritania
T05-EUTF-SAH-NE-07 Programme for the strengthening of migration management and governance and the sustainable return to Niger (Sustainable Return from Niger - SURENI)	Niger
T05-EUTF-SAH-NE-08 Action plans with a quick economic impact in Agadez (PAIERA)	Niger
T05-EUTF-SAH-NE-09 Support to the institutional and communal resilience in the Diffa region	Niger
T05-EUTF-SAH-NG-04 Strengthening migration governance in Nigeria and Sustainable Reintegration of Returning Migrants	Nigeria
T05-EUTF-SAH-NG-05 Programme "The Right to Write" in Nigeria	Nigeria
T05-EUTF-SAH-NG-06 Programme to strengthen psychosocial support, mental health, reintegration and protection services for children in Borno, including children associated with Boko Haram	Nigeria
T05-EUTF-SAH-SN-08 Project of support to the reduction of rural emigration and to the reintegration in the groundnut basin by the development of a rural economy on the basis of irrigated areas	Senegal
T05-EUTF-SAH-SN-09 Programme to reduce illegal migration through the support to private sector and job creation in Senegal (PASPED)	Senegal
T05-EUTF-SAH-SN-06 Programme for the strengthening of migration management and governance, the return and sustainable reintegration in Senegal and support to the investments of the Senegalese diaspora	Senegal
T05-EUTF-SAH-SN-07 Programme of support to the strengthening of the State information system and to the creation of a national biometric identity file	Senegal
T05-EUTF-SAH-GM-02 Programme to strengthen the management and governance of migration and the sustainable reintegration of returning migrants in the Gambia	The Gambia
T05-EUTF-SAH-NE-11 Creation of jobs and economic opportunities through sustainable management of the environment in transit zones and departure in Niger	Niger
T05-EUTF-SAH-NE-10 Integrated Resilience Support Project for Vulnerable Refugee, Displaced, Returned and Host Populations in the Diffa Region, Niger	Niger

T05-EUTF-SAH-NG-07 EU Support to Response, Recovery and Resilience in Borno State	Nigeria
T05-EUTF-SAH-TD-07 Inclusive development program in the reception areas DIZA	Chad
T05-EUTF-SAH-REG-09 La voix des jeunes du Sahel	Regional
T05-EUTF-SAH-BF-07 Youth protection in risk areas in Burkina Faso through education and dialogue.	Burkina Faso
T05-EUTF-SAH-BF-08 Prevention of indigenous violent extremism - Rebuild social cohesion in Northern Burkina through better monitoring of radicalisation, promotion of dialogue and enhancement of the pastoralist economy.	Burkina Faso
T05-EUTF-SAH-BF-09 Budget support for the implementation of the Sahel Emergency Program of Burkina Faso	Burkina Faso
T05-EUTF-SAH-GN-01 Support program for the socio-economic integration of young people (INTEGRA)	Guinea
T05-EUTF-SAH-ML-10 Youth and Stabilisation Program - PROJECTS - Central Mali Regions	Mali
T05-EUTF-SAH-MR-06 Project to support the prevention of violent radicalisation in the Islamic Republic of Mauritania	Mauritania
T05-EUTF-SAH-MR-07 Resilience Program for Vulnerable Urban and Rural Communities in Mauritania	Mauritania
T05-EUTF-SAH-TD-08 SECurité et GEstion des Frontières (SECGEF)	Chad
T05-EUTF-REG-SAH-10 Erasmus+ in West Africa	Regional
T05-EUTF-REG-SAH-12 Support to the fight against trafficking in the Gulf of Guinea countries	Regional
T05-EUTF-SAH-REG-11-IPDEV2 Supporting Entrepreneurs and Small Businesses in West Africa	Regional
North of Africa	Countries
T05-EUTF-NOA-REG-02 Mediterranean City-to-City Migration (MC2CM) – Phase II - EUTF North of Africa Window 2017	Regional
T05-EUTF-NOA-REG-03 Technical Cooperation Facility (TCF): Formulation of programmes, Implementation of the Monitoring and Evaluation Framework, and Communication activities - EUTF Africa North of Africa window	Regional
T05.3.NOA-DEV pillar of the Regional Development and Protection Programme in the North of Africa	Regional

