



# More of the same, or radical change? Options for the successor to the EU's Gender Action Plan 2010-2015

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## Key messages

- There is overwhelming evidence that gender equality and ensuring that women and girls can enjoy and exercise their full human rights are fundamental to achieving equitable and sustainable development.
- The EU has failed to deliver on its gender equality commitments as a result of its marked lack of consistent and long-term leadership on gender equality and weak accountability and incentives. Fundamentally, it has not recognised or responded to the structural inequalities that perpetuate unequal gender power relations.
- The new EU leadership team has a real opportunity to demonstrate political leadership on gender equality and women's and girls' rights, and to deliver ambitious and tangible results through the successor to the EU's Gender Action Plan 2010-2015. A radical shift is needed.
- Responsibility for implementation of the successor to the EU's Gender Action Plan, whatever shape it takes, should rest with the High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission. It can no longer be regarded as a development aid matter.

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# Abbreviations

<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women	<b>GDP</b>	Gross Domestic Product
<b>CIDA</b>	Canadian International Development Agency	<b>GEWE</b>	Gender equality and women's empowerment
<b>CODEV</b>	Working Party on Development Cooperation	<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit
<b>COHOM</b>	Human Rights Working Party	<b>HR/VP</b>	High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission
<b>CSOs</b>	Civil Society Organisations	<b>MDGs</b>	Millennium Development Goals
<b>DfID</b>	Department for International Development	<b>OECD</b>	The Organisation for Economic Co-operation and Development
<b>DGs</b>	Directorates-General	<b>ROM</b>	Results Oriented Monitoring
<b>DG DEVCO</b>	Directorate General for Development and Cooperation – EuropeAid	<b>UNSCR</b>	United Nations Security Council Resolution
<b>EEAS</b>	European External Action Service		
<b>EU</b>	European Union		
<b>FAO</b>	United Nations Food and Agriculture Organisation		
<b>GAP</b>	The EU's Plan of Action on Gender Equality and Women's Empowerment in Development (Gender Action Plan) 2010 to 2015		

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## Executive summary

Gender equality and ensuring that all women and girls can enjoy and exercise their full human rights are fundamental to achieving equitable and sustainable political, economic, social and environmental development. These are long-term political endeavours that can only be achieved by tackling the structural inequalities that perpetuate unequal gender power relations in every sphere. Hence the need for a deeper understanding of the structural bases of gender inequality embedded in society, of how gender inequality intersects with other inequalities, such as, race, ethnicity, citizenship, age, and of how it impacts on human rights.

There is overwhelming evidence that equality between women and men, and girls and boys, from diverse groups, is crucial to achieving sustainable development. It is the most effective strategy to enable the poorest and most marginalised people and communities to improve their situations. Evidence shows that investment in gender equality yields higher returns than any other development investments. Some estimates suggest that a 10% increase in the number of girls attending school can increase a country's Gross Domestic Product (GDP) on average by 3%. Furthermore, on average, women reinvest 90% of their income in their families and communities, compared to 30 to 40% reinvested by men. While gender equality and the rights of diverse groups of women and girls are first and foremost a matter of justice, having rights, access to and control over economic assets, enables women to improve their own, their family's and their community's situations.

The arrival of the new European Union (EU) leadership team in late 2014 provides an important opportunity to accelerate support for gender equality and women's and girls' rights. Although much has been done to date, the EU has failed to deliver on its gender equality commitments. There has been a marked lack of consistent, long-term leadership and accountability.

There are also some fundamental shortcomings in the EU's approach to policy on gender equality. It does not recognise or respond to the structural and systemic nature of gender inequality. It does not take the intersections between gender inequality and other inequalities into account, and it falls short of making a resolute commitment to women's or girls' human rights.

Implementation of the EU's Gender Action Plan (GAP) has been 'extremely slow'. Obstacles include differing levels of attention accorded by EU institutions and Member States, insufficient gender analysis capacity, and feeble commitment and support from Heads of EU Delegations. The GAP stands alone, largely delinked from much of the work of the European External Action Service (EEAS) and the EU Delegations and from the mainstream activities of Member States and their Embassies. Furthermore, it allows for a narrow and piecemeal approach to gender equality and women's and girls' rights.

There is much good practice the EU could emulate. Examples demonstrate the importance of long-term political leadership, clear accountability, incentive and reporting systems, and investing in specialist gender expertise. As the GAP approaches its end-date in 2015, three options stand out for its successor:

- 1. A Gender Action Plan II:** a refreshed, more sharply focused version of the current plan, simplified to address some of the existing practical implementation challenges. It would retain the focus on process alone and would aim to build on the work done to date and the EU institutions' familiarity with the GAP. However, a focus on process alone, with the current level of resources, is unlikely to be enough to build the political and practical momentum necessary to accelerate sustainable progress towards gender equality and respect for women's and girls' rights. It runs the risk of perpetuating the lack of ownership and lethargy manifested by many EU and Member State officials.
- 2. A Gender Action Plan Plus:** building on a refreshed version of the GAP (as in Option 1), it would emphasise accelerated and increased support to two priority gender equality and women's and girls' rights areas where the EU and Member States have established track records and would give higher priority to political and policy dialogue. It would aim to achieve some tangible results relatively quickly. Nevertheless, it would leave much of mainstream development programming unchanged, and it would not directly address the structural bases of inequality and denial of rights.
- 3. A Strategic Framework on Gender Equality and action plan:** setting out the EU's vision and ambition for gender equality and women's and girls' rights. It would seek to directly tackle the structural bases of gender inequality, its intersection with other inequalities and its impact on rights. It would concentrate accelerated and increased investment in three to four essential programme areas (primarily in political and economic development) and on three key processes. It would move work on gender equality and the rights of diverse groups of women and girls out of the margins and into the centre (mainstream) of the EU's external actions, reinvigorating an EU-wide campaign to deliver tangible equality and rights outcomes.

Irrespective of which option is chosen to succeed the GAP, responsibility for its implementation should rest with the High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission (HR/VP). It should no

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longer be regarded as a development aid matter, solely under the responsibility of the Development Commissioner.

Successful implementation of the successor to the GAP, regardless of the shape it takes, will be determined by the following set of preconditions: political leadership and senior management support; enhanced capacity; strengthened political dialogue; use of the full range of

instruments and modalities; structured dialogue with civil society; and improved policy coherence.

A radical shift in the EU's approach is needed in order to achieve gender equality and to ensure all women and girls have the right to participate fully in all spheres and contribute to achieving sustainable development.

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# 1. Introduction

Achieving gender equality and ensuring that women and girls can enjoy and exercise their full human rights are integral to equitable and sustainable social, economic, political and environmental development. The achievement depends on tackling the structural inequalities that perpetuate unequal gender power relations in every sphere.

The arrival of the new European Union (EU) leadership team in late 2014 provides an important opportunity to accelerate support for gender equality and women's and girls' rights. Although much has been done, the EU has failed to deliver on its gender equality commitments. Part of the problem is that the EU's overall policy and approach to gender equality and women's empowerment fails to address the structural nature of gender inequality, the ways in which gender inequality intersects with other inequalities and the impact of gender inequality on women's and girls' human rights. Fundamentally, there has been a marked lack of consistent and long-term leadership to make gender equality and women's and girls' rights a priority, coupled with the absence of accountability and incentive systems. Although the EU's Plan of Action on Gender Equality and Women's Empowerment in Development (Gender Action Plan) 2010 to 2015 sets out ambitious objectives and plans, it is seen by the European Commission and Member States as a development aid matter, under the sole responsibility of the Commissioner for Development.

**There has been a marked lack of consistent and long-term leadership to make gender equality and women's and girls' rights a priority, coupled with the absence of accountability and incentive systems.**

The Gender Action Plan (GAP) runs to December 2015 and discussions are underway on what its successor should comprise. The EU Council has called for 'an ambitious and robust successor to the current GAP, focused on results and taking into account the Post-2015 agenda'.<sup>1</sup> A task force has been established composed of officials from Member States, the European External Action Service (EEAS), the Directorate General for Development and Cooperation – EuropeAid (DG DEVCO) and other Directorates General 'to prepare Terms of Reference and define objectives, indicators and reporting format for the new GAP'.<sup>2</sup> The successor to the GAP will be agreed by the EU before the end of 2015.

The purpose of this paper is to set out a roadmap for the successor to the GAP. It makes the case for why the EU needs to accelerate action on gender equality, women's and girls' rights. It examines shortcomings in the current EU approach and draws on examples of best practice to develop options for a future framework and plan.<sup>3</sup>

The successor to the GAP would be strengthened by close alignment to forthcoming European and international policy framework and practice reviews on gender equality and women's and girls' rights. These include:

- The EU's Strategy for equality between women and men within the EU<sup>4</sup> will be reviewed in 2015. The principles that underlie the Strategy could usefully inform the successor to the GAP, namely, equal economic independence, equal pay for equal work and work of equal value, equality in decision-making, dignity, integrity and an end to gender-based violence.
- The Commission on the Status of Women will in March 2015 review 20 years' implementation of the Beijing Platform for Action<sup>5</sup>, and propose actions to accelerate implementation. The 12 Areas of Concern identified in the Beijing Platform for Action continue to provide a comprehensive and substantive framework.<sup>6</sup>

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1 EU (2014) Council Conclusions on the 2013 Report on the Implementation of the EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015. Foreign Affairs (Development) Council meeting Brussels, May 19 2014.

2 Ibid.

3 The paper draws on interviews with key informants from a range of stakeholders and on desk research from the EEAS, European Commission, European Parliament, a number of EU Member States, OECD, UN Women, CONCORD Gender Working Group, KIT, and other key stakeholders.

4 European Commission (2010b) Strategy for equality between women and men 2010-2015

5 The Beijing Declaration and Platform for Action adopted at the UN Fourth World Conference on Women in Beijing, 1995

6 The 12 Areas of Concern are: poverty, education and training, health, violence, armed conflict, economy, power and decision-making, institutional mechanisms, human rights, media, environment, the girl child

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- The Post-2015 agenda will be agreed in 2015. Gender equality and women's rights have been integral to the discussions on the Millennium Development Goals (MDGs) and what the Post-2015 agenda should contain. As the discussions stand, it is likely there will be a separate goal on gender equality alongside the integration of gender dimensions in other goals.<sup>7</sup>
  - The status of implementation of the United Nations Security Council Resolution (UNSCR) 1325 on women, peace and security will be discussed in 2015, to mark its 15<sup>th</sup> anniversary.

Much has been achieved in the past decades – by the EU and others – to promote gender equality and respect for women's and girls' rights. However, progress is slow, and gender-based inequality and the denial and abuse of rights persist. A radical shift in the EU's approach is now necessary to achieve gender equality and to ensure all women and girls have the right to participate fully in every sphere and contribute to achieving sustainable development.

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7 Open Working Group on Sustainable Development Goals, Outcome Document. July 19 2014. The proposed separate goal covers discrimination, violence, harmful practices, unpaid care and domestic work, leadership, sexual and reproductive health and reproductive rights, equal rights to economic resources, etc. In addition, references to women and girls or gender are in goals on poverty, hunger, health, education, water, sustainable economic growth, climate, etc., but not in those on energy or infrastructure.

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# 2. Making the case for gender equality and women's and girls' rights

There are compelling reasons why the EU should accelerate its action on achieving gender equality and respect for the full human rights of all women and girls. It is, firstly, a matter of justice, and secondly, it is central to achieving sustainable development.

## 2.1 A moral and ethical imperative

Gender equality and respect for the full human rights of women and girls are matters of justice. All EU Member States have ratified the Convention on the Elimination of All forms of Discrimination against Women (CEDAW). They have agreed to the UN Declaration on the Elimination of Violence Against Women.<sup>8</sup> They have also signed up to the Rio Declaration on Environment and Development (1992), the Cairo Programme of Action of the International Conference on Population and Development (1994) and the Platform for Action adopted at the UN Women's Conference in Beijing (1995). These are international obligations that commit EU Member States to take action to promote women's rights and gender equality in every arena.

### 2.1.1. Understanding gender inequality

Achieving gender equality between women and men, and girls and boys requires an understanding of the structural bases of gender inequality embedded in the formal and informal institutions of society, as well as in the social norms, cultural values and attitudes that underpin them. These shape every aspect of the lives, rights and opportunities of women and girls, and what responsibilities they are expected or allowed to hold. Unequal gender power relations in the home, community and wider society, and unequal burdens of caring and household work, create enormous barriers for girls and women. If not confronted, these barriers will continue to hamper and undermine development efforts and long-term aspirations for sustainable development.

## Changing social attitudes, norms and cultural values is central to making long-term progress towards gender equality and respect for women's and girls' rights.

Changing social attitudes, norms and cultural values is central to making long-term progress towards gender equality and respect for women's and girls' rights. Women's rights organisations play key roles in increasing women's and girls' awareness of the possibility of questioning the social order, challenging unequal gender power relations and the sexist social and cultural values that perpetuate gender inequality. They enable women and girls to empower themselves to challenge the cultural attitudes that permit male-bias in every sphere, denial of rights and acceptance of sexual and gender-based violence.

Understanding and taking a deeper view of gender allows us to recognise how gender inequality – as experienced by girls and women and men and boys of different gender identities, and by transsexual and intersex people – intersects with other inequalities. Women and men, and girls and boys, are heterogeneous groups with differentiated needs, interests and capacities shaped by age, class, ethnicity, caste, race, ability, sexual orientation, religion, language, HIV status and other differences. These differences vary from society to society, from place to place, and across time. As a result, many women (and men) experience multiple and intersecting forms of discrimination and exclusion over their lifetime.

Gender identity and how it is expressed not only determine opportunities, access to and control over resources, but also each individual's capacity to enjoy and exercise their rights, and seek redress if these rights are ignored or abused. Gender analysis illuminates these differences and facilitates how we understand their significance, how they intersect with other inequalities, and how best to respond to them.

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<sup>8</sup> UN Declaration on the Elimination of Violence Against Women, December 1993, Preamble and Article 3

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## 2.2 Central to sustainable development

Evidence shows that equality between women and men and girls and boys, is the best strategy to enable the poorest and most marginalised people and their communities to improve their social, economic, political and environmental situations. In 2012, the Organisation for Economic Co-operation and Development (OECD) stated that investments in gender equality yield the highest returns of all development investments, as gender equality and empowered women are catalysts for enhancing development efforts.<sup>9</sup>

The importance of gender equality, women's empowerment and the realisation of women's and girls' rights in achieving sustainable development have been recognised to a greater extent in recent decades.<sup>10</sup> Although there are 'powerful synergies' between gender equality, economic development and environmental sustainability,<sup>11</sup> there are also tensions. While gender equality can foster economic development, the reverse is not always the case. Some forms of economic growth rely on maintaining gender inequalities, for example, gender wage gaps and discriminatory norms, values and institutions.<sup>12</sup>

Sustainable development<sup>13</sup> cannot be achieved unless the underpinnings of gender inequality and unsustainable patterns of economic development are tackled. The causes and drivers of both are linked: unregulated market-led growth and unsustainable patterns of production, consumption and distribution depend on and replicate gender inequalities and unequal gender power relations.

These, in turn, permit the exploitative use of women's labour and unpaid care work.

The empowerment of women as equal and respected economic actors can improve productivity when the removal of discrimination in societal and market institutions (for example, access to education, credit and land and sexual and gender-based violence) go hand in hand with a more balanced distribution of caring and household responsibilities<sup>14</sup>, and the development and promotion of gender-equitable production systems and products.<sup>15</sup> Women's rights, access to and control over economic assets, and making the best use of women's skills, talents and abilities, can enable them to improve their own situation and that of their family, communities and economies. Furthermore, investing in women has a multiplying effect, due to their dual productive and reproductive roles.

The World Bank finds that eliminating discrimination against women workers and managers could increase productivity by as much as 40% per worker.<sup>16</sup> Similarly, according to the United Nations Food and Agriculture Organisation's (FAO) analysis, women would increase yields on their farms by 20 to 30% if they had the same access to productive resources as men.<sup>17</sup> When women enjoy improved gender power relations with men, have greater opportunities and can exercise their rights, their contribution to family, community and societal wellbeing increases significantly. Research shows that, on average, women reinvest 90% of their income in their families and communities, compared to 30 to 40% reinvested by men.<sup>18</sup> Studies have shown that women having increased

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**Investments in gender equality yield the highest returns of all development investments, as gender equality and empowered women are catalysts for enhancing development efforts.**

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9 OECD (2012) Gender Equality in Education, Employment and Entrepreneurship: Final Report to the MCM 2012

10 See, for example, Principle 20, Rio Declaration on Environment and Development (1992); Strategic Object K, Beijing Platform for Action (1995); Outcome document, UN Conference on Sustainable Development (2012); and UNDP (2013b) Powerful synergies – Gender equality, economic development and environmental sustainability

11 UNDP (2013b) Powerful synergies – Gender equality, economic development and environmental sustainability

12 See Kabeer Naila and Luisa Natali (2013) cited in UN (2014)

13 Sustainable development is defined as: 'economic, social and environmental development that ensures human well-being and dignity, ecological integrity, gender equality and social justice, now and in the future'. UN (2014) World Survey on the Role of Women in Development. Report of the Secretary-General. Gender equality and sustainable development, paragraph B50, p17

14 See, Woodroffe, Jessica and Kate Donald (2014) Unpaid care: A priority for the post-2015 development goals and beyond. Gender and Development Network Briefings 6

15 See, Elson, Diane in UNDP (2013b) Powerful Synergies: Gender equality, economic development and environmental sustainability p86-7

16 World Bank (2012) Gender equality and development

17 <http://www.fao.org/gender/gender-home/gender-why/key-facts/en/>

18 Borges, Phil (2007) Women Empowered: Inspiring Change in the Emerging World. New York, cited in OECD (2008)

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control over household income usually results in greater investment in the education and health of children (both girls and boys).<sup>19</sup> Finally, allowing women the same opportunities as men to be socially and politically active and to engage in decision- and policymaking, result in more inclusive and democratic decision-making structures and more gender-responsive policy in the longer term. Countries where women occupy more than 30% of the seats in political bodies tend to be more inclusive, egalitarian and democratic.

### **On average, women reinvest 90% of their income in their families and communities, compared to 30 to 40% reinvested by men.**

Girls' access to quality, safe primary, secondary and tertiary level education, and related educational achievements, offer pathways to greater empowerment and economic opportunity throughout their lifetime. It also ensures countries have the knowledge and skills necessary for economic and political development. Some estimates suggest that when 10% more girls go to school, a country's Gross Domestic Product (GDP) increases on

average by 3%. Moreover, studies have shown that when girls stay in school for seven or more years, they marry four years later and have two fewer children.<sup>20</sup>

### **Some estimates suggest that when 10% more girls go to school, a country's Gross Domestic Product (GDP) increases on average by 3%.**

There has been significant progress towards gender equality in recent decades. Women now represent 40% of the global labour force and 43% of the world's agriculture labour.<sup>21</sup> More than half of all university students worldwide are young women. Many countries have seen increases in the number of women parliamentarians: a third of the top 24 countries with 35% or higher percentage of women in national parliaments are in Africa.<sup>22</sup>

However, the deep-rooted structural and systemic foundations of gender inequality have not been tackled comprehensively, and hence, gender-based discrimination, denial and abuse of rights and distortions in power relations remain.<sup>23</sup>

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19 See, for example, World Bank (2012) Gender equality and development pp3-6

20 <http://50.usaid.gov/infographic-why-invest-in-women/>

21 Ibid.

22 Inter-Parliamentary Union <http://www.ipu.org/wmn-e/classif.htm>

23 See, for example, UN (2014) World Survey on the role of women in development

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# 3. EU policy and approach: three critical shortcomings

EU policy on gender equality and women's empowerment states that gender equality is a fundamental human right, a question of social justice and a core value of the EU. It emphasises 'the close inter-linkages between long-term achievements in poverty reduction and sustainable development and the empowerment of women, including their political empowerment'. Furthermore, it recognises the need to ensure that policy in other areas is coherent with the objectives of promoting gender equality and women's empowerment.<sup>24</sup> Nevertheless, it fails on three accounts:

1. EU policy does not recognise or respond to the structural bases of gender inequality which shape every society's formal and informal institutions and the norms, cultural values and attitudes that underlie them. Interventions to increase the number of girls in school, women in the workplace, marketplace and parliament are important, but leave much of the structures and systems of gender inequality and some profound injustices in place. The result is that many development interventions do not challenge existing unequal gender power relations in the household or outside, and thus do not contribute to long-term political, economic and social change. Taking action to ensure more girls attend primary and secondary school and obtain educational qualifications is necessary, but not sufficient. The education offered to girls and boys needs to be gender-responsive and of high quality and girls need to feel personally secure and respected in and on route to and from school. Parents, other family members and the wider community need to regard education for girls as high a priority as education for boys and be willing to reduce girls' caring and household work, and parents need to have the resources to cover the costs.

2. EU policy does not take into account how gender inequality intersects with other inequalities, such as class, race and age. It fails to recognise that discrimination experienced by a girl, for example, is shaped by where she lives, her ethnicity, her age, whether she is disabled or not, and that it changes over the course of her life.

Likewise, the inequalities faced by a woman head of household in a marginalised rural community are different to those confronting an urban domestic worker from a minority ethnic background. For example, efforts to increase women's formal and informal political participation, to ensure more women vote, stand for election, become elected, and engage in decision-making are essential, and worthwhile, but may not alter the political practice and procedures. The political system, structures, procedures and norms have to be transformed so that women of all backgrounds, age and ability, can be equal, respected and effective political actors.

3. The 2012 EU Strategic Framework and Action Plan on Human Rights and Democracy falls short of making a resolute commitment to women's or girls' human rights. It does not recognise the impact of gender inequality on women's and girls' human rights, or how gender inequality intersects with other inequalities or how that inter-linkage affects rights. It misses the opportunity to put women's and girls' human rights at the centre of the EU's attention. It does focus on some specific areas of women's rights within Outcomes IV (Human Rights in all EU external policies) and V (Implementing EU priorities on human rights) but, by not acknowledging overtly the women's and girls' rights dimensions of other outcomes, for example, Outcomes I (Human rights and democracy throughout EU policy), II (Promoting the universality of human rights) and III (Pursuing coherent policy objectives), it runs the risk of these dimensions remaining invisible.

**Many development interventions do not challenge existing unequal gender power relations in the household or outside, and thus do not contribute to long-term political, economic and social change.**

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<sup>24</sup> EU (2007) General Affairs and External Relations Council Conclusions on Gender Equality and Women's Empowerment in Development Cooperation, paragraphs 1, 2, 4 and 6

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# 4. The EU Gender Action Plan 2010-2015: implementation problems

The EU's GAP was agreed in 2010 to bolster EU support for gender equality and women's empowerment in development. It adopted a three-prong approach: political and policy dialogue on gender equality, gender mainstreaming and specific actions.<sup>25</sup> It contains nine objectives, and under each objective, it proposes a series of actions, with indicators and timing, to be carried out by EU Delegations, the Commission and Member States in the period to 2015. All nine objectives and related actions and indicators are process-oriented. The Plan does not deal directly with results or impact that could be measured quantitatively or qualitatively.

The 'extremely slow'<sup>26</sup> implementation of the GAP highlights some of its key challenges and limitations. The 2011, 2012 and 2013 Implementation Reports<sup>27</sup> identify on-going challenges, such as the different levels of attention paid by EU institutions and Member States, inadequate communication and coordination, weak coordination between foreign policy and development policies and implementation at Delegation level, and over-use of thematic (as opposed to geographic) instruments. Other challenges highlighted were: insufficient capacity leading to inconsistent use of gender analysis,<sup>28</sup> over-reliance on individual capabilities and commitment, and feeble support

## Box 1: EU Gender Action Plan 2010-2015 – Nine objectives

1. Strengthen the lead role of the EU in promoting gender equality in development.
2. Build in-house capacity on gender equality issues in development.
3. Place gender equality issues systematically on the agenda of political and development policy dialogue with partner countries.
4. Ensure gender is mainstreamed in EU-funded projects and that EU-funded general budget support and sector support programmes (sector-wide approaches) use gender-disaggregated data and gender-sensitive performance indicators, where relevant.
5. Prioritise in-country civil society participation, capacity building and advocacy on gender equality and women's empowerment (GEWE).
6. Improve EU monitoring, accountability and transparency on allocation of funds for gender equality in development.
7. Strengthen EU support to partner countries in their efforts to achieve MDG 3 and MDG 5.
8. Strengthen EU support to partner countries in combating gender-based violence in all its manifestations, as well as discrimination against women and girls.
9. Support partner countries in fully implementing UN Security Council Resolutions (SCRs) 1325, 1820, 1888 and 1889, including through the development of national action plans and policies on women, peace and security.

*Source: European Commission (2010a) EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015*

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25 European Commission (2010a) EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 pp 7-9

26 European Commission (2013a) 2013 Implementation Report p2

27 European Commission (2011); European Commission (2012a); European Commission (2013a)

28 The central budget allocated for specific actions to complement mainstreaming was insufficient at around €7 million over seven years.

## Box 2. Conclusions: Mainstreaming gender equality – A road to results or a road to nowhere? An evaluation synthesis

1. Leadership has not consistently supported the implementation of gender mainstreaming policy, resulting in what has been widely described as ‘policy evaporation’.
2. The absence of accountability and incentive systems to systematise the integration of gender equality across organisations and interventions has limited the achievement of results.
3. Financial and human resources have not been sufficient to enable effective mainstreaming of gender equality within donor organisations and interventions.
4. Many procedures and practices have been introduced following the adoption of new gender policies or strategies, but have been actively pursued for only a short period before gradually declining in use.
5. Results reporting and learning have been seriously challenged by inconsistent approaches to monitoring and evaluation of gender mainstreaming.
6. Integrating gender equality into new aid modalities presents many new challenges to donor organisations.

Source: African Development Bank (2011) *Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere? An Evaluation Synthesis*

and direct commitment from Heads of Cooperation and other senior staff.<sup>29</sup>

There are also some more fundamental shortcomings. The GAP allows for a narrow and piecemeal approach to promoting gender equality and women’s and girls’ rights and empowerment. Valuable initiatives are supported, for example, on UNSCR 1325 and maternal health, but the ‘mainstream’ of development assistance remains untouched and unchanged. There is little evidence of the use of gender analysis in the design, planning, