



# ANNEXES

## TRANSFORMING LIVES? EU Gender Action Plan II From Implementation to Impact

**CONCORD**

European NGO confederation for relief and development

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## Box 1. GAP II Objectives

### GAP II OBJECTIVES

#### *Institutional Cultural Shift*

1. Increased coherence and coordination amongst EU institutions and with EU member states.
2. Dedicated leadership on gender equality and girls and women's empowerment established in EU institutions and member states.
3. Sufficient resources allocated by EU institutions and member states to deliver on EU gender policy commitments.
4. Robust gender evidence used to inform all EU external spending, programming and policymaking.
5. Results for women and girls measured and resources allocated to systematically track progress.
6. Partnerships fostered between EU and stakeholders to build national capacity for gender equality.

#### *Ensuring girls' and women's physical and psychological integrity*

7. Girls and women free from all forms of violence against women and girls, both in the public and the private sphere;
8. Trafficking of girls and women for all forms of exploitation eliminated;
9. Protection for all women and men of all ages from sexual and gender based violence in crisis situations through EU-supported operations;
10. Equal access to quality preventative, curative and rehabilitative physical and mental healthcare services for girls and women;
11. Promoted, protected and fulfilled right of every individual to have full control over and decide freely and responsibly on matters related to their sexuality and sexual and reproductive health, free from discrimination, coercion and violence;
12. Healthy nutrition levels for girls and women throughout their lifetime.

#### *Promoting the economic and social rights/empowerment of girls and women*

13. Equal access for girls and women to all levels of quality education and vocational training free from discrimination;
14. Access to decent work for women of all ages;
15. Access by women to financial services, productive resources including land, trade and entrepreneurship;
16. Equal access and control over clean water, energy and transport infrastructure, and equitable engagement in their management enjoyed by girls and women.

#### *Strengthening girls' and women's voice and participation*

17. Equal rights and ability for women to participate in policy and governance processes at all levels;
18. Women's organisations and other CSOs and human rights defenders working for gender equality and women's empowerment and Rights feely able to work and protected by law;
19. Challenged and changed discriminatory social norms and gender stereotypes;
20. Equal rights enjoyed by women to participate in and influence decision making processes on climate and environmental issues.

## Box 2.

### Mind the Gap: An independent Evaluation of the Implementation of GAP II in the Western Balkans: Key Findings<sup>1</sup>

#### OBJECTIVE 1. INCREASE COHERENCE AND COORDINATION AMONG EU INSTITUTIONS AND WITH MEMBER STATES (MSs) .

- EUDs have seldom raised gender equality issues with governments during political dialogues, largely because EU officials do not consider gender equality a priority.

#### OBJECTIVE 2. DEDICATED LEADERSHIP ON GENDER EQUALITY AND GIRLS' AND WOMEN'S EMPOWERMENT ESTABLISHED IN EU INSTITUTIONS AND MSs

- The percentage of women heads of EUDs has increased, but women remain under-represented.
- EUDs have not appointed gender champions.
- The extent to which managers have addressed gender equality seems to have depended more on individual will than on institutionalized practice.
- GAP II indicators have been selected in most WB countries, though this process involved insufficient consultation with WCSOs.

#### OBJECTIVE 3. SUFFICIENT RESOURCES ALLOCATED BY EU INSTITUTIONS AND MSS TO DELIVER ON EU GENDER POLICY COMMITMENTS

- Regrettably, funding for improving results for girls and women was not evaluated during the 2017 Midterm Review.
- Current data management systems preclude accurate monitoring of funding to women and girls, gender equality, and WCSOs, respectively.
- The EU has not allocated adequate human resources to implementing GAP II.
- Job descriptions have not been updated to require gender equality tasks as responsibilities for all.
- Human resources had limited but insufficient training on gender mainstreaming in IPA programming.

#### OBJECTIVE 4. ROBUST GENDER EVIDENCE USED TO INFORM ALL EU EXTERNAL SPENDING, PROGRAMMING AND POLICY MAKING

- Gender analyses were conducted in all countries. However, few programs have used sector-specific gender analyses to inform their designs.
- EUDs have taken some positive measures to better mainstream gender in IPA programming.
- However, since beneficiary countries draft Action Documents (ADs) and should take ownership over them, EUD officials often hesitated to interfere with existing government strategies and planned actions, including encouraging governments to address gender inequalities within documents. The fact that governments, not EUDs, “own” these documents and base them on existing government strategies presents a fundamental challenge for ensuring gender equality is mainstreamed in ADs.
- EUDs have not consulted sufficiently or systematically with National Gender Equality Mechanisms (NGEMs), CSOs and WCSOs to inform IPA programs.
- Across all WB countries, WCSOs stated that they had little if any information about the EU Accession process, let alone specific ADs.

#### OBJECTIVE 5. RESULTS FOR WOMEN AND GIRLS MEASURED AND RESOURCES ALLOCATED TO SYSTEMATICALLY TRACK PROGRESS

- The EU Results Framework (EURF) has not been aligned with GAP II, and several GAP II indicators are problematic because they do not require sex-disaggregated data.
- Several challenges exist with using the OECD Gender Marker as an indicator: it may provide misleading information related to actual resources allocated for women and girls; officials tend to lack sufficient knowledge about it, contributing to subjectivity and inaccurate marking; and intervention logics within IPA programming templates limit the introduction of overall or specific objectives related to gender equality, towards receiving a G1 or G2 mark.

#### OBJECTIVE 6. PARTNERSHIPS FOSTERED BETWEEN EU AND STAKEHOLDERS TO BUILD NATIONAL CAPACITY FOR GENDER EQUALITY

- EUDs have taken very few initiatives to foster partnerships between the EU and stakeholders to build national capacities for gender equality. Related, EUDs have provided little to no additional funding for research on gender equality, furthering capacities of NGEMs, and/or improved media reporting on gender equality, respectively.
- Coordination mechanisms on gender equality exist, but are weak and often ad-hoc.

<sup>1</sup> Nicole Farnsworth and Iliriana Banjska, “Mind the Gap. An Independent Evaluation of the Implementation of the EU GAP2 in Western Balkan Countries for the Kosovo Women’s Network,” 2018, 4–6.

# METHODOLOGICAL NOTE: MEASURING IMPACT

A review of the literature on impact evaluation<sup>2</sup> has produced the following principles:

1. GAP II is new, and impact is likely to be mid-long-term. At this stage, we need to include the presence of enabling factors as positive signs (see Box 3).
2. Quantitative data must be accompanied by qualitative data in order to reveal the changes in the lives of women and men and in gender relations. This means, for example, asking not just *how many* women are in parliament, but *which* women and what *influence* are they able to exert.
3. GAP II does not exist in isolation, and the influence of the broader context must be considered. The impact of GAP II will be inextricably linked with the impact of other EU and non-EU actions, and of external factors, including the social, economic, political and cultural context.
4. It will not be possible to attribute change to GAP II with any certainty. The co-existence of GAP II with markers of change, and the absence of any evidence that GAP II was not responsible, will be taken as positive.
5. There may be unintended consequences including negative outcomes and impacts, and these must be considered.

Drawing heavily on Gillian Fletcher<sup>3</sup>, our framework for measuring the gendered impact of GAP II has three layers:

- Descriptive
- Causal
- Evaluative

If we want to know what impact GAP II has had in the partner countries, we need to, first, **describe** the situation before and after GAP II and how it has changed; how GAP II has been implemented; and who participated in this implementation. We then need to address the question of **causation**. Are any changes observed due to GAP II, rather than other factors? Finally, we need to **evaluate** the impact. Has GAP II had a positive effect?

Fletcher argues that collecting sex-disaggregated data is essential but not sufficient. It demonstrates whether policies, programmes and projects are having a different impact on men and women. However, gender is not just about men and women as separate homogenous categories. She therefore proposes questions intended to go beyond sex-disaggregated data to

describe, explain and judge gender-related changes that matter. We have modified these questions to make them relevant to our study<sup>4</sup>:

## *Descriptive:*

- Are women's and girls' lives and experiences visible and counted (eg. the collection of sex disaggregated data)?
- Are women and girls' needs and rights upheld, for example, is there a reduction in violence against women and girls? Is this visible across diverse groups of girls and women?
- Do women and girls have equal access to, and benefits from, resources, services and opportunities, for example, access to employment? How does this access intersect with other inequalities?
- Are women's voices listened to? Do women have the right to speak and be heard? Do women in governance have the same opportunities as men? Do they have an equal voice in decision making? Does this apply to all groups of women?
- Do programme and project documents reflect the priorities outlined in GAP II?
- What changes have been experienced by diverse groups of women and men?
- To what extent has greater equality been achieved?
- What changes have taken place in ideas, practices and beliefs?

## *Causal*

- Do respondents make a connection between the changes experienced and GAP II?
- What other explanations do they offer for the changes?

## *Evaluative*

- Which changes are most/least valued by respondents?

2 See for example International Institute for Environment and Development (IIED), "Five Considerations for National Evaluation Agendas Informed by the SDGs," 2016; Helen Derbyshire, Dolata Nadja, and Ahluwalia Kanwal, "Untangling Gender Mainstreaming: A Theory of Change Based on Experience and Reflection. A Gender and Development Network Briefing," 2015; Simone Lombardini, Kimberly Bowman, and Rosa Garwood, A 'How To' Guide To Measuring Women's Empowerment: Sharing Experience from Oxfam's Impact Evaluations (Oxfam GB, 2017), doi:10.21201/2017.9750; Gillian Fletcher, "Addressing Gender in Impact Evaluation: What Should Be Considered?," ODI Methods Lab October (2015); Emily Hillenbrand et al., "Measuring Gender-Transformative Change: A Review of the Literature and Promising Practices," CARE USA Working Paper, 2015; OECD, "DAC Criteria for Evaluating Development Assistance," accessed April 4, 2018, <http://www.oecd.org/dac/evaluation/dacriteriaforevaluatingdevelopmentassistance.htm>; Michael Samson et al., "Methods of Measuring the Impacts of Social Policy in Political, Economic and Social Dimensions," UNRISD Working Paper 2015-4, 2015; Charles Kenny and Andy Sumner, "More Money or More Development? What Have the MDGs Achieved?," Centre for Global Development Working Paper 278 (2011).

3 Fletcher, "Addressing Gender in Impact Evaluation: What Should Be Considered?"

4 Drawing on the work of Derbyshire, Nadja, and Kanwal, "Untangling Gender Mainstreaming: A Theory of Change Based on Experience and Reflection. A Gender and Development Network Briefing"; Alyson Brody, "Gender and Development in Brief, Bridge Bulletin, Issue 21" (Brighton, 2009); Lombardini, Bowman, and Garwood, A 'How To' Guide To Measuring Women's Empowerment: Sharing Experience from Oxfam's Impact Evaluations.

### Box 3. Enabling factors for positive impact of GAP II

- Political will
- Leadership
- Gender knowledge
- A shared strategic goal
- Internal commitment
- Internal gender champions
- External advocacy
- Close collaboration with CSOs
- Resources/capacity
- Training
- Technical processes

### Box 4. GHANA National Gender Machinery and Policy

1975 – National Council on Women and Development (NCWD)  
 2001 – Ministry of Women’s and 1975 – National Council on Women and Development (NCWD)  
 2001 – Ministry of Women’s and Children’s Affairs (MOWAC) headed by a Minister with Cabinet Status.  
 2003 Labour Law – prohibits discrimination on the grounds of gender, race, colour, ethnic origin, religion, creed, social or economic status, disability or politics (Article 14e), guarantees equal pay for equal work (Article 68), and protects the rights of pregnant women and the right to maternity leave.  
 2004 – National Gender and Children Policy, whose overall goal was to ‘mainstream gender concerns in the national development process in order to improve the social, legal/civic, economic and cultural conditions of the people of Ghana, particularly women and children’.<sup>5</sup>  
 2007 – Domestic Violence Act.  
 2013 – Creation of the Ministry of Gender, Children and Social Protection.  
 2015 – National Gender Policy.

**Table 1 Ghana’s Gender Development Index GDI for 2015<sup>6</sup>**

	LIFE EXPECTANCY AT BIRTH		EXPECTED YEARS OF SCHOOLING		MEAN YEARS OF SCHOOLING		GNI PER CAPITA		HDI VALUES		F-M RATIO
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	GDI Value
Ghana	62.5	60.5	11.1	11.7	5.8	7.9	3,200	4,484	0.545	0.606	0.899
Sub-Saharan Africa	60.2	57.6	9.1	10.3	4.5	6.3	2,637	4,165	0.488	0.557	0.877

<sup>5</sup> Ministry of Gender Children and Social Protection, “National Gender Policy: Mainstreaming Gender Equality and Women’s Empowerment into Ghana’s Development Efforts,” 2015, 2.

<sup>6</sup> United Nations Development Programme (UNDP), “Human Development Report 2016. Ghana,” 2017, 5.

**Table 2 Ghana's Gender Inequality Index for 2015<sup>7</sup>**

	GII VALUE	GII RANK	MATERNAL MORTALITY RATIO	ADOLESCENT BIRTH RATE	FEMALE SEATS IN PARLIAMENT (%)	POPULATION WITH AT LEAST SOME SECONDARY EDUCATION (%)		LABOUR FORCE PARTICIPATION RATE (%)	
						Female	Male	Female	Male
Ghana	0.547	131	319	66.8	10.9	51.8	68.5	75.5	78.5
Sub-Saharan Africa	0.572	---	551	103	23.3	25.3	33.9	64.9	76.1

**Box 5: Vietnam Gender Laws, Policies and Strategies**

Law on Gender Equality 2006.

Law on the Prevention and Control of Domestic Violence 2007.

The National Strategy on Gender Equality 2011-20 was adopted in 2012 and has seven objectives:

1. To intensify women's participation in managerial and leading positions in order to gradually narrow gender gap in the political field;
2. To narrow gender gap in the economic, labour and employment domains; to increase access of rural poor women and ethnic minority women to economic resources and labour market;
3. To raise the quality of female human resources, gradually ensure equal participation in the education and training between men and women;
4. To ensure gender equality in access to and benefit from healthcare services;
5. To ensure gender equality in the cultural and information domain;
6. To ensure gender equality in family life, gradually eliminating gender-based violence;
7. To enhance capacity of gender equality state management.<sup>8</sup>

National Strategy and Action Plan on the Prevention of Domestic Violence 2008-15.

National Action Plan on Human Trafficking 2011-15.

Amendment to the Labour Code 2012 prohibiting sexual harassment at work.

Amendment to the Constitution 2013 placing an affirmative obligation on the State to 'guarantee the right to and opportunities for gender equality.'<sup>9</sup>

Land Law 2013 permitting land-use certificates in the name of both spouses.

State Budget Law 2015, according to which gender equality, hunger eradication, poverty reduction, and ethnic policies are to be prioritized in budgetary allocations, and state budget estimates are to include 'gender equality.'<sup>10</sup>

Revised Law on Promulgation of Legal Documents, approved in June 2015, introducing the mainstreaming of gender equality issues in draft laws, ordinances and draft resolutions (Article 69).<sup>11</sup>

<sup>7</sup> Maternal mortality ratio is expressed in number of deaths per 100,000 live births and adolescent birth rate is expressed in number of births per 1,000 women ages 15-19. Ibid., 6.

<sup>8</sup> Socialist Republic of Vietnam, "National Strategy on Gender Equality for the 2011-20 Period," 2011, 1–2.

<sup>9</sup> UN Women, "Gender Equality and Taxation in Vietnam: Issues and Recommendations" (Hanoi, 2016), 14.

<sup>10</sup> Ibid.

<sup>11</sup> UN Women, "Gender Responsive Budgeting in Vietnam," 2015, 1.

**Table 3: Vietnam's GDI for 2015<sup>12</sup>**

LIFE EXPECTANCY AT BIRTH		EXPECTED YEARS OF SCHOOLING		MEAN YEARS OF SCHOOLING		GNI PER CAPITA		HDI VALUES		F-M RATIO
Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	GDI Value
80.6	71.2	12.9	12.5	7.9	8.2	4834	5846	0.687	0.681	1.010

**Table 4: Vietnam's GII for 2015<sup>13</sup>**

GII VALUE	GII RANK	MATERNAL MORTALITY RATIO	ADOLESCENT BIRTH RATE	FEMALE SEATS IN PARLIAMENT (%)	POPULATION WITH AT LEAST SOME SECONDARY EDUCATION		LABOUR FORCE PARTICIPATION RATE (%)	
					Female	Male	Female	Male
0.337	71	54	38.6	24.3	64.0	76.7	73.8	83.2

**Table 5: Financial Overview (Indicative Amounts) EU support to Vietnam<sup>14</sup>**

Sector	Amount in EUR	% of total
Sector 1: Sustainable Energy	346,000,000	86.5%
Sector 2: Governance and Rule of Law	50,000,000	12.5%
Support Measures	4,000,000	1%
Total MIP 2014-2020	400,000,000	100%

<sup>12</sup> United Nations Development Programme (UNDP), "Human Development Report 2016. Viet Nam," 2017, 5.

<sup>13</sup> Maternal mortality ratio is expressed in number of deaths per 100,000 live births and adolescent birth rate is expressed in number of births per 1,000 women aged 15-19 Ibid., 6.

<sup>14</sup> European Union, "EU Cooperation in Viet Nam: An Enhanced Response to the Development Challenges. The Multi-Annual Indicative Programme for Viet Nam 2014-2020," 2014, 5.



## Box 6: Rwanda's Gender Equality Laws and Gender Policy

Law No. 13/2009 of 27/05/2009 regulating Labour in Rwanda prohibits gender-based violence in the workplace (Article 9) and prohibits discrimination on the grounds of sex, marital status, family responsibilities, current, previous and future pregnancy (Article 12).

Law No. 86/2013 of 11/09/2013 establishes the General Statutes for Public Service that obliges the State to guarantee to its employee the protection against any type of violence in the workplace.

Organic Law No. 01/2012 of 02/05/2012 institutes the penal code which criminalises rape as well as marital rape.

Law No. 43/2013 of 16 June 2013 governing land in Rwanda prohibits discrimination based on sex in relation to access to land.

Organic Law No. 12/2013/OL of 12 September 2013 on State finances and property enforces accountability measures for gender-sensitive resource allocation across all sectors, programmes and projects through gender budget statements.

Law No. 10/20/2013/OL prohibits any form of discrimination based on gender, sex, race and religion in political parties.

Law No. 003/2016 of 30/03/2016 establishing and governing maternity benefits scheme allows a mother to take three months fully paid maternity leave, up to 1 hour out of official working hours for a period of 12 months to spend time with her child, and 4 days leave for fathers during the wife's maternity leave.

Law No. 27/2016 of 8 July 2016 governing matrimonial regimes, donations and successions explicitly prohibits discrimination between male and female children in successions.

Law No. 32/2016 of 28 August 2016 governing persons and the family repeals several provisions discriminatory against women.

### **National Gender Policy (2010).**

Agriculture Gender Strategy (2010) to 'institutionalise gender responsive programming (planning and budgeting), implementation, monitoring and reporting systems and improve gender equality in the agriculture sector'.<sup>15</sup>

National Gender Strategic Plan (2016-20).

National Policy against Gender-Based Violence (2011) and its Strategic Plan (2011-16).

<sup>15</sup> Nathalie Holvoet and Liesbeth Inberg, "Gender Mainstreaming in Sector Budget Support: The Case of the European Commission's Sector Support to Rwanda's Agriculture Sector," *Journal of International Women's Studies* 16, no. 2 (2015): 157.

**Table 6: Rwanda's GDI for 2015<sup>16</sup>**

LIFE EXPECTANCY AT BIRTH		EXPECTED YEARS OF SCHOOLING		MEAN YEARS OF SCHOOLING		GNI PER CAPITA		HDI VALUES		F-M RATIO
Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	GDI Value
67.4	61.8	11.4	9.3	3.3	4.4	1,428	1,822	0.491	0.495	0.992

**Table 7: Rwanda's GII index for 2015<sup>17</sup>**

GII VALUE	GII RANK	MATERNAL MORTALITY RATIO	ADOLESCENT BIRTH RATE	FEMALE SEATS IN PARLIAMENT (%)	POPULATION WITH AT LEAST SOME SECONDARY EDUCATION		LABOUR FORCE PARTICIPATION RATE (%)	
					Female	Male	Female	Male
0.383	84	290	26.3	57.5	10.5	16.4	86.4	83.2

**Table 8: Physicians per 1000 people<sup>18</sup>**

Belgium	3.0
Ghana	0.096
Vietnam	0.8
Rwanda	0.064

**Table 9: Indicative Allocation to Rwanda EUR 460 million<sup>19</sup>**

	Indicative Allocation (% of total)	Indicative Allocation
Sector 1: Sustainable Energy	43.5	EUR 200 million
Sector 2: Sustainable Agriculture and Food Security	43.5	EUR 200 million
Sector 3: Accountable Governance	8.7	EUR 40 million
Measures in favour of civil society	2.2	EUR 10 million
Support Measures	2.2	EUR 10 million

<sup>16</sup> United Nations Development Programme (UNDP), "Briefing Note for Countries on the 2016 Human Development Report: Rwanda," 2017, 5.

<sup>17</sup> Maternal mortality ratio is expressed in number of deaths per 100,000 live births and adolescent birth rate is expressed in number of births per 1,000 women aged 15-19. Ibid., 6.

<sup>18</sup> World Health Organizations Global Health Workforce Statistics, OECD, supplemented by country data, [https://data.worldbank.org/indicator/SH.MED.PHYS.ZS?year\\_high\\_desc=true](https://data.worldbank.org/indicator/SH.MED.PHYS.ZS?year_high_desc=true)

<sup>19</sup> European Union and the Republic of Rwanda, "National Indicative Programme 2014-20" (Brussels, 2014), 7.

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