T05-EUTF-NOA-REG-04 Facility for Migrant Protection and Reintegration in North Africa	Regional
T05-EUTF-NOA-REG-05 Dismantling the criminal networks operating in North Africa and involved in migrant smuggling and human trafficking	Regional
T05-EUTF-NOA-EG-01 Enhancing the response to migration challenges in Egypt (ERMCE)	Egypt
T05-EUTF-NOA-LY-02 Supporting protection and humanitarian repatriation and reintegration of vulnerable migrants in Libya	Libya
T05.2.NOA-LY Strengthening protection and resilience of displaced populations in Libya	Libya
T05-EUTF-NOA-LY-03 Managing mixed migration flows in Libya through expanding protection space and supporting local socio-economic development	Libya
T05-EUTF-NOA-LY-04 Support to Integrated border and migration management in Libya - First phase	Libya
T05-EUTF-NOA-MA-01 Live together without discrimination: a human rights- and gender-based approach	Morocco
T05-EUTF-NOA-MA-02 Legal Empowerment of Migrants	Morocco
T05-EUTF-NOA-TN-01 Foster the implementation of the national migration strategy in Tunisia	Tunisia
Cross windows	Countries
T05-EUTF-SAH-REG-0 -Technical Cooperation Facility	Cross window-SAH
T05-EUTF-REG-REG-01 Research and Evidence Facility for the Sahel and Lake Chad Region and the North of Africa	Cross window-SAH
South-South cooperation on migration - EUTF North of Africa Window 2017	Cross window- NoA
Horn of Africa	Countries
T05–EUTF–HoA–REG–09 Better Migration Management in Support of the Khartoum Process	Regional
T05–EUTF–HoA–REG-10 Research and evidence facility	Regional
T05–EUTF–HoA–ET–02 Stemming Irregular Migration in Northern and Central Ethiopia	Ethiopia
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T05–EUTF–HoA–SO–03–RE–INTEG Enhancing Somalia's responsiveness to the management and integration of mixed migration flows	Somalia
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EUTF05–HoA–SDN–13 Strengthening resilience for refugees, IDPs and host communities in Eastern Sudan	Sudan
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EUTF05–HoA–REG–19 Towards Free Movement of Persons and Transhumance in IGAD region	Regional
EUTF05–HoA–REG–20 Strengthening IGAD's ability to promote resilience in the Horn of Africa	Regional
EUTF05–HoA–ET Building Resilience to Impacts of El Nino through Integrated Complementary Actions to the EU Resilience Building Programme in Ethiopia (RESET PLUS)	Ethiopia
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T05–EUTF–HoA–SD–22 Mitigate the effect of El Nino for the host and IDP population in Red Sea, White Nile and North Darfur, Sudan	Sudan

EUTF05–HoA–REG Collaboration in Cross-Border Areas of the Horn of Africa Region – Phase I	Regional
EUTF05–HoA–REG Regional Operational Centre in support of the Khartoum process and AU-Horn of Africa Initiative (Rock)	Regional
EUTF05–HoA–REG Monitoring and Learning System for the EU Trust Fund Horn of Africa Window	Regional
EUTF05–HoA–REG Facility on Sustainable and Dignified Return and Reintegration in support of the Khartoum Process	Regional
EUTF05–HoA–REG–36 Promoting Peace and Stability in the Horn of Africa Region	Regional
TEUF–HoA–Dj Enhancing youths' professional skills and increasing the institutional capacity for sustainable employment in the transport-logistics-port sector	Djibouti
Support for the creation of employment opportunities and skills development in Eritrea	Eritrea
EUTF05–HoA–KE–34 Kenya-EU Partnership for the implementation of the Kenya CVE strategy	Kenya
T05–EUTF–HoA–SD Livestock Epidemic Surveillance Project to Support Livelihoods of vulnerable rural smallholders and pastoralists (LESP SLSP)	Sudan
T05–EUTF–HoA–SD Improving Nutrition and Reducing Stunting in Eastern Sudan through an Integrated Nutrition and Food Security Approach	Sudan
T05–EUTF–HoA–SD Education Quality Improvement Programme in Sudan	Sudan
T05–EUTF–HOA–UG–39 RISE Response to increased demand on Government Service and creation of economic opportunities in Uganda	Uganda
T05–EUTF–HOA–ET–40 Stimulating economic opportunities and job creation for refugees and host communities in Ethiopia in support of the Comprehensive Refugee Response Framework (CRRF) in Ethiopia	Ethiopia
T05–EUTF–HOA–SO–46 Enhancing security and the rule of law in Somalia	Somalia
Sahel and Lake Chad	Countries
T05-EUTF-SAH-REG-01 Support for regional cooperation in G5 countries and the Sahel Security College	Regional
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T05-EUTF-SAH-NE-02 Programme to support local development and governance for better management of migratory flows	Niger

T05-EUTF-SAH-ML-01 Program to strengthen the resilience of communities, households and individuals vulnerable to food and nutrition insecurity in Mali	Mali
T05-EUTF-SAH-ML-03 Recovery of Economy and Support to Communities II (RELAC II)-Programme to support peace agreements through economic regeneration and assistance for local authorities in northern Mali	Mali
T05-EUTF-SAH-ML-02 Job creation by improving the cashew nut sector to alleviate the causes of emigration	Mali
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T05-EUTF-SAH-REG-03 Support to the strengthening of police information systems in the broader West Africa region (WAPIS)	Regional
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T05-EUTF-SAH-BF-02 Socio-economic integration project for women in the Sahel	Burkina Faso
T05-EUTF-SAH-CM-01 Response Programme to deal with the effects of internal and external population movement	Cameroon
T05-EUTF-SAH-CM-02 Project to promote employment and strengthen resilience in Northern Cameroon	Cameroon
T05-EUTF-SAH-CM-03 Investment project in support of local economic development in the Far North Region, promoting the employment and integration of young people.	Cameroon
T05-EUTF-SAH-ML-04 Security and Development in Northern Mali	Mali
T05-EUTF-SAH-ML-05 Project to support the Malian diaspora's investments in regions of origin	Mali
T05-EUTF-SAH-MR-01 Programme to integrate disadvantaged young people into the building sector (PECOBAT)	Mauritania
T05-EUTF-SAH-MR-02 Project to protect migrant children against exploitation and trafficking	Mauritania
T05-EUTF-SAH-NE-03 Creating jobs in the transit areas of Tahoua and Agadez in Niger	Niger
T05-EUTF-SAH-NE-04 Integrating young people into employment in the transit areas of Zinder and Agadez in Niger	Niger

T05-EUTF- SAH-NE-05 Setting up a joint investigation team to combat irregular immigration, human trafficking and people smuggling	Niger
T05-EUTF-SAH-NG-01 Linking relief, rehabilitation and development (LRRD) and promoting the stability and security of communities in north-east Nigeria	Nigeria
T05-EUTF-SAH-NG-02 Investing in the safety and integrity of Nigerian girls (I-SING)	Nigeria
T05-EUTF-SAH-NG-03 Enhancing state and community level conflict management capability in North Eastern Nigeria	Nigeria
T05-EUTF-SAH-SN-04 Developing employment in Senegal: strengthening business competitiveness and employability in departure areas.	Senegal
T05-EUTF-SAH-SN-05 Programme to support reducing migration through the creation of rural jobs in Senegal by setting up village and small family farms in regions with a high migration potential	Senegal
T05-EUTF-SAH-TD-01 Resilience in Lake Chad	Chad
T05-EUTF-SAH-TD-02 Project to strengthen resilience and peaceful coexistence (PRCPT)	Chad
T05-EUTF-SAH-BF-03 Support Programme for integrated border management in Burkina FASO (PAGIF-BF)-PROGEF	Burkina Faso
T05-EUTF-SAH-ML-06 Programme of support for enhanced security in the Mopti and Gao regions and for the management of border areas (PARSEC Mopti-Gao)	Mali
T05-EUTF-SAH-NE-06 Support for justice and security in Niger to fight organised crime, smuggling and human trafficking AJUSEN ((30+50 addendum))	Niger
T05-EUTF-SAH-TD-03 Support for the social and occupational integration of young Chadians in vulnerable situations	Chad
T05-EUTF-SAH-GM-01 The Gambia Youth Empowerment Scheme	The Gambia
T05-EUTF-SAH-REG-04 Rapid Action Groups - Monitoring and Intervention in the Sahel GAR-SI Sahel	Regional
T05-EUTF-SAH-REG-07 Creation of equitable employment and sustainable development of micro-companies through the responsible and ethical management of specific value chains linked to the fashion, lifestyle and interior design sectors	Regional
T05-EUTF-SAH-REG-05 Programme for inclusive social and economic recovery in Lake Chad - RESILAC	Regional
T05-EUTF-SAH-REG-06 Strengthening of the resilience of displaced populations due to the instability in northern Mali and support to the pacific coexistence between communities	Regional

T05-EUTF-SAH-REG-08 Strengthening the management and governance of migration and the sustainable reintegration of returning migrants	Regional
T05-EUTF-SAH-BF-04 Programme for the strengthening of migration management and governance and the return and sustainable reintegration in Burkina Faso	Burkina Faso
T05–EUTF–SAH–BF-06 TUUMA Programme for the support to professional competence, entrepreneurship and employment for women and youth in rural areas in Burkina Faso	Burkina Faso
T05-EUTF-SAH-BF-05 Programme for the support to employment in border and peripheral areas	Burkina Faso
T05-EUTF-SAH-CM-04 Programme for the strengthening of migration management and governance and the return and sustainable reintegration in Cameroon	Cameroon
T05-EUTF-SAH-TD-05 Programme to support training and public security in Chad	Chad
T05-EUTF-SAH-TD-06 Programme for the support to demining, social protection and development of vulnerable people	Chad
T05-EUTF-SAH-ML-08 Programme of support to the functioning of the State in Mali: support to the implementation of a secure information system	Mali
T05-EUTF-SAH-ML-09 Programme youth employment creates opportunities in Mali	Mali
T05-EUTF-SAH-ML-07 Programme for the strengthening of migration management and governance and the return and sustainable reintegration in Mali	Mali
T05-EUTF-SAH-MR-03 Contribute to the strengthening of migration and borders' governance and management, and facilitate the protection, the return and the sustainable reintegration of migrants in Mauritania	Mauritania
T05-EUTF-SAH-MR-05 Programme to promote employment and improve living conditions of coastal artisanal fishermen, youth and women nearby protected natural areas in Northern Mauritania	Mauritania
T05-EUTF-SAH-MR-04 Creation of decent jobs and consolidation of existing jobs for youth and potential migrants in the artisanal fishing sector	Mauritania
T05-EUTF-SAH-NE-07 Programme for the strengthening of migration management and governance and the sustainable return to Niger (Sustainable Return from Niger - SURENI)	Niger
T05-EUTF-SAH-NE-08 Action plans with a quick economic impact in Agadez (PAIERA)	Niger
T05-EUTF-SAH-NE-09 Support to the institutional and communal resilience in the Diffa region	Niger

T05-EUTF-SAH-NG-04 Strengthening migration governance in Nigeria and Sustainable Reintegration of Returning Migrants	Nigeria
T05-EUTF-SAH-NG-05 Programme "The Right to Write" in Nigeria	Nigeria
T05-EUTF-SAH-NG-06 Programme to strengthen psychosocial support, mental health, reintegration and protection services for children in Borno, including children associated with Boko Haram	Nigeria
T05-EUTF-SAH-SN-08 Project of support to the reduction of rural emigration and to the reintegration in the groundnut basin by the development of a rural economy on the basis of irrigated areas	Senegal
T05-EUTF-SAH-SN-09 Programme to reduce illegal migration through the support to private sector and job creation in Senegal (PASPED)	Senegal
T05-EUTF-SAH-SN-06 Programme for the strengthening of migration management and governance, the return and sustainable reintegration in Senegal and support to the investments of the Senegalese diaspora	Senegal
T05-EUTF-SAH-SN-07 Programme of support to the strengthening of the State information system and to the creation of a national biometric identity file	Senegal
T05-EUTF-SAH-GM-02 Programme to strengthen the management and governance of migration and the sustainable reintegration of returning migrants in the Gambia	The Gambia
T05-EUTF-SAH-NE-11 Creation of jobs and economic opportunities through sustainable management of the environment in transit zones and departure in Niger	Niger
T05-EUTF-SAH-NE-10 Integrated Resilience Support Project for Vulnerable Refugee, Displaced, Returned and Host Populations in the Diffa Region, Niger	Niger
T05-EUTF-SAH-NG-07 EU Support to Response, Recovery and Resilience in Borno State	Nigeria
T05-EUTF-SAH-TD-07 Inclusive development program in the reception areas DIZA	Chad
T05-EUTF-SAH-REG-09 La voix des jeunes du Sahel	Regional
T05-EUTF-SAH-BF-07 Youth protection in risk areas in Burkina Faso through education and dialogue.	Burkina Faso
T05-EUTF-SAH-BF-08 Prevention of indigenous violent extremism - Rebuild social cohesion in Northern Burkina through better monitoring of radicalisation, promotion of dialogue and enhancement of the pastoralist economy.	Burkina Faso

T05-EUTF-SAH-BF-09 Budget support for the implementation of the Sahel Emergency Program of Burkina Faso	Burkina Faso
T05-EUTF-SAH-GN-01 Support program for the socio-economic integration of young people (INTEGRA)	Guinea
T05-EUTF-SAH-ML-10 Youth and Stabilisation Program - PROJECTS - Central Mali Regions	Mali
T05-EUTF-SAH-MR-06 Project to support the prevention of violent radicalisation in the Islamic Republic of Mauritania	Mauritania
T05-EUTF-SAH-MR-07 Resilience Program for Vulnerable Urban and Rural Communities in Mauritania	Mauritania
T05-EUTF-SAH-TD-08 SECurité et GEstion des Frontières (SECGEF)	Chad
T05-EUTF-REG-SAH-10 Erasmus+ in West Africa	Regional
T05-EUTF-REG-SAH-12 Support to the fight against trafficking in the Gulf of Guinea countries	Regional
T05-EUTF-SAH-REG-11-IPDEV2 Supporting Entrepreneurs and Small Businesses in West Africa	Regional
North of Africa	Countries
T05-EUTF-NOA-REG-02 Mediterranean City-to-City Migration (MC2CM) – Phase II - EUTF North of Africa Window 2017	Regional
T05-EUTF-NOA-REG-03 Technical Cooperation Facility (TCF): Formulation of programmes, Implementation of the Monitoring and Evaluation Framework, and Communication activities - EUTF Africa North of Africa window	Regional
T05.3.NOA-DEV pillar of the Regional Development and Protection Programme in the North of Africa	Regional
T05-EUTF-NOA-REG-04 Facility for Migrant Protection and Reintegration in North Africa	Regional
T05-EUTF-NOA-REG-05 Dismantling the criminal networks operating in North Africa and involved in migrant smuggling and human trafficking	Regional
T05-EUTF-NOA-EG-01 Enhancing the response to migration challenges in Egypt (ERMCE)	Egypt
T05-EUTF-NOA-LY-02 Supporting protection and humanitarian repatriation and reintegration of vulnerable migrants in Libya	Libya
T05.2.NOA-LY Strengthening protection and resilience of displaced populations in Libya	Libya

T05-EUTF-NOA-LY-03 Managing mixed migration flows in Libya through expanding protection space and supporting local socio-economic development	Libya
T05-EUTF-NOA-LY-04 Support to Integrated border and migration management in Libya - First phase	Libya
T05-EUTF-NOA-MA-01 Live together without discrimination: a human rights- and gender-based approach	Morocco
T05-EUTF-NOA-MA-02 Legal Empowerment of Migrants	Morocco
T05-EUTF-NOA-TN-01 Foster the implementation of the national migration strategy in Tunisia	Tunisia
Cross windows	Countries
T05-EUTF-SAH-REG-0 -Technical Cooperation Facility	Cross window-SAH
T05-EUTF-REG-REG-01 Research and Evidence Facility for the Sahel and Lake Chad Region and the North of Africa	Cross window-SAH
South-South cooperation on migration - EUTF North of Africa Window 2017	Cross window- NoA

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