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**JOINT STAFF WORKING DOCUMENT**

**Gender Equality and Women's Empowerment:  
Transforming the Lives of Girls and Women through EU External Relations 2016-2020**

Gender equality is a matter of human rights. It is the foundation of democratic societies and good governance, and the cornerstone of inclusive sustainable development.

## I. Introduction

This Joint Staff Working Document (SWD) provides the framework for results-oriented measures for "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020" (in Annex 1).<sup>1</sup> It builds on the lessons learnt from, and achievements of, the previous Gender Action Plan 2010-2015<sup>2</sup>, and consolidates the context, rationale and priorities of a refreshed approach that reaffirms and translates the EU's policy and political commitments to gender equality<sup>3</sup> into more effective delivery of concrete results for girls and women, while promoting more efficient coordination, implementation and monitoring of EU activities in this area.

This SWD covers the Commission services' and the European External Action Service's (EEAS) activities in partner countries, especially in developing, enlargement and neighbourhood countries, including in fragile, conflict and emergency situations.<sup>4</sup> It promotes policy coherence with internal EU policies, in full alignment with the EU Human Rights Action Plan<sup>5</sup>.

## II. The Context

Equality between men and women is at the core of values of the European Union (EU) and enshrined in its legal and political framework.<sup>6</sup> The EU is at the forefront of the protection and fulfilment of girls' and women's rights and vigorously promotes them in its external relations.

2015 is a pivotal year for gender equality and the empowerment of girls and women. It promises a new development framework at the global level, with gender equality firmly at the

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<sup>1</sup> The elements of this SWD have been consulted with a variety of actors, including civil society, EU Member States and UN partner organisations.

<sup>2</sup> EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final), 8.3.2010

<sup>3</sup> Council conclusions on Gender Equality and Women's Empowerment in Development Cooperation, doc. 9561/07, 15 May 2007, the EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final), Council conclusions on the Millennium Development Goals for the United Nations High Level Plenary Meeting in New York and Beyond, 14 June 2010, Council conclusions on the 2013 Report on the Implementation of the EU GAP, doc. 9360/14, 19 May 2014, Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>4</sup> Without prejudice to the specific arrangements for candidate countries and potential candidates under the EU's enlargement policy.

<sup>5</sup> Joint Communication to the European Parliament and the Council, Action Plan on Human Rights and Democracy (2015-2019), "Keeping human rights at the heart of the EU agenda" (JOIN(2015) 16 final), 28.4.2015

<sup>6</sup> Articles 2, 3 and 21(1) of the Treaty on European Union (TEU) and Article 8 of the Treaty on the Functioning of the European Union (TFEU), Article 23 of the Charter of Fundamental Rights of the European Union (2000/C 364/01), the Strategy for equality between women and men 2010-2015 (COM(2010) 491 final), the EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final), Joint Communication to the European Parliament and the Council, Action Plan on Human Rights and Democracy (2015-2019), "Keeping human rights at the heart of the EU agenda" (JOIN(2015) 16 final), 28.4.2015

centre of the proposed Sustainable Development Goals (SDGs). It celebrates the 15<sup>th</sup> anniversary of the UN Security Council Resolution 1325 on Women, Peace and Security, and the 20<sup>th</sup> anniversary of the Beijing Declaration and Platform for Action. It marks an increasing political momentum in the international community to ensure that girls' and women's rights are fulfilled and that empowering action is adequately supported through galvanised efforts.

Globally, significant progress has been made towards achieving gender equality and girls' and women's empowerment. Girls' access to primary education and women's economic empowerment have all significantly improved in recent years. More women have access to health care services and modern methods of contraception and less die in childbirth. Globally an estimated 210 maternal deaths per 100,000 live births occurred in 2010, a decline from 1990, when 400 maternal deaths per 100,000 live births were recorded. In developing regions, the proportion of deliveries attended by trained health personnel rose from 55% in 1990 to 66% in 2011.<sup>7</sup>

Nonetheless, the level of achievement has been uneven across regions and within countries. Worldwide, girls and women continue to be systematically left behind and discriminated against. Women typically experience higher levels of poverty than men do<sup>8</sup>; this is also evidenced by Eurostat data available for the EU Member States.

Persistent, and in some cases unprecedented, violations of women's rights occur on a daily basis. Conflict exacerbates the situation. Rape is used as a weapon of war. Women and girls are being trafficked, enslaved and even sold as merchandise. Harmful practices such as Female Genital Mutilation (FGM) continue to exist; more than 125 million girls and women alive today have been subjected to FGM in Africa and the Middle East.<sup>9</sup>

In many countries, young women are less likely than young men to be in paid work, education or training.<sup>10</sup> They are also less likely to complete secondary education. Women still do not earn the same wages as men and do not have the same access to, or control over, productive resources such as land.

Social norms lock girls and women into unequal power relations, leaving many girls and women with little control over decisions that affect their lives, be it at household, community or national level. Discriminatory laws, practices or norms often limit girls' and women's social, economic and political participation. The gender gap is even larger when gender inequality intersects with other forms of exclusion such as disability, age, caste, ethnicity, sexual orientation, geographical remoteness or religion.

There is still a long way to go. Not only must progress be accelerated but achievements to date need safeguarding against any deterioration or backlash.

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<sup>7</sup> United Nations, The Millennium Development Goals Report 2013; <http://www.un.org/millenniumgoals/pdf/report-2013/mdg-report-2013-english.pdf>.

<sup>8</sup> The World Bank, <http://www.worldbank.org/en/topic/gender/overview#1>

<sup>9</sup> FGM, WHO Fact sheet, No. 241, February 2014. In the EU, the figure of 500,000 victims is commonly cited – see "Towards the elimination of female genital mutilation", COM(2013) 833 final, 25.11.2013

<sup>10</sup> OECD, Closing the Gender Gap: Act Now (2012a)

### III. Transforming the Lives of Girls and Women

The EU is committed to breaking the vicious cycle of gender discrimination. This includes support to partner countries to establish a more enabling environment for the fulfilment of girls' and women's rights and to achieve real and tangible improvements on gender equality.

The EU aims at a world where the rights of girls and women are claimed, valued and respected by all, and where everyone is able to fulfil their potential and contribute to a more fair and just society for all. It believes that:

- Women's empowerment is a question of democracy and good governance. Strengthening women's voice and participation at all levels of society can have significant positive impacts. It can facilitate peace, reconstruction and state building processes.
- Gender equality is about the realisation of human rights for all. Ignoring the systematic and consistent discrimination experienced by half of the world's population is unethical and a breach of fundamental rights.<sup>11</sup>
- There are clear moral and ethical reasons to promote gender equality in all spheres of life as there is growing evidence that it is a fundamental ingredient of development that is socially, economically and ecologically sustainable<sup>12</sup>.
- Gender equality and girls' and women's empowerment are part of the formula for economic progress. Girls' and women's economic empowerment is a driver of development that addresses poverty, reduces inequalities and improves development outcomes.<sup>13</sup>
- Promoting gender equality and shifting norms and value-sets that limit girls and boys, women and men, from fulfilling their potential, are mutually reinforcing processes. They challenge deeply rooted structural inequalities to benefit society as a whole.
- In fragile, conflict and emergency situations, it is essential to take gender and age differentiations into account to adopt effective and high quality programmes.<sup>14</sup>

To deliver on this vision, Commission services and the EEAS will strengthen their efforts to place gender equality and the empowerment of girls and women at the heart of the EU's external actions, focusing on four pivotal areas - three thematic and one horizontal.

#### Taking Action and Transforming Lives through Four Pivotal Areas:

- Ensuring girls' and women's physical and psychological integrity
- Promoting the economic and social rights / empowerment of girls and women

<sup>11</sup> For example, the 1979 Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and its Optional Protocol of 1999

<sup>12</sup> OECD, Post-2015, Element 3, Paper 1, Gender equality and women's rights in the post-2015 agenda: A foundation for sustainable development, 2013

<sup>13</sup> World Bank, World Development Report 2012

<sup>14</sup> Gender in Humanitarian Aid: Different Needs, Adapted Assistance, SWD(2013) 290 final, 22.7.2013

- Strengthening girls' and women's voice and participation
- Shifting the Commission services' and the EEAS' institutional culture to more effectively deliver on EU commitments.

#### IV. Taking Action and Transforming Lives

##### **1. Ensuring Girls' and Women's Physical and Psychological Integrity**

Ensuring the physical and psychological integrity of girls and women is a priority for the EU. Preventing and combating Violence Against Women and Girls (VAWG) is a precondition for equitable and inclusive sustainable development, as well as an important value and objective in itself.<sup>15</sup>

In many parts of the world, fundamental breaches of girls' and women's rights occur daily, leaving them with little freedom to exercise choice and control over their own bodies and lives, and locking them into vulnerable and disempowering positions:

- Harmful practices continue to damage girls and women. Every single day 37,000 girls become child brides; equivalent to nearly 14 million a year.<sup>16</sup> In Serbia, 44% of Roma girls aged 15-19 are married.<sup>17</sup> Practices that favour sons lead to a worrying trend of "missing girls". In Georgia, 112 boys are born to every 100 girls.<sup>18</sup>
- Some 222 million women in the world have no control over their sexual and reproductive health and rights, and worldwide about 130 women die from complications of unsafe abortion every day.<sup>19</sup> The majority of adolescents lack the knowledge required to make sexual and reproductive decisions responsibly. Every day, approximately 800 women die from preventable causes related to pregnancy and childbirth. 99% of all maternal deaths occur in developing countries.<sup>20</sup>
- 30% of women over the age of 15 have experienced physical or sexual violence by a partner in their lifetime and 18% of women worldwide have experienced sexual abuse in childhood.<sup>21</sup> Victims of intimate partner violence are twice as likely to experience depression, 1.5 times more likely to acquire HIV and 16% more likely to have a low birth-weight baby.<sup>22</sup>
- In conflict affected countries, displacement, economic insecurity, and marred social networks, lead to more unstable environments, increasing the risk of sexual violence.<sup>23</sup> In

<sup>15</sup> Council conclusions on the Overarching Post-2015 Agenda, Council doc. 11559/13, 25 June 2013

<sup>16</sup> UNFPA, *Marrying too Young*, 2012

<sup>17</sup> UNFPA, *Adolescent pregnancy in Eastern Europe and Central Asia*, p. 8, 2013

<sup>18</sup> *Preventing Gender-biased sex selection in Eastern Europe and Central Asia*, UNFPA, Issue Brief 4, 2015

<sup>19</sup> WHO Factsheet N°351, May 2013

<sup>20</sup> WHO Maternal Mortality Factsheet, May 2014

<sup>21</sup> "What Works"; A Global Programme to Prevent Violence Against Women and Girls (Medical Research Council of South Africa, London School of Hygiene and Tropical Medicine & Social Development Direct), December 2014

<sup>22</sup> VAWG Community of Practice – Helpdesk query, March 2015

<sup>23</sup> Christian Dietrich and Clodagh Quain, *Gender in conflict*, Briefing Note, November 2014

some conflicts, rape<sup>24</sup> and/or sexual torture<sup>25</sup> have been used as a deliberate weapon of war.

- Gender stereotypes that disadvantage girls and women are a serious obstacle to gender equality. Also, certain conceptions of masculinity put boys and men at risk of living a life of violence (as victims, survivors and/or perpetrators). Boys may become victims of sexual violence and can also commonly be used as child soldiers, or pushed into joining violent gangs.

Societies at large suffer from such violations. Individuals, families and communities are fractured by such attacks and abuses. Most conservative estimates measure the national cost of VAWG in the billions of dollars<sup>26</sup> and some put the cost of intimate partner violence at 12% of a country's GDP.<sup>27</sup> Yet VAWG continues to be one of the most pervasive forms of human rights violations. Deeply ingrained social and cultural norms are often at its root.

Ensuring that girls and women have and retain choices and control over their own bodies, and are not violated, and ensuring their psychological and physical integrity and the prosecution of violators, will improve development outcomes across the board. Fewer babies will die, children will be less vulnerable, fewer girls will be married before the age of 18, societies will be less fractured and girls and women will be less at risk of acquiring HIV. Age-specific and preventative work to shift behavioural and social norms is particularly important.

Commission services and the EEAS will continue investing in efforts to afford girls and women greater choice and control over decisions that affect their mental and physical wellbeing, and to support survivors and their communities to overcome violations and prevent their reoccurrence.

Commission services and the EEAS will continue to contribute in a measurable manner to preventing, and responding to, all forms of violence against girls and women.

They will do so by contributing to:

- The elimination of all forms of violence against girls and women and of gender-based violence (e.g. through access to justice and strengthening child protection systems)<sup>28</sup>
- The eradication of trafficking of girls and women<sup>29</sup>

<sup>24</sup> Ibid.

<sup>25</sup> UN Human Rights Council, "Report of the International Commission of Inquiry on Libya", March 2012

<sup>26</sup> "What Works"; A Global Programme to Prevent Violence Against Women and Girls (Medical Research Council of South Africa, London School of Hygiene and Tropical Medicine & Social Development Direct), December 2014

<sup>27</sup> Intimate Partner Violence: Economic Costs And Implications For Growth And Development; Background document for the World Bank Gender & Development Report 2012

<sup>28</sup> Council conclusions on Gender Equality and Women's Empowerment in Development Cooperation, doc. 9561/07, 15 May 2007, EU Guidelines on Violence Against Women and Girls and Combating All forms of Discrimination Against Them, 2008, the EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final), Commission Communication, A Decent Life for All (COM(2013) 92 final), February 2013, Council conclusions on the 2013 Report on the Implementation of the EU GAP, doc. 9360/14, 19 May 2014, EU Statement – United Nations Security Council: Women, Peace and Security, April 2015, Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>29</sup> Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

- Ending sexual violence and gender-based violence in conflict and post-conflict situations, and in humanitarian crises<sup>30</sup>
- Increasing access by girls and women of all ages to quality, affordable health care services<sup>31</sup>
- Ensuring access to sexual and reproductive health services and rights, including sexuality education<sup>32</sup>
- Improving girls' and women's nutrition levels, especially during key life cycle moments<sup>33</sup>
- Eliminating the phenomenon of gender-based sex selection, female infanticide and son preference through promoting equal opportunities for girls and women<sup>34</sup>
- Ending child, early and forced marriages<sup>35</sup>.

## 2. Promoting Economic and Social Rights and Empowerment of Girls and Women

Ensuring that girls and women are empowered, that their economic and social rights are fulfilled and that an enabling environment for their fair and active participation in the economy exists are key priorities for the EU. Such an objective will contribute to faster growing economies, whilst preventing human exploitation.

In many parts of the world, girls and women have far less access to infrastructure, technology, justice and productive resources. On average, they earn considerably less than men, including in the world's richest nations.<sup>36</sup> Issues such as reconciliation between family and work are crucial to unlock women's economic potential and contribution to development, as well as investment in knowledge-based jobs targeting women.

- Women have less access to productive resources, including financial services. In Niger, only 9% of the land is reported as owned by women, against 62% by men.<sup>37</sup> In Albania

<sup>30</sup> Commission Communication, A Decent Life for All (COM(2013) 92 final), February 2013, EU Statement – United Nations Security Council: Women, Peace and Security, April 2015, Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>31</sup> Council conclusions on the Millennium Development Goals for the United Nations High Level Plenary Meeting in New York and Beyond, 14 June 2010, Commission Communication, A Decent Life for All (COM(2013) 92 final), February 2013, Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>32</sup> Council conclusions on Gender Equality and Women's Empowerment in Development Cooperation, doc. 9561/07, ICPD/Cairo Declaration and Programme of Action (1994), Beijing Declaration and Platform for Action (1995), Commission Communication, A Decent Life for All (COM(2013) 92 final), February 2013, Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>33</sup> Council conclusions on the Millennium Development Goals for the United Nations High Level Plenary Meeting in New York and Beyond, 14 June 2010

<sup>34</sup> ICPD/Cairo Declaration and Programme of Action (1994), European Parliament Resolution on Gendercide: the missing women (2012/2273(INI))

<sup>35</sup> Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>36</sup> Institute for Women's Policy Research; [www.iwpr.org/initiatives/pay-equity-and-discrimination](http://www.iwpr.org/initiatives/pay-equity-and-discrimination)

<sup>37</sup> Cheryl Doss, OXFAM, Killer fact check: 'Women own 2% of land = not true. What do we really know about women and land?', March 2014

93% of agricultural farms are managed by men.<sup>38</sup> Laws that discriminate against women exist in many places and limit their participation in the economy.<sup>39</sup>

- Investment in, and access to, infrastructure is often insufficient. In Sub-Saharan Africa, women are 23% less likely than men to own a mobile phone, and almost 45% fewer women than men have internet access. Nearly one fifth (19%) of the world's population has no access to electricity. Lack of access to safe and reliable energy can result in girls' and women's premature deaths from cooking with unhealthy fuel sources.<sup>40</sup>
- Women's time spent on unpaid labour severely limits their capacity to participate in income generating activities. In all regions of the world, women spend at least twice as much time as men on unpaid domestic work.<sup>41</sup> In 25 countries of Sub-Saharan Africa, it is estimated that women spend a combined total of 16 million hours every day collecting water<sup>42</sup>, often in dangerous conditions.
- Inequality in education persists, 64% of illiterate adults are women, and there are 40% less girls / women than boys / men in tertiary education.<sup>43</sup>

Increasing women's ownership over resources and their participation in society and economy is a matter of social justice. It can also contribute to stronger and more inclusive economic growth that benefits society as a whole. An OECD study estimated that closing the labour force gender gap by 2030 could yield a potential average gain of 12% to the size of the total economy across OECD countries.<sup>44</sup> If women had the same access to productive resources as men, they could increase yields on their farms by 20-30% and raise total agricultural outputs. This could lift an estimated 100-150 million people out of hunger worldwide.<sup>45</sup> If all women had secondary education, there would be 49% fewer child deaths, 64% fewer early marriages and 59% fewer young pregnancies, all contributing to a more conducive environment for economic empowerment and inclusive growth.<sup>46</sup>

Commission services and the EEAS will continue investing in efforts to make women's economic and social empowerment central to the EU's external relations, and will seek to ensure that work to promote inclusive growth gives due consideration to gender dimensions.

Commission services and the EEAS will continue to contribute in a measurable manner to girls' and women's economic and social empowerment, to their active participation in the economy and to the prevention of economic exploitation.

They will do so by contributing to:

<sup>38</sup> Albania National Report on the Implementation of the Beijing + 20 Platform for Action, 2014

<sup>39</sup> UN OHCHR, Project on a Mechanism to Address Laws that Discriminate Against Women, 2008

<sup>40</sup> One, Poverty is Sexist, March 2015

<sup>41</sup> UN Data; The World's Women 2010, Trends and Statistics

<sup>42</sup> WHO, Global Costs and Benefits of Drinking-Water Supply and Sanitation Interventions to Reach the MDG Target and Universal Coverage WHO/HSE/WSH/12.01

<sup>43</sup> UNESCO, International Literacy Data 2013

<sup>44</sup> Thévenon, O. et al., "Effects of Reducing Gender Gaps in Education and Labour Force Participation on Economic Growth in the OECD", Social, Employment and Migration Working Papers, No. 138, OECD, 2012

<sup>45</sup> FAO at Work 2010–11, Women; Key to Food Security

<sup>46</sup> One, Poverty is Sexist, March 2015



- An increase in the number of girls and women receiving quality education at primary<sup>47</sup>, secondary and tertiary level, including in science, technology and engineering, and receiving vocational, professional and/or entrepreneurial training<sup>48</sup>
- Improving access by women of all ages to decent work and to the national social protection floors<sup>49</sup>
- Women's equal access to financial services, and to the use of, and control over, land and other productive resources, as well as support to women entrepreneurs<sup>50</sup>
- Girls' and women's access to, use of, and control over, clean water, energy, information and communication technology and transport infrastructure<sup>51</sup>.

### 3. Strengthening Girls' and Women's Voice and Participation

Ensuring that girls and women, boys and men, have a voice at all levels of society, are able to effectively participate and have a say over decisions that affect their lives is central to the EU's approach. Not only is it right that girls and women participate equally, their participation contributes to more inclusive, balanced and representative societies.

In many countries, girls and women have little say or control over decisions that affect them and/or over resources, be it in their households, communities and societies as a whole. Women participate less in formal politics than men and are underrepresented at most levels of decision-making; in particular in the upper echelons of government. Worldwide, only 21.9% of parliamentary seats are held by women.<sup>52</sup> Women make up 8% of the world's executives<sup>53</sup> and 95% of countries have a male head of state.<sup>54</sup>

- Women as peace builders are under-recognised and insufficiently included. Only 1 in 13 participants in peace negotiations during the period 1992-2012 was a woman.<sup>55</sup> Lack of women's participation often means crimes against women go unaddressed and peace agreements do not ultimately reflect popular needs. Countries emerging from conflict often face a unique opportunity to significantly reduce gender disparities; one third of the 26 parliaments with 30% or more female representatives are in countries which recently experienced conflict<sup>56</sup> and therefore significantly reformed or changed their political set up.

<sup>47</sup> Millennium Development Goals (2000)

<sup>48</sup> Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>49</sup> ILO Conventions 100, 111, 183, 189

<sup>50</sup> Council conclusions on Gender Equality and Women's Empowerment in Development Cooperation, doc. 9561/07, Commission Communication, A Global Partnership for Poverty Eradication and Sustainable Development after 2015 (COM(2015) 44 final), February 2015, Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>51</sup> Council conclusions on Gender Equality and Women's Empowerment in Development Cooperation, doc. 9561/07, Council conclusions on the Millennium Development Goals for the United Nations High Level Plenary Meeting in New York and Beyond, 14 June 2010, Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>52</sup> Inter-Parliamentary Union (IPU); <http://www.ipu.org/wmn-e/world.htm>

<sup>53</sup> The Economist, <http://www.economist.com/node/4197626>

<sup>54</sup> Inter-Parliamentary Union and UN Women, Women in Politics 2015

<sup>55</sup> Women's Participation in Peace Negotiations: Connections between Presence and Influence, UN Women, October 2012

<sup>56</sup> Dietrich, C. and C. Quain, Gender in conflict, Briefing Note, November 2014

- Girls and women living in poverty<sup>57</sup> and those who face additional discrimination on the grounds of ethnicity, sexuality, disability, caste, or age amongst others, have even less say or control over decisions that affect them and over resources at all levels. In some cases, legislation itself discriminates against them, for instance when women and girls cannot own property or inherit capital.
- Even where quotas might facilitate girls' and women's participation, social norms govern how effective they can or cannot be. In some cases, social norms prevent girls and women from accessing their rights and lock them into unequal power relationships with little voice, including within their own families, and regardless of the legal environment.

Girls' and women's participation and voice at all levels of society are essential to achieving fair and inclusive societies. At local level women are found to prioritise the wellbeing of their communities as a whole. Human Rights Defenders, women's organisations and women leaders play critical roles too, often putting themselves at risk.

When more women are elected to public office, policy-making increasingly reflects the priorities of families, women, and excluded groups. Their participation can lessen corruption and provide for a different mix of policies and public goods. Empirical data demonstrates a strong correlation between the presence of women in representative bodies and the gender sensitivity of the resulting legislation.<sup>58</sup> Strong women's movements are associated with more comprehensive policies on Violence Against Women and Girls.<sup>59</sup>

In addition to supporting girls' and women's active participation, and to challenging social norms, increasing girls' and women's status within society often comes with enhancing women's agency in other areas such as property ownership and financial resources. For example, property ownership and control over financial resources can enhance women's agency by amplifying their voice and increasing their bargaining power within the household.<sup>60</sup>

Strengthening girls' and women's voice, and facilitating their participation and empowerment, is at the heart of the Commission services' and the EEAS' efforts to enhancing gender equality through external relations.

Commission services and the EEAS will continue to strengthen their efforts to contribute in a measurable manner to an increase in girls' and women's agency, voice and participation in social, economic and political life.

They will do so by contributing to:

<sup>57</sup> UN Development Programme;

[http://www.undp.org/content/undp/en/home/ourwork/povertyreduction/focus\\_areas/focus\\_gender\\_and\\_poverty.html](http://www.undp.org/content/undp/en/home/ourwork/povertyreduction/focus_areas/focus_gender_and_poverty.html)

<sup>58</sup> World Bank, Voice and Agency: Empowering Women and Girls for Shared Prosperity, October 2014

<sup>59</sup> Ibid.

<sup>60</sup> Ibid.

- Women's increased participation in policy, governance and electoral processes at all levels<sup>61</sup>
- Empowering girls' and women's organisations and human rights defenders<sup>62</sup>
- Supporting agents of change working to shift negative social or cultural norms, including the media, women's grassroots organisations and the active involvement of men and boys<sup>63</sup>
- Women's increased participation in decision-making processes on climate and environmental issues.

## V. Institutional Culture Shift: the necessary means to more effectively deliver on EU commitments

### 1. Financing for Gender Equality and Women's Empowerment

The EU has made strong commitments to gender equality and to transforming the lives of girls and women through its external relations, often leading to increased attention to gender equality at the highest levels. The strong EU positioning on gender in the post-2015 development agenda discussions clearly contributed to gender equality being accepted as central to the new SDGs.

The EU has used a wide range of external assistance modalities to better reach women and girls, such as budget support, support to civil society organisations and thematic interventions. There is evidence that the EU has contributed to improvements in the lives of girls and women, such as their increased access to basic services including education and health.<sup>64</sup>

In the period 2007-2013, the EU committed an amount of around EUR 1,258 million<sup>65</sup> to activities targeted at improving gender equality and girls' and women's empowerment. Provisional OECD data shows that in 2013, 39% of the EU Official Development Assistance (ODA) considered gender dimensions as either significant or principal.<sup>66</sup>

A number of targeted activities are to be funded within the current EU Multiannual Financial Framework 2014-2020, primarily through the Global Public Goods and Challenges thematic programme included in the Development Cooperation Instrument (DCI)<sup>67</sup>, with around EUR 100 million committed to work to improve the lives of girls and women.

<sup>61</sup> Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>62</sup> Ibid.

<sup>63</sup> Ibid.

<sup>64</sup> Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries, Final Report, April 2015

<sup>65</sup> Ibid.

<sup>66</sup> As measured by the OECD Development Assistance Committee (DAC) Gender-Marker. The same indicator was 13% for 2010-2011 and 24% for the period 2011-2012.

<sup>67</sup> Regulation (EU) No 233/2014 of the European Parliament and of the Council of 11 March 2014 establishing a financing instrument for development cooperation for the period 2014-2020, OJ L 77/44, 15.3.2014

In a number of cases, gender is mainstreamed or is a large component of bilateral programmes, such as the EUR 12 million Human Rights Budget Support Programme in Armenia that includes support to tackling gender-based violence. In a fewer number of cases, country-based programmes specifically target women and/or girls. For example, in Libya, specific attention will be given to women most at risk in a mental health, psycho-social rehabilitation and economic and social integration project (EUR 2.9 million, European Neighbourhood and Partnership Instrument bilateral funding<sup>68</sup>). In the Central African Republic, a programme on the economic and social empowerment of women victims of the recent conflict is underway (EUR 1.5 million, EU Trust Fund for the Central African Republic/Bekou).

Regional programmes are also channels for promoting gender equality. The 2014-2020 Multi-annual Indicative Regional Programme for Latin America will include specific actions for gender equality and girls' and women's empowerment in its three priority areas of cooperation (estimated budget for gender actions EUR 16-18 million, DCI). A Pan-African programme is under preparation, which will address FGM at continental level (EUR 5 million, DCI).

The EU regional strategy for Syria and Iraq as well as the ISIL/Da'esh threat<sup>69</sup> (EUR 1 billion allocated) includes women's empowerment and their full and effective participation as a key objective in all efforts. It pays special attention to the violence and insecurity faced by girls and women.

In the EU's Horizon 2020 research and innovation programme, gender is mainstreamed across the whole programme. The grant beneficiaries, which can include partners from anywhere in the world, are requested to commit to promoting equal opportunities amongst researchers and to take into consideration gender issues in the content of their research.

## **2. Lessons learnt**

Though much has been done, the full extent of the EU's financial investment in gender equality, as well as the results achieved, have not systematically been measured. Moreover, measuring and quantifying financial investment and results is difficult because most often they take the form of mainstreaming gender equality in many types of different interventions across sectors. In seeking to improve financial and results tracking, the Commission has recently taken stock of achievements to date through an independent evaluation.<sup>70</sup>

The overall findings of the evaluation point to a gap between the EU's level of commitment to gender equality and its internal institutional capacities to implement it. In that respect, the findings highlight that:

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<sup>68</sup> Regulation (EC) No 1638/2006 of the European Parliament and of the Council of 24 October 2006 laying down general provisions establishing a European Neighbourhood and Partnership Instrument, OJ L 310, 9.11.2006; 2013 Annual Action Programme, Reference 2013/324-141

<sup>69</sup> Joint Communication to the European Parliament and the Council, "Elements for an EU regional strategy for Syria, Iraq as well as the Da'esh threat" (JOIN (2015) 2 final), 6.2.2015

<sup>70</sup> Evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries, Final Report, April 2015

- The Commission’s institutional architecture and leadership necessary to better deliver on EU policy commitments were not in place.
- EU financial commitments to gender equality increased in the period 2007-2013 but the Commission’s human resource capacity to manage this increasing volume of work did not. It is impossible to determine exactly how much was committed to gender mainstreaming.
- Gender equality tended to be absent from programme and project monitoring systems and evaluation processes. Overall, there was insufficient understanding of context and little use of gender analysis to inform country strategy objectives, programmes, projects and dialogue.

Lessons learnt point to the pressing need to significantly shift the institutional culture towards one that places gender at the heart of all of the EU’s external actions – be they political, administrative, procedural or financial. This will ensure that the EU delivers results more effectively and closes the gap between policy and practice.

### 3. Institutional Culture Shift

Evidence shows that the single most important factor to make results more effective in the areas of girls’ and women’s psychological and physical integrity, economic and social empowerment and voice and participation would be to significantly shift the institutional culture.

Commission services and the EEAS will continue to ensure that commitments on gender equality are translated into clear and tangible outcomes and are accompanied by improved coordination, coherence, leadership, gender evidence and analysis, and will work towards ensuring adequate financial and human resources.<sup>71</sup>

In order to achieve this, the Commission services and the EEAS intend to continue investing in efforts to:

- Focus on a rights-based approach to development and on transformative areas with clear results for girls and women. Critical moments in a girl’s or woman’s life, the need for age-specific support, as well as the intersection of gender with other social inequalities, will inform the approach. Efforts will include working with societies and communities at large to shift detrimental social norms.<sup>72</sup>
- Ensure dedicated leadership<sup>73</sup> on gender equality across Commission services and the EEAS including by developing incentives and disincentives at all levels. This involves increased accountability, through better defining expected results, tracking resources, monitoring and evaluations, and integrating gender into indicators/results data and

<sup>71</sup> More details are provided in Annex 1 for each specific objective related to the institutional culture shift.

<sup>72</sup> Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>73</sup> Council conclusions on Gender Equality and Women’s Empowerment in Development Cooperation, doc. 9561/07, 15 May 2007

corporate results frameworks, where relevant. Increased visibility of results obtained for girls and women will be key.<sup>74</sup>

- Engage more effectively across Commission services and the EEAS in implementing EU gender equality objectives for policy coherence, particularly on issues such as FGM, trade and migration that have clear links to EU internal policies.<sup>75</sup>
- Improve the quality of partnership, coordination and dialogue at all levels: at international level through collaboration with the UN structures and other international partners, including multi-stakeholder partnerships<sup>76</sup>; at national level with partner governments; and at local level with girls' and women's organisations, local authorities and community leaders. Working with the private sector, social entrepreneurs and grassroots organisations to improve the reach of interventions will also be considered.<sup>77</sup>
- Adopt a clear results-driven approach that sets high standards for reporting, evaluation and accountability mechanisms<sup>78</sup>, and promotes evidence-based decision making.<sup>79</sup> This will include investing in, and using, systematic high quality gender evidence and analysis<sup>80</sup> to contextualise and tailor approaches to the specific social, political and demographic characteristics of the partner country where the EU operates, and the commitment to data disaggregation<sup>81</sup> across all EU's monitoring and evaluation.<sup>82</sup>
- Closely monitor external relations' resource and budget allocations to gender. Identify means of ensuring adequate financial support for the implementation of this SWD and the measures set out in Annex 1, including the institutional culture shift<sup>83</sup>. This will be done in three ways: firstly, by spending financial resources better through more effective and efficient use of current resources based on gender sensitive approaches; secondly, by using the full range of the EU's means of implementation to promote gender equality (political dialogue, targeted activities, budget support, and mainstreaming)<sup>84</sup>; thirdly, by using geographic and thematic external financing instruments<sup>85</sup> in a flexible manner to both mainstream gender across all initiatives and to fund targeted and gender-specific

<sup>74</sup> Commission Communication, A Global Partnership for Poverty Eradication and Sustainable Development after 2015 (COM(2015) 44 final), February 2015, Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>75</sup> Council conclusions on Gender Equality and Women's Empowerment in Development Cooperation, doc. 9561/07, 15 May 2007

<sup>76</sup> Ibid.

<sup>77</sup> Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>78</sup> EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final)

<sup>79</sup> Council conclusions on Gender Equality and Women's Empowerment in Development Cooperation, doc. 9561/07, Council conclusions on the 2013 Report on the Implementation of the EU GAP, doc. 9360/14, 19 May 2014

<sup>80</sup> EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final)

<sup>81</sup> Launching the EU International Cooperation and Development Results Framework, SWD(2015) 80 final, 26.3.2015, Council conclusions on Gender Equality and Women's Empowerment in Development Cooperation, doc. 9561/07

<sup>82</sup> Council conclusions on Gender Equality and Women's Empowerment in Development Cooperation, doc. 9561/07, Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>83</sup> Council conclusions on Gender in Development, doc. 9241/15, 26 May 2015

<sup>84</sup> EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final), Council conclusions on the 2013 Report on the Implementation of the EU GAP, doc. 9360/14, 19 May 2014

<sup>85</sup> Development Cooperation Instrument (DCI), European Instrument for Democracy and Human Rights (EIDHR), European Neighbourhood Instrument (ENI), Instrument for Pre-Accession Assistance (IPA), Instrument contributing to Stability and Peace (IcSP), the Partnership Instrument (PI), and the European Development Fund (EDF).

actions. Opportunities provided by reviews of the external financing instruments and multi-annual programming documents will be used to take stock of the results achieved and to further strengthen the efficiency of financial support devoted to the implementation of this SWD and the measures set out in Annex 1.

## VI. Responsibility and Implementation

This SWD and the measures set out in Annex 1 provide the monitoring and accountability framework against which to measure progress on gender equality and girls' and women's rights and empowerment in third countries, especially in developing, enlargement and neighbourhood countries, including in fragile, conflict and emergency situations. It responds to the call from the Council for an "ambitious and robust Gender Action Plan, focused on results and taking into account the post-2015 agenda".<sup>86</sup>

The implementation of the measures set out in Annex 1 is the responsibility of the Commission services and the EEAS, each for the areas where they are in charge, at headquarters and in partner countries. Coordination and collaboration with EU Member States will continue to be ensured.<sup>87</sup>

Delivery against the measures and transparent reporting on progress and setbacks are expected, as an established practice. The purpose of reporting is twofold:

- Improve effectiveness of EU initiatives and their impact on gender equality
- Improve accountability of EU initiatives to EU institutions and citizens, and ultimately to beneficiaries.

EU external relations' thematic and geographical actions will be able to point to where they have contributed to the overarching four priorities highlighted in this SWD, to how progress has been measured and to resources dedicated to supporting gender objectives.

In order to ensure consistent and rigorous application of reporting methodologies and indicators, Commission services and the EEAS will develop detailed guidance (see generic guidance in Annex 2). Use of existing systems will be encouraged, such as the External Action Management Reports (EAMR). This SWD and the measures set out in Annex 1 include indicators by which to track progress (both in terms of EU contribution and in terms of contextual progress). For the most part, the indicators are based on the indicators proposed in the ongoing international discussions on SDG indicators and on the EU Results Framework.<sup>88</sup> They will be reviewed in 2016 following the adoption of the SDGs in September 2015, and the related indicators that are yet to be finalised in the first half of 2016.

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<sup>86</sup> Council conclusions on the 2013 Report on the Implementation of the EU GAP, doc. 9360/14, 19 May 2014

<sup>87</sup> Commission services, the EEAS and EU Member States are further referred to as "EU actors".

<sup>88</sup> Launching the EU International Cooperation and Development Results Framework, SWD(2015) 80 final, 26.3.2015

Central to the reporting approach is:

- Systematic reporting by all EU actors on the institutional culture shift against the relevant indicators set out in Annex 1.<sup>89</sup> This reporting will be informed by the internal reporting that EU Members States already have in place or will put in place in line with their country gender action plans or policies.
- Systematic gender analysis for all new external actions (e.g. bilateral, regional, thematic). EU actors reporting on their activities will use sex and age-disaggregated data wherever available.<sup>90</sup> Possibilities for concerted efforts, where needed, to generate data will be explored including for opportunities to build statistical capacity to measure and report gender sensitive information.
- For the three thematic priorities (physical and psychological integrity, economic and social rights, voice and participation), EU actors are not expected to report against all objectives. They are required to identify which specific objectives (from Annex 1) they will focus their interventions on, either through targeted gender actions or through mainstreaming gender equality in other actions (at relevant level dependent on the type of programme). The systematic gender analysis, during the preparation of new actions, would inform the selection of indicators. The identification of specific objectives from Annex 1 to this document and indicators is to be completed by the second semester of 2016, and wherever possible, in coordination among all EU actors. The Commission services and the EEAS (at EU Delegations and headquarters level) will report annually on EU contribution to at least one objective per thematic priority.<sup>91</sup> EU contribution is defined as development outputs and direct outcomes of EU projects and programmes that can be linked to the achievement of specific objectives of this SWD.

This SWD offers a way forward for the EU external relations to more effectively deliver on commitments to gender equality and girls' and women's empowerment. It builds upon experience and achievements to date; it learns from the past and provides a strong focus for the future, highlighting four pivotal areas to achieve real progress on gender equality and transform girls' and women's lives. Annex 1 lists the objectives to aim for, the potential actions to be implemented and suggests indicators to monitor progress.

To ensure real and long lasting improvements, the Commission services and the EEAS will implement a number of measures as set out in Annex 1, including those to:

- Ensure strong and dedicated leadership on commitments to gender equality and women's empowerment in external relations<sup>92</sup>
- Champion results in the four priority areas

<sup>89</sup> This is why the Institutional Culture Shift is presented first in Annex 1.

<sup>90</sup> EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final)

<sup>91</sup> DG ECHO will be exempted as the activities covered under their humanitarian mandate only respond to one of the thematic priorities.

<sup>92</sup> EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final)



- Set up a gender advisory board with leading experts from partner countries
- Provide additional detailed guidance to ensure rigorous and outcome focussed reporting on these measures
- Hold themselves and implementing partners to account, including by ensuring that an independent evaluation of the implementation of the measures set out in Annex 1 is carried out
- Promote incentives for good performance on gender equality in thematic, bilateral and regional programmes
- Establish a helpdesk at headquarters in Brussels to support EU Delegations and headquarters' operational units in implementing the measures proposed herewith.

## **Measures for Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020**

The Joint Staff Working Document "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020" (SWD) provides the monitoring and accountability framework against which to measure progress on gender equality and girls' and women's rights and empowerment in developing, enlargement and neighbourhood countries, including in fragile, conflict and emergency situations.

It applies to the European Commission services (Directorates General International Cooperation and Development, Neighbourhood and Enlargement Negotiations, and when relevant Humanitarian Aid and Civil Protection, as well as the Service for Foreign Policy Instruments) and to the European External Action Service (EEAS), each for the areas where they are in charge, both at headquarters and EU Delegations level.<sup>93</sup> Coordination and collaboration with EU Member States will continue to be ensured.<sup>94</sup>

Delivery against the measures and transparent reporting on progress and setbacks are expected, as an established practice. The purpose of reporting is twofold:

- Improve effectiveness of EU initiatives and their impact on gender equality
- Improve accountability of EU initiatives to EU institutions and citizens, and ultimately to beneficiaries.

EU thematic and geographical actions will be able to point to where they have contributed to the overarching four priorities highlighted in this SWD, to how progress has been measured and to resources dedicated to supporting gender objectives.

In order to ensure consistent and rigorous application of reporting methodologies and indicators, the Commission services and the EEAS will develop detailed guidance (see generic guidance in Annex 2). Use of existing systems will be encouraged, such as the External Action Management Reports (EAMR). The SWD and the measures in this Annex include indicators by which to track progress (both in terms of EU contribution and in terms of contextual progress). For the most part, the indicators are based on the indicators proposed in the ongoing international discussions on Sustainable Development Goals (SDGs) indicators and on the EU Results Framework<sup>95</sup>. They will be reviewed in 2016 following the adoption of the SDGs in September 2015, and the related indicators that are yet to be finalised in the first half of 2016.

Central to the reporting approach is:

- Systematic reporting by all EU actors on the institutional culture shift against the relevant indicators set out in this Annex<sup>96</sup>. This reporting will be informed by the internal reporting that EU Member States already have in place or will put in place in line with their country gender action plans or policies.

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<sup>93</sup> Without prejudice to the specific arrangements for candidate countries and potential candidates under the EU's enlargement policy.

<sup>94</sup> Commission services, the EEAS and EU Member States are further referred to as "EU actors".

<sup>95</sup> Launching the EU International Cooperation and Development Results Framework, SWD(2015) 80 final, 26.3.2015

<sup>96</sup> This is why the Institutional Culture Shift is presented first in this Annex.

- Systematic gender analysis for all new external actions (e.g. bilateral, regional, and thematic). EU actors reporting on their activities will use sex and age-disaggregated data wherever available.<sup>97</sup> Possibilities for concerted efforts, where needed, to generate data will be explored including for opportunities to build statistical capacity to measure and report gender sensitive information.
- For the three thematic priorities (physical and psychological integrity, economic and social rights, voice and participation), the EU actors are not expected to report against all objectives. They are required to identify which specific objectives (from this Annex) they will focus their interventions on, either through targeted gender actions or through mainstreaming gender equality in other actions (at relevant level dependent on the type of programme). The systematic gender analysis, during the preparation of new actions, would inform the selection of indicators. The identification of specific objectives from this Annex and indicators is to be completed by second semester of 2016, and wherever possible in coordination among all EU actors. The Commission services and the EEAS (at EU Delegations and headquarters level) will report annually on EU contribution to at least one objective per thematic priority.<sup>98</sup> EU contribution is defined as development outputs and direct outcomes of EU projects and programmes that can be linked to the achievement of specific objectives of this SWD.

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<sup>97</sup> EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final), 8.3.2010

<sup>98</sup> DG ECHO will be exempted as the activities covered under their humanitarian mandate only respond to one of the thematic priorities.

ANNEX I

**A. Institutional Culture Shift in the European Union External Relations – SYSTEMATIC REPORTING**

**Goal:** The EU will continue to ensure that its commitments on gender equality are translated into clear and tangible outcomes and are accompanied by improved coordination, coherence, leadership, gender evidence and analysis, and adequate financial and human resources.

Objectives	Activities	Indicators	Actors
1. Increased <u>coherence and coordination</u> amongst EU institutions and with Member States.	1.1. At international, political, and bilateral level, develop common EU positions highlighting gender and human rights dimensions.  1.2. EU policies on cross border issues to consider their potential impact on gender equality in partner countries.  1.3. Member States to endorse measures for "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020" (SWD) and commit to supporting the achievement of identified priorities.  1.4. EU institutions and Member States to apply the principle of burden sharing for the implementation of the objectives of the SWD, and ensure coherence with the	1.1.1. Annually, N# of EU positions for key international agendas that included a focus on gender equality, and the rights of girls and women  1.1.2. N# of political/ policy dialogues between EU actors and partners in the country that raise gender equality issues per year and at country level	EEAS  Commission services (EC), EEAS, MS
		1.2.1. Status of the European Strategy for Equal Opportunities between Women and Men 2010 - 2015 (Milestone 1 Strategy adopted; Milestone 2 Strategy implemented)	EC
		1.3.1. N# of Member States programmes that support the achievement of the priorities identified in the SWD	EC, MS
		1.4.1. N# of partner countries where EUDs and MS have agreed on context specific measures from the SWD  1.4.2. N# of partner countries with gender donor coordination mechanisms led by the EU on donor side	EC, MS  EC, MS

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Objectives	Activities	Indicators	Actors
<p>2. Dedicated <u>leadership</u> on gender equality and girls' and women's empowerment established in EU institutions and Member States.</p>	<p>Human Rights country strategies.</p>	<p>1.4.3. N# of Human Rights country strategies that include gender equality as an objective</p>	<p>EEAS</p>
	<p>2.1. Identify political and management level champions from amongst relevant EU actors.</p>	<p>2.1.1. N# of senior gender champions appointed at HQ and country level</p>	<p>EC, EEAS, MS</p>
		<p>2.1.2. Whether a mechanism is established to consult external senior expertise on strategic and ad-hoc issues in relation to gender equality (e.g. advisory board)</p>	<p>EC</p>
	<p>2.2. Improve the participation of women in decision-making positions within the EU.</p>	<p>2.2.1. Ratio of women as EU Heads of Missions (Baseline 2014: 24%)</p>	<p>EC, EEAS, MS</p>
	<p>2.3. Develop incentives for managers to improve transparency and to ensure delivery of results on gender equality, including through resource and staff allocation, systems of reward and redress and minimum standards.<sup>99</sup></p>	<p>2.3.1. N# of good practices highlighted in Institutional Annual Reports.</p>	<p>EC, EEAS, MS</p>
		<p>2.3.2. N# of corrective actions taken per year to improve performance on gender equality</p>	<p>EC, MS, EEAS</p>
		<p>2.3.3. Perception by EU staff of management performance on gender (Source: annual survey)</p>	<p>EC, EEAS</p>
		<p>2.3.4. N# of rewards or equivalents handed out to management / programme staff as per agreed criteria</p>	<p>EC, EEAS, MS</p>
		<p>2.3.5. Findings of final independent evaluation of EU leadership on gender equality</p>	<p>EC, EEAS, MS</p>

<sup>99</sup> The minimum standards of performance are: OECD/DAC Gender Marker 0 (a marker which attributes a score to projects based on how significant its gender dimension is) is always justified; there is a gender analysis done for all priority sectors (by end 2016); sex-disaggregated data is used throughout the project and programme cycle and programming; gender expertise is available and used timely in the programme cycle and programming; SWD objectives are selected to be reported on.

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Objectives	Activities	Indicators	Actors
	<p>2.4. Management to review and report results on gender equality and girls and women's empowerment and set new ambitious objectives.</p>	<p>2.4.1. Whether corporate reporting systems include a clear assessment of performance on the SWD objectives as a requirement</p> <p>2.4.2. N# of spot checks evaluating performance on gender equality per year</p> <p>2.4.3. Findings of independent evaluation of quality and reach of EU results for women and girls</p> <p>2.4.4. N# of SWD objectives EUDs and MSs select to report against at country level</p>	<p>EC, EEAS, MS</p> <p>EC, EEAS, MS</p> <p>EC, EEAS, MS</p> <p>EC, EEAS, MS</p>
<p>3. Sufficient resources allocated by EU institutions and Member States to deliver on EU gender policy commitments.</p>	<p>3.1. The EU Mid Term Review 2017 of the financing instruments and reviews of multi-annual programming documents (or equivalent for others) work out how results for girls and women of all ages can be improved.</p> <p>3.2. EU staff in relevant positions (including Heads of Missions) receive training on gender equality.</p> <p>3.3. Job descriptions include responsibilities and tasks for the promotion of gender equality.</p>	<p>3.1.1. Change (increase or decrease) in dedicated funding to improving results for girls and women after reviews and 2017 MTR (or equivalent)</p> <p>3.2.1. N# of staff, disaggregated by level, trained on gender equality per year, and reporting changes in the way that they work.</p> <p>3.2.2. N# of gender focal persons (or equivalent) trained per year.</p> <p>3.2.3. Gender mainstreamed into all training provided<sup>100</sup></p> <p>3.3.1. N# of Gender Focal Persons (or equivalent) who have 3 years of gender expertise and/or more than 5 years of technical experience in a related field</p>	<p>EC, MS</p> <p>EC, EEAS, MS</p> <p>EC, EEAS, MS</p> <p>EC, EEAS, MS</p> <p>EC, EEAS, MS</p> <p>EC, EEAS, MS</p>

<sup>100</sup> Milestone 1: mainstreaming started in 2016. Milestone 2: gender training is mainstreamed across all operational and management staff training by 2017

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Objectives	Activities	Indicators	Actors	
<p>4. <u>Robust gender evidence</u> used to inform all EU external spending, programming and policy making.</p>		<p>3.3.2. N# of job descriptions that contain gender equality as an area of responsibility, by seniority</p>	<p>EC, EEAS, MS</p>	
		<p>3.3.3. Gender point included in performance assessment systems for relevant staff (Management, Heads of Mission, Gender Focal Points etc.)</p>	<p>EC, MS, EEAS</p>	
	<p>3.4. Facilitate how the EU learns and maintain EU knowledge management systems on gender equality.</p>	<p>3.4.1. EU gender resource package (i.e. research, capacity development and knowledge building material) on-line (by April 2016)</p>	<p>EC</p>	
		<p>3.4.2. Capacity4dev.eu user statistics on use of gender resources</p>	<p>EC</p>	
		<p>3.5. Provide technical expertise on gender to EU actors at headquarters and in partner country</p>	<p>3.5.1. N# of queries responded to, disaggregated by thematic area</p>	<p>EC, EEAS, MS</p>
	<p>4.1. Inform all actions, whatever aid modalities (e.g. budget support), with strong and rigorous gender analysis that is reflected in the final programme implementation.</p>	<p>4.1.1. N# of thematic, bilateral and regional programmes per year using gender analysis to inform design.</p>	<p>EC, MS</p>	
		<p>4.1.2. N# of programme evaluations per year that include an assessment of impact on women and girls.</p>	<p>EC, MS</p>	
	<p>4.2. Establish quality assurance processes for project documents; and question spending approval wherever gender is not adequately considered.</p>	<p>4.2.1. Whether internal processes of methodological review are carried out to mainstream gender in quality assurance mechanisms (e.g. for the EC: Quality Support Group, etc.).</p>	<p>EC, MS</p>	
		<p>4.2.2. N# of new Action Documents (or equivalent) commented and subsequently revised including for poor gender consideration.</p>	<p>EC, MS</p>	

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Objectives	Activities	Indicators	Actors
	<p>4.3. Ensure that consultation with National Gender Equality Mechanisms and Civil Society Organisations working on girls' and women's rights inform country level programmes, regardless of the sector.</p>	<p>4.3.1. % of programmes using findings of consultations with National Gender Equality Mechanisms, CSOs, women's organisations, to inform action design.</p>	<p>EC, MS</p>
<p>5. <u>Results</u> for women and girls measured and resources allocated to systematically track progress.</p>	<p>5.1. Corporate results frameworks (e.g. the EU Results Framework), include gender sensitive indicators and sex-disaggregated data.</p>	<p>5.1.1. Status of results monitoring on gender sensitive indicators (Milestone 1: by end 2016, if needed, corporate results frameworks are revised to include gender sensitive indicators and indication of sex disaggregation that is aligned with SDGs indicators. Milestone 2: By end-2016 all results gathered in addition to those included in corporate results frameworks are sex-disaggregated where relevant</p>	<p>EC, MS</p>
		<p>5.1.2. % of results disaggregated where relevant by sex in Results Framework(s)</p>	<p>EC, MS</p>
	<p>5.2. Revise SWD indicators on the basis of the agreed Sustainable Development Goals' (SDGs) monitoring framework/indicators.</p>	<p>5.1.3. Status of SWD indicators as compared to the SDGs (target – by end 2016, if needed, the SWD is reviewed taking the finalised SDG indicators into consideration)</p>	<p>EC, EEAS, MS</p>
	<p>5.3. Apply systematically the Gender Equality Policy Marker of the OECD Development Assistance Committee (G-marker) and justify G0 scores to management.</p>	<p>5.3.1. N# of justifications for OECD Marker G0 scores (defined as: "no inherent potential to impact on gender equality")</p>	<p>EC, MS</p>
		<p>5.3.2. % of new programmes that score G1 or G2 (Target: 85% of new programmes score G1 or G2 by 2020)</p>	<p>EC, MS</p>



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Objectives	Activities	Indicators	Actors
<p>6. Partnerships fostered between EU and stakeholders to build national capacity for gender equality.</p>	<p>6.1. Support the research and independent analysis capacity of national statistics institutes, academia and CSOs, including macro-economic analysis, gender responsive budgeting and gender stereotypes.</p>	<p>6.1.1. N# of research projects co-financed by EU (EUD/MS) on gender related issues</p>	<p>EC, MS</p>
		<p>6.1.2. N# of programmes reporting improvement in quality and availability of sex-disaggregated/gender specific statistics through EU support</p>	<p>EC, MS</p>
	<p>6.2. Reinforce the coordination between EU and (international) actors working locally, especially at political dialogue level.</p>	<p>6.2.1. N# of partner countries with gender coordination mechanisms that include (international) actors working locally</p>	<p>EC, MS</p>
	<p>6.3. Support the National Gender Equality Mechanisms (NGEM) in their role of coordination for gender equality at country level.</p>	<p>6.3.1. N# of programmes for NGEM supported by EU</p> <p>6.3.2. N# of sector programmes working with the NGEM</p>	<p>EC, EEAS, MS</p>
<p>6.4. Work together with media operators to raise their own and public awareness on gender equality.</p>		<p>6.4.1. N# of projects building awareness of local and national media on gender issues in partner countries and supported by EU</p>	<p>EC, EEAS, MS</p>

## ANNEX I

### B. Thematic Priority: Physical and Psychological Integrity

**Goal:** The EU will continue to contribute in a measurable manner to preventing, and responding to, all forms of violence against girls and women. The table below provides a non-exhaustive list of indicators that can be used to measure contextual progress, and/or EU contribution to change. Only the most relevant indicators per selected objectives should be reported on<sup>101</sup>. The table also provides a non-exhaustive list of types of activities and examples that can be implemented to reach the specific objectives. These are not prescriptive; activities should be selected on the basis of context and country priorities<sup>102</sup>.

Objectives	Indicators	Examples of possible activities
7. Girls and women <u>free</u> from all forms of <u>violence</u> against them (VAWG) both in the public and in the private sphere.	<p>7.1. % of women aged 20-24 who were married or in a union by age 15 (SDG 5.40)<sup>103</sup></p> <p>7.2. Prevalence of girls and women 15-49 who have experienced physical or sexual violence (by an intimate partner) in the last 12 months (SDG 5.38)</p> <p>7.3. % of referred cases of gender and sexual based violence against women and children that are investigated and sentenced (SDG 5.39)</p> <p>7.4. % of girls and women aged 15-49 years who have undergone Female Genital Mutilation and Cutting (SDG 5.41)</p> <p>7.5. N# of individuals directly benefiting from Justice, Rule of Law and Security Sector Reform programmes funded by EU (EU RF)</p> <p>7.6. Measure of sex ratios and comparison of</p>	<ul style="list-style-type: none"> <li>- Support political, legislative, judicial, &amp; law enforcement action for compliance with agreed standards that drive gender equality.</li> <li>- Support legislative action to penalise all VAWG and gender based violence and to protect victims.</li> <li>- Support comprehensive coverage for the protection of girls and women and the prosecution of perpetrators.</li> <li>- Improve the capacity of the judiciary and law enforcement to provide redress to VAWG victims, in line with international standards.</li> <li>- Invest in governmental and non-governmental services that support survivors of VAWG.</li> <li>- Support collection, analysis and dissemination of VAWG data, including through National Statistical Offices.</li> <li>- Encourage broad based education for behavioural change regarding gender based violence, engaging men and boys and communities.</li> </ul>

<sup>101</sup> Further details are included in the Guidance Note (Annex 2).

<sup>102</sup> In view of its specific mandate, the European Commission's Humanitarian Aid and Civil Protection Directorate General (ECHO) reports solely on activities and indicators that are relevant to humanitarian action.

<sup>103</sup> The reference number of SDG proposed indicators refers to the 20 March 2015 version.

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Objectives	Indicators	Examples of possible activities
<p>8. Trafficking of girls and women for all forms of exploitation eliminated.</p>	<p>child mortality according to the gender</p> <p>8.1. N# countries that comply with recommendations from the Universal Periodic Review and UN Treaties (ref. CEDAW, CRC, UN Convention against Transnational Organized Crime and the Palermo Protocol) (adaptation of SDG 16.2)</p> <p>8.2. N# of individuals directly benefiting from trafficking programmes funded by EU</p>	<ul style="list-style-type: none"> <li>- Support strong gender sensitive legislation against trafficking of human beings.</li> <li>- Invest in governmental and non-governmental services to survivors, for their empowerment, well-being and full reintegration into society.</li> <li>- Invest in broad based education for prevention and reduction of vulnerabilities to trafficking, with a particular focus on child protection.</li> <li>- Support data collection and analysis on drivers and mechanisms of trafficking.</li> </ul>
<p>9. Protection for all women and men of all ages from sexual and gender based violence in crisis situations; through EU supported operations.</p>	<p>9.1. N# of EU Partner countries reporting a decrease in the incidence of sexual violence as a weapon of war</p> <p>9.2. N# countries that comply with recommendations from the Universal Periodic Review and UN Treaties (SDG 16.2)</p> <p>9.3. Number of violent deaths per 100,000 disaggregated by sex (EURF Level 1)</p> <p>9.4. N# of refugees (SDG 16.89)</p> <p>9.5. Losses from natural disasters by climate and non-climate related events (in US\$ and lives lost) (SDG 11.6 cross reference)</p> <p>9.6. N# of individuals directly benefiting from EU supported programmes that specifically aim to support civilian post-conflict peace building and/ or conflict prevention (EURF)</p> <p>9.7. N# of EU funded humanitarian targeted actions that respond to GBV.</p> <p>9.8. % of peace keeping and peace building</p>	<ul style="list-style-type: none"> <li>- Support initiatives to tackle the culture of impunity with regards to sexual and gender based violence.</li> <li>- Support accountability systems as per Inter Agency Standing Committee guidelines on Gender Based Violence; educate security, military and peacekeeping forces about sexual and gender-based violence.</li> <li>- Implement safeguarding policies for adequate humanitarian responses that address the specific needs and vulnerabilities of men and women of all ages.</li> <li>- Prevent and decrease sexual and gender based violence in conflict, through community level redress systems, empowerment of women, and engagement of men and boys.</li> <li>- Support healthcare services and CSO working for the psychological and physical recovery and social reinsertion of survivors of sexual and gender based violence.</li> <li>- Engage, to the extent possible, in community awareness programmes on sexual and gender based violence.</li> </ul>

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Objectives	Indicators	Examples of possible activities
	<p>missions with specific provisions to improve the security and status of girls and women of all ages</p> <p>9.9. N# of EU funded humanitarian programs marked 2 by the ECHO gender/age marker and/or Inter-Agency Standing Committee (IASC) marker</p> <p>9.10. N# of EU MS and partner country sign up to the global initiative Call to Action on Protection from GBV in emergencies</p>	
<p>10. Equal access to quality preventive, curative and rehabilitative physical and mental health care services for girls and women.</p>	<p>10.1. % of people in malaria-endemic areas sleeping under insecticide-treated bed nets (SDG 3.11)</p> <p>10.2. Proportion of persons with a severe mental disorder (psychosis, bipolar affective disorder, or moderate –severe depression) who are using services (SDG 3.28)</p> <p>10.3. % of beneficiaries using hospitals, health centres, and clinics providing basic drinking water, adequate sanitation and adequate hygiene (SDG 6.5)</p> <p>10.4. N# of people with advanced HIV infection receiving antiretroviral drugs with EU support (EURF)</p> <p>10.5. N# of 1-year olds immunised with EU support (EURF)</p>	<ul style="list-style-type: none"> <li>- Support extension of national coverage and access by women of all ages to all types of health care services, paying attention to multiple-discrimination, e.g. age, ethnicity, religion, rural/urban, etc.</li> <li>- Support the removal of any and all barriers limiting the access to good quality and affordable health care services for all.</li> <li>- Invest in integrated child and maternal health with the presence of a sufficient number of qualified healthcare professionals across the country.</li> </ul>
<p>11. Promoted, protected and fulfilled right of every individual to have full</p>	<p>11.1. Maternal mortality ratio</p> <p>11.2. Antenatal care services coverage (at least</p>	<ul style="list-style-type: none"> <li>- Support legislative and policy compliance with the Programme of Action of the International Conference of Population Development and the outcomes of their review conferences.</li> </ul>

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Objectives	Indicators	Examples of possible activities
<p>control over, and decide freely and responsibly on matters related to their sexuality and sexual and reproductive health, free from discrimination, coercion and violence.</p>	<p>one visit and at least four visits) (SDG3.2)</p> <p>11.3. % of women with cervical cancer screening (SDG 3.17)</p> <p>11.4. Met demand for family planning (SDG 5.44)</p> <p>11.5. % of young people receiving comprehensive sexuality education (SDG 5.5)</p> <p>11.6. N# of births attended by skilled personnel with EU support (EURF)</p> <p>11.7. N# of women using any method of contraception with EU support (EURF)</p>	<ul style="list-style-type: none"> <li>- Support universal access to quality, affordable and comprehensive sexual and reproductive health-care services.</li> <li>- Support quality, accessible and affordable sexual and reproductive health-care services including family planning to girls and women of reproductive age and their partners, treatment of sexually transmitted diseases.</li> </ul>
<p>12. Healthy nutrition levels for girls and women and throughout their life cycle.</p>	<p>12.1. % of children born with low birth weight (SDG 2.3)</p> <p>12.2. Proportion of population below minimum level of dietary energy consumption (SDG 2.8)</p> <p>12.3. % of women of reproductive age with anaemia (SDG 2.9)</p> <p>12.4. % of eligible population covered by national social protection programmes (SDG 1.4)</p> <p>12.5. N# of women of all ages, but especially at reproductive age, and children under 5 benefiting from nutrition related programmes with EU support (EURF)</p> <p>12.6. N# of food insecure people receiving assistance through social transfers supported by the EU (EURF)</p>	<ul style="list-style-type: none"> <li>- Empower women (through income, control of resources and knowledge) as key actors for improving nutrition for themselves and their families.</li> <li>- Support the implementation of nutrition related programmes for vulnerable households.</li> <li>- Reduce with priority occurrence of malnutrition among pregnant and lactating women.</li> </ul>

## ANNEX 1

### C. Thematic Priority: Economic, Social and Cultural Rights – Economic and Social Empowerment

**Goal:** The EU will continue to contribute in a measurable manner to girls’ and women’s economic and social empowerment, to their active participation in the economy and to the prevention of economic exploitation.

The table below provides a non-exhaustive list of indicators that can be used to measure contextual progress, and/or EU contribution to change. Only the most relevant indicators per selected objectives should be reported on.<sup>104</sup> The table also provides a non-exhaustive list of types of activities and examples that can be implemented to reach the specific objectives. These are not prescriptive; activities should be selected on the basis of context and country priorities<sup>105</sup>.

Objectives	Indicators	Examples of activities
13. Equal access for girls and women to all levels of quality education and vocational education and training (VET) free from discrimination.	13.1 Primary completion rate for girls and boys (SDG 4.33) 13.2 Secondary completion rate for girls and boys (SDG 4.35) 13.3 Tertiary enrolment rates for women and men (SDG 4.37) 13.4 Literacy rate of 15-24 year-olds, women and men (SDG 4.5)	<ul style="list-style-type: none"> <li>- Support legislation and national capacity full coverage of quality and non-discriminatory education for learners of all ages.</li> <li>- Ensure a safe, free of sexual and gender based violence environment that responds to child protection principles.</li> <li>- Provide education (both formal and non-formal), that addresses gender stereotypes, and allows for lifelong learning.</li> <li>- Promote gender-equal role models in the transition from education to the labour market through curricula and gender parity among teachers.</li> <li>- Support vocational and professional training for girls and boys that enable them to be change agents.</li> </ul>
	13.5 % of pupils enrolled in primary and secondary schools providing drinking water, adequate sanitation, and adequate hygiene services (SDG 6.4) 13.6 Personnel in Research and Development (per million inhabitants) (SDG 9.63)	

<sup>104</sup> Further details are included in the Guidance Note (Annex 2).

<sup>105</sup> In view of its specific mandate, the European Commission’s Humanitarian Aid and Civil Protection Directorate General (ECHO) reports solely on activities and indicators that are relevant to humanitarian action.

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Objectives	Indicators	Examples of activities
	<p>13.7 N# of children enrolled in primary education with EU support (EURF)</p> <p>13.8 N# of children enrolled in secondary education with EU support (EURF)</p> <p>13.9 N# of teachers trained with EU support (EURF)</p> <p>13.10 Ratio of female to male who have benefitted from Vocational Education and Training / Skills development and other active labour market programmes with EU support (EURF)</p>	

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Objectives	Indicators	Examples of activities
<p>14. Access to decent work for women of all ages.</p>	<p>14.1. In EU partner countries, income share held by women in the lowest 40% of income distribution (EURF Level 1)</p> <p>14.2. Average number of hours spent on paid and unpaid work combined (total work burden) by sex (SDG 5.42)</p> <p>14.3. Share of women among the working poor: employed people living below \$1.25 (PPP) per day (EURF Level 1)</p> <p>14.4. Employment to population ratio (EPR) by gender and age group (15-64) (SDG 8.5)</p> <p>14.5. Number of countries that have ratified and implemented fundamental ILO labour standards and complied in law and practice (SDG 8.57)</p> <p>14.6. Informal employment as a percentage of total non-agricultural employment, by sex (ECOSOC Minimum set of gender indicators, by domain I.9; measured by ILO)</p>	<ul style="list-style-type: none"> <li>- Support gender sensitive legislative and public finance reforms, which account for the role of women in the care economy, unpaid labour, unequal gender distribution of family responsibilities, overrepresentation in the informal economy, women in agriculture, and the gender pay gap.</li> <li>- Support institutional capacity to deliver on these reforms and policies.</li> <li>- Support government's social protection floor that ensures access by women of all ages, especially those who are subject to multiple discrimination.</li> <li>- Support challenges to social norms and attitudes that hinder women's economic empowerment, including economic and social recognition of unpaid and care work.</li> <li>- Analyse impacts of international trade on gender equality in connection with trade negotiations.</li> <li>- Support regulation for legal migration and protection of the rights of migrant workers with due regard to gender inequalities.</li> <li>- Invest in reducing women's risk of distress migration and the concomitant exposure to abuse and exploitation, and support economically viable alternatives.</li> <li>- Analyse and address the overrepresentation of female workforce in the informal economy.</li> </ul>



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Objectives	Indicators	Examples of activities
<p>15. Equal access by women to financial services, productive resources including land, trade and entrepreneurship.</p>	<p>15.1. % women, men, indigenous peoples, and local communities with documented or recognised evidence of tenure (SDG 1.5)</p> <p>15.2. % women, men, indigenous peoples, and local communities who perceive the rights recognised and protected (SDG 1.5)</p> <p>15.3. Gender gap in wages, by sector in economic activity (SDG 5.1)</p> <p>15.4. GNI per capita (PPP, current US\$ Atlas method) (SDG 8.54)</p> <p>15.5. Mobile broadband subscription per 100 inhabitants, by urban/ rural (SDG 9.59)</p> <p>15.6. N# of women receiving rural advisory services with EU support (EURF)</p> <p>15.7. N# of women and men who have secure tenure of land with EU support (EURF).</p> <p>15.8. N# of women accessing EU supported community level, (micro-) financial services (EURF)</p>	<p>- Support transformative legislation on ownership, inheritance and control of land and other productive resources by women, with special attention to indigenous peoples.</p> <p>- Eliminate barriers to women's equal access to markets, private sector development services, financial services, entrepreneurship, and Information Communication Technologies (ICTs).</p> <p>- Support female entrepreneurship as well as care facilities that assist families.</p> <p>- Increase the affordability and use of technology, expand rural access, and boost digital literacy for women.</p>

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Objectives	Indicators	Examples of activities
<p>16. Equal access and control over clean water, energy, transport infrastructure, and equitable engagement in their management, enjoyed by girls and women.</p>	<p>16.1. Proportion of population using an improved drinking water source (EURF Level 1)</p> <p>16.2. Road traffic deaths per 100,000 population (SDG 3.25)</p> <p>16.3. % of population using safely managed water services, by urban/ rural (SDG 6.45)</p> <p>16.4. % of population using safely managed sanitation services, by urban/ rural (SDG 6.46)</p> <p>16.5. Share of population using modern cooking solutions by urban/ rural (SDG 7.50)</p> <p>16.6. Share of population using reliable electricity by urban/ rural (SDG 7.51)</p> <p>16.7. N# of people with access to all season roads with EU support (EURF)</p> <p>16.8. N# of women of all ages provided with access to sustainable energy services with EU support (EURF)</p>	<p>- Support public policies and community-based natural resource management systems that generate greater coverage, safer access to, and inclusive decision making over sustainable energy, infrastructure and water by women of all ages.</p> <p>- Put in place legislation or public policies to enable girls and women to participate in decision-making.</p> <p>- Support the development of infrastructure with safe, affordable and accessible means of public transport for women of all ages.</p> <p>- Support country monitoring systems to report with sex disaggregated data and qualitative analysis the situation of water and sanitation, energy, infrastructure in the country.</p>

## ANNEX 1

### D. Thematic Priority: Political and civil rights - Voice and Participation

**Goal:** The EU will continue to contribute in a measurable manner to an increase in girls' and women's agency, voice and participation in social, economic, political and civil life.

The table below provides a non-exhaustive list of indicators that can be used to measure contextual progress, and/or EU contribution to change. Only the most relevant indicators per selected objectives should be reported on.<sup>106</sup> The table also provides a non-exhaustive list of types of activities and examples that can be implemented to reach the specific objectives. These are not prescriptive; activities should be selected on the basis of context and country priorities<sup>107</sup>.

Objectives	Indicators	Activities
17. Equal rights and ability for women to participate in policy and governance processes at all levels.	17.1. Proportion of seats held by women in national parliaments (EURF Level 1) in EU Partner Countries 17.2. Share of women on corporate boards of national/ multi-national corporations (SDG 5.2) 17.3. Percentage of seats held by women and minorities in national parliament and or sub-national elected office according to their respective share of the population (SDG 5.43) 17.4. Representation of women among mediators, negotiators and technical experts in formal peace negotiations (SGD 16.8) 17.5. N# of women benefiting from legal aid programmes supported by the EU (EURF)	<ul style="list-style-type: none"> <li>- Support enabling legislation and policy that remove obstacles for women and girls' participation in line with CEDAW, the Beijing Plan of Action, UNSCR 1325 and SDGs.</li> <li>- Guarantee the participation of autonomous women's organisations in legislative processes and policy-making.</li> <li>- Promote the role of women among mediators, negotiators and technical experts in formal conflict prevention, peace negotiations, and peace making.</li> <li>- Promote behavioural change in decision making, combat discriminatory social norms and gender stereotypes at family and community level, through public education and media campaigns, engaging with women as much as men of all ages.</li> <li>- Percentage of women in the key institutions (at national level): Government, Constitutional Council, Judiciary, Election Commission, Human Rights Commission.</li> </ul>

<sup>106</sup> Further details are included in the Guidance Note (Annex 2).

<sup>107</sup> In view of its specific mandate, the European Commission's Humanitarian Aid and Civil Protection Directorate General (ECHO) reports solely on activities and indicators that are relevant to humanitarian action.

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Objectives	Indicators	Activities
	<p>17.6. % of women candidates in national elections with EU support</p> <p>17.7. Number of countries carrying out gender-responsive budgeting at local and national level with EU support</p>	
<p>18. Women's organisations and other CSOs and Human Rights Defenders working for gender equality and women's and girls' empowerment and rights freely able to work and protected by law.</p>	<p>18.1. N# of women Human Rights Defenders who have received EU Support (EURF)</p> <p>18.2. N# of partner countries that guarantee the CSOs right to associate, secure funding, freedom of expression, access to information and participation in public life</p> <p>18.3. N# of Human Rights and Democracy Country Strategies that include gender equality objectives</p>	<ul style="list-style-type: none"> <li>- Support the participation of women's organisations as accountability agents in budgetary, legislative, and policy making processes at all levels.</li> <li>- Support use of Information and Communication Technologies (ICT) as a catalyst for political and social empowerment of girls and women, and to promote their freedom of expression, gender equality and women's and girls' empowerment and rights and policy making.</li> </ul>
<p>19. Challenged and changed discriminatory social norms and gender stereotypes.</p>	<p>19.1. Number of countries that have a positive change in the OECD Social Institutions and Gender Index (SIGI) rating</p> <p>19.2. % of women aged 15-49 years who intend to cut their daughters (UNICEF data collection)</p> <p>19.3. N# of EU Partner Countries introducing quota systems to address discriminatory practices and improve women's representation in government institutions and decision making positions</p> <p>19.4. In EU Partner Countries, N# of</p>	<ul style="list-style-type: none"> <li>- Promote public debate on non-discriminatory gender relationships that respect the physical, mental, social, integrity of boys and girls, and the child protection principle.</li> <li>- Support community, peer-to-peer, outreach and mobilisation action, involve men and boys, engage with leaders and figures of authority to promote the rights of girls and women of all ages and to increase the value placed on them by their own communities.</li> <li>- Invest in broad based education on social constructions of masculinity / femininity and positive change in decision making for family responsibilities, parenthood, opposition to sexual and gender based violence, etc.</li> <li>- Support civil society action of girls and women, men and boys and their associations as agents for change towards gender equality.</li> </ul>

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Objectives	Indicators	Activities
<p>20. Equal rights enjoyed by women to participate in and influence decision-making processes on climate and environmental issues</p>	<p>communities that formally declare abandoning a practice that discriminates or harms girls and women of all ages</p> <p>20.1. Number of deaths per 100,000 from climate-related and natural disasters – average over last ten years (disaggregated by sex) (EURF Level 1)</p>	<ul style="list-style-type: none"> <li>- Increase the resilience of girls and women in facing climate and environmental change and support them as agents of environmental protection.</li> <li>- Research the differentiated impact of climate change on male and female population of all ages, to be able to design public policy that responds to the real needs of men and women.</li> </ul>

## Monitoring & Measuring the Impact of "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020"

### Guidance Note on Indicators and Reporting Methodologies

**EU Vision:** The EU aims at a world where the rights of girls and women are claimed, valued and respected by all, and where everyone is able to fulfil their potential and contribute to a more fair and just society for all. To deliver on this vision, the Commission services and the EEAS will strengthen their efforts to place gender equality and the empowerment of girls and women at the heart of the EU's external actions, focussing on four pivotal areas - three thematic and one horizontal.

#### Taking Action and Transforming Lives through Four Pivotal Areas:

- Ensuring girls' and women's physical and psychological integrity
- Promoting the economic and social rights / empowerment of girls and women
- Strengthening girls' and women's voice and participation
- Shifting the Commission services' and EEAS' institutional culture to more effectively deliver on EU commitments.

The Joint Staff Working Document (SWD) and the measures set out in Annex 1 provide the monitoring and accountability framework against which to measure progress in developing, enlargement and neighbourhood countries, including in fragile, conflict and emergencies/humanitarian situations.<sup>108</sup> The SWD applies to the Commission services and to the European External Action Service (EEAS), each for the areas where they are in charge, both at headquarters and EU Delegations level.<sup>109</sup> Coordination and collaboration with EU Member States will continue to be ensured.<sup>110</sup>

This note provides guidance on reporting against the SWD objectives and the measures set out in Annex 1, and should be read in conjunction with the SWD and Annex 1. The purpose of reporting is twofold:

- Improve the effectiveness of EU initiatives and their impact on gender equality
- Improve accountability of EU initiatives to EU institutions and citizens, and ultimately to beneficiaries.

<sup>108</sup> Without prejudice to the specific arrangements for candidate countries and potential candidates under the EU's enlargement policy.

<sup>109</sup> It must be underlined that - in view of its specific mandate - the European Commission's Humanitarian Aid and Civil Protection department (ECHO) reports solely on activities and indicators that are relevant to humanitarian action.

<sup>110</sup> Commission services, the EEAS and EU Member States are further referred to as "EU actors".

EU thematic and geographical actions will be able to point to where they have contributed to the overarching four priorities, to how progress has been measured and to resources dedicated to supporting gender objectives.

**Overview of the implementation and reporting methodology:**

All EU actors will report **systematically** on the institutional culture shift against the relevant indicators set out in Annex 1. Each EU actor will define how performance will be tracked and systems of redress will be considered where necessary. The minimum standard for evaluating the **performance** will be: OECD/DAC Gender Marker 0 is always justified (and do-not-harm principle applied); there is a gender analysis done for all priority sectors; Sex-disaggregated data are used throughout the programming cycle; Gender expertise is available and used in a timely manner in the programme cycle; SWD objectives are selected to be reported (by mid-2016).

**For the three thematic priorities** (physical & psychological integrity, social & economic empowerment / rights, voice & participation), EU actors are **not** expected to report against all the objectives; but they are requested to identify on which of them they will focus their interventions at **country level** (or other relevant level dependent on the type of programme; e.g. regional; thematic vs. bilateral). **A systematic gender analysis at country and/or sector level** will inform reporting choices, and the selection of indicators as per context as well as the baseline information. **The identification of priorities and indicators must be completed by mid-2016 and must include at least one against which to report EU contribution per thematic area.**

The Commission services and the EEAS (at EU Delegations and headquarters level) will **report annually on EU contribution** to at least one objective per thematic priority.<sup>111</sup> EU contribution is defined as development outputs and direct outcomes of EU projects and programmes that can be linked to the achievement of specific objectives of this SWD.

It is a **context specific approach** that is flexible and seeks to reflect the ability, capacity and expertise of each EU actor.

The SWD and the measures set out in Annex 1 will align in so far as possible with the wider set of measures put into place to strengthen monitoring and reporting on results (e.g. corporate results frameworks, project and programme monitoring and reporting systems, Sustainable Development Goals indicators). The OECD DAC Gender marker<sup>112</sup> will form the basis of resource tracking. Reporting will be facilitated by those measures being put in place for achieving the institutional culture shift as laid out in the SWD (e.g. more robust gender analysis to inform project and programme development).

**Overall, the reporting will provide:**

- An indication of **institutional progress** of EU actors on placing gender equality at the heart of their ways of working.

<sup>111</sup> DG ECHO will be exempted as the activities covered under their humanitarian mandate only respond to one of the thematic priorities.

<sup>112</sup> In due course, any other relevant DAC marker will be used (e.g. VAWG purpose code).

- A **snapshot** at a global level of progress on gender equality in countries / contexts within which the EU works.
- An **aggregation** of results of EU programmes that contribute to SWD objectives<sup>113</sup>. Behind the aggregate figures and/or where these cannot be aggregated will lay the **results of individual projects / country programmes** that contribute to SWD objective.

#### What does this mean in practice for each EU actor concerned?

All EU actors will report annually on all indicators in the **institutional culture shift**. Reporting will, for the most part, happen through existing mechanisms<sup>114</sup>. Where existing mechanisms are insufficient, information will be complemented by light touch reports from each actor (including EU Delegations). Reports will be sent to institutional headquarters (HQs) that will aggregate them into meaningful and evidenced information to populate the EC's (DEVCO B1<sup>115</sup>) aggregate report on progress against the institutional culture shift.

**For the thematic priorities, all EU actors** will produce (or use from a rigorous source) a robust and evidence based **gender analysis** at the correct level of intervention (sector, country, thematic etc.). This will provide an essential criterion by which to assess good / poor practice. Existing reporting mechanism will track whether this has happened<sup>116</sup>.

All EU actors will **review new actions / investments that are in design phase / pipeline**. This will be done in light of the systematic gender analysis and ensure at a minimum indicators on the action's impact on girls and women and that all data is disaggregated by sex. An analysis will be provided that justifies any lack of gender related measurements in existing projects and reassures that gender inequality will not be exacerbated by the intended actions<sup>117</sup>. This will occur through institutional quality assurances process and be integrated into procedures<sup>118</sup>.

Where **budget reviews** occur, those undertaking them will seek to make sure that their revisions identify targeted activities and/or better mainstream gender in the interventions. This will inform **whether funds might need to be reallocated** to improve the equal impact of EU interventions on girls, women, boys and men. All EU actors are expected to comply; tracking will be done by their own headquarters through existing reporting and programme cycle processes such as quality assurance<sup>119</sup>.

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<sup>113</sup> To be provided by DEVCO B1, based on EU-RF information in so far as possible. Member States should report against their own corporate frameworks and provide aggregated information to DEVCO B1 for reporting purposes.

<sup>114</sup> In the case of DEVCO, this will include a review of the External Action Management report (EAMR) to ensure that the elements of the institutional shift are tracked through it.

<sup>115</sup> DEVCO B1 is the Unit in charge of Governance, Democracy, Gender and Human Rights

<sup>116</sup> In the case of DEVCO, this will be the EAMR/SDAO.

<sup>117</sup> Do no harm analysis

<sup>118</sup> In the case of DEVCO, this includes the Quality Support Group (QSG).

<sup>119</sup> In the case of DEVCO, Unit B1 will track through EAMR responses once the template is adapted to gather such information. The QSG process will also be monitored and tracked, and a system to record decisions and their justifications in the QSG will be designed.



## ANNEX 2

All EUDs and Member States with representation in partner countries will select which thematic objectives to contribute to. Coordination at partner country level among EU actors is strongly recommended. **All should be contributing results to the SWD objectives**, on the basis of the set of **indicators** provided (more below). Indicator choices are not limited to those provided, though these should be prioritised where relevant to ensure a minimum amount of aggregation<sup>120</sup>. **All must report annually on EU contribution to at least one objective per thematic priority**.

**Results** will be gathered through existing institutional systems, such as corporate results frameworks<sup>121</sup> (more below). HQs will be responsible for aggregation and DEVCO B1 will coordinate the compilation process. Existing institutional **reporting mechanisms** will be used (and improved if needed) to gather the required information (e.g. External Assistance Management Report for DEVCO). The OECD DAC Gender marker will form the basis of resource tracking.

**All EU actors** will present the results of their implementation in their annual reports. A **final independent evaluation** will be carried out.

### **How to select indicators; which ones to report against and why?**

In the most part the indicators will be based on the agreed Sustainable Development Goals (SDGs) indicators and on the EU Results Framework (EU RF). The indicators will be reviewed in 2016 to fully align with the final set of Sustainable Development Goals (SDGs) and the related indicators. On a yearly basis, the Commission will provide an indication of progress at the aggregate level. As touched upon earlier, the SWD approach to the selection and types of indicators builds on the agreed EU Results Framework's model and approach<sup>122</sup>. EU actors will report on 3 different types of indicators (See [figure on p. 5 for details](#)):

- A. **Indication of progress** in those countries where the EU is active (aligned with SDGs, not attributable to EU intervention)
- B. **EU contribution** to progress (aggregated results from projects and programmes financed by the EU using the EURF level 2 measurements and other project/programme indicators)
- C. **Organisational performance** (tracking the changes achieved via the institutional culture shift).

Though the SWD and the measures set out in Annex 1 intend to capture results that can be aggregated, indicators will not be limited to standard indicators. Those that will be aggregated will be those agreed in the EU-RF and the SDGs, but in some cases indicators will be used that are not able to be aggregated and are context / programme specific. The type of indicator choice will depend on data **availability** and its **relevance** to what it seeks to measure. Where the same indicators are selected across a number of projects or countries, and where a methodology does not yet exist for aggregation, one will be explored and agreed.

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<sup>120</sup> In the case of DEVCO, revising the sector indicator guidance will be key to improving the quality and use of gender sensitive indicators in programming.

<sup>121</sup> In the case of the EU this will be through the EU Results Reporting Templates which gather results against the EU RF. Those results that are context /project specific but relevant to gender equality and achieving the SWD will be included. Disaggregated information will be used for those results. Unit 06 will gather and compile the information for B1 to analyse.

<sup>122</sup> Launching the EU International Cooperation and Development Results Framework, SWD (2015) 80 final, 26.3.2015

## ANNEX 2

**Type A Indicators:** Provide an indication of progress on the context within which the EU is financing efforts to improve gender equality. Aligned with SDGs and commonly used by partner governments, ideally internationally agreed. Adequate for aggregation. **Sources:** National & International statistical sources (UN, WB, IMF)

**Type A - Development Progress in EU Partner Countries** (Context within which EU efforts to improve gender equality take place)

E.g. % of women aged 20-14 years old who were married before their 18<sup>th</sup> birthday – UNICEF

E.g. Proportion of seats held by women in national parliament – SDG

These indicators can be aggregated but EU contribution cannot be determined. They only provide an overall indication of national progress.

**Type B Indicators:** Allow for indication of EU contribution. Aligned with indicators used by EU at project, programme or national level. Should be relevant to country gender analysis and EU prioritisation exercise, adequate for aggregation and have data available.

**Type B - EU Contribution to change**

E.g. Number of women who have secure tenure of land with EU support - EURF

E.g. Number of honour killings (national context and refers to harmful practices but not SDG)

Where EU Institutions and/or Member States report on the same indicator at country or project level, these can be aggregated. However, these indicators are in the most part selected at country / project level, therefore aggregation across countries will be less common than with Type A.

**Sources:** Project M&E Data, national statistics, programme documents, EU RF monitoring data.

**Type C Indicators:** Aligned, in so far as possible, with institutions' reporting and budgetary systems.

**Type C - Institutional Performance and Progress**

E.g. % of EU funded development assistance budget scoring G2 DAC Marker (can be aggregated across MS and EU institutions etc.)

**Sources:** Existing corporate systems such as in the case of DEVCO: CRIS, EAMR, EU RF Reporting. For others DAC codes, Member States RF systems will be relevant.

E.g. Number of EU delegations awarded Gender Awards (very institution specific)

These provide key set of data as to how relevant institutions (e.g. DG DEVCO) are managing operational processes and resources in order to improve gender equality through international cooperation and development.

Through the reporting on indicators, it will be difficult to reflect qualitative results. Qualitative assessments will be necessary to complement findings, such as evaluations and case studies. Evaluation policies may need revision to ensure that gender equality achievements are assessed as a priority<sup>123</sup>.

### **Institutional Culture Shift Indicators (Type C):**

For **Type C** indicators, reporting is systematic, for all EU actors. Baselines will be used where they exist. Where no baseline exists, the first report will form a baseline to assess year-on-year progress. Incentives and disincentives will be considered and used to improve compliance.

Existing reporting methodologies will be used; in the case of the Commission, it will mean EAMR, SDAO, ROM end of project, Results Reporting Template. In the case of the Commission, DEVCO B1 will collect, and where necessary aggregate, the information provided by Member States, DG DEVCO and DG NEAR, ECHO, and the EEAS, to produce a single overview. To ensure transparency and accountability, reporting on the results will be part of the "Annual Report on the European Union's development and external assistance policies and their implementation".

### **Country / Context Progress Indicators (Type A):**

Type A indicators will be reported on across all partner countries where the EU is funding cooperation and development interventions. The reason for this is that it builds up EU knowledge of the national context and provides an overall picture of the development status across partners. In the most part these indicators are SDG indicators and will be reported on by partner countries irrespective of EU activity or not. Baseline in the first year will be the latest available data points. In the case of the Commission HQ, DEVCO B1 will be responsible for gathering such data and aggregating it, based on choices made by geographical / thematic programmes (which they select as relevant and meaningful to their approach to gender equality).

### **EU Contribution Indicators (Type B):**

**Gender analysis is systematic to inform all new EU funded interventions.** At country level, it must inform the selection of specific indicators (Type B) to report against; these should clearly be aimed at improving reach of existing priority sectors and where needed / possible develop new actions targeted at where the potential highest impact might happen.

Type B indicators will be reported on by those countries that, based on robust and thorough gender analysis and on agreed country priorities, have selected indicators that measure the EU contribution to one or more of the SWD objectives. Some may have adapted SDGs to their context, some may be EU-RF Level

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<sup>123</sup> In case of EU see Regulation No 236/2014 of the European Parliament and of the Council "Laying down common rules and procedures for the implementation of the Union's instruments for financing external action" (Article 12), 11.03.2014

## ANNEX 2

2 results and others may be results of projects and programmes. They do not need to be limited to the list of indicators suggested, but should be the most relevant and appropriate to the country context and SWD priority selected.

Mostly, the data for these indicators will be drawn from EU financed projects and programmes and, in practical terms, be drawn from reporting by implementing partners (partner countries, international organisations, international financial institutions, NGOs etc.). They will therefore be measured in the most part by the implementing partner's monitoring systems.

These will be gathered through usual institutional reporting channels. In the case of the Commission, this will be through the EU-RF reporting mechanisms, annually. All EU-RF sex disaggregated results will be shared, as will results measuring impact on girls and women, or indeed relevant gender issues. In the case of DEVCO, Unit 06 will manage the data collection process, and unit B1 will analyse the data and provide the gender report. Technical support to develop appropriate gender sensitive indicators will be considered, as will be technical support at pipeline on gender analysis and programme design. The Quality Assurance procedures will also be supported and monitored by B1 (or another form of technical support). B1 will support 06 to update the sector indicator guidance.

**Importantly, these type B results will be drawn from programmes that have come to an end.** Based on a pilot exercise, the EURF has chosen to only report on those that have ended, therefore for the purpose of consistency the same will be true of all type B indicators.

**For all indicators, baseline** should be understood to start at **zero** unless a baseline exists. The results are aggregated year on year, and therefore progress will be identifiable.

In terms of **quantifying contribution**, the method used by the EURF will be adopted, the 'overall method', where the total (or overall) results the EU achieved jointly with others (such as the partner country government and other non EU donors) are reported, rather than results linked to the share of funding that has been provided by the EU. This approach has been proven to be most feasible by the EURF piloting, aligned with greater country ownership and overcoming the issue that detailed budget information on inputs by others is not always available to allow proportional results to be calculated.

As with the EURF, the SWD objectives do **not include corporate targets** for types A & B indicators. The reason behind is the same as that with the EURF; "at project and programme level (i.e. the basis of corporate targets), targets are frequently aligned to those of the partner countries and therefore their level of ambition varies greatly. This lack of consistency at country level makes it difficult, if not impossible, to set targets by summing up individual country targets (bottom up) in order to set corporate targets at the level of the EU as a donor. On the other hand, imposing country targets following the establishment of an EU target (top-down) would not be in line with Busan commitments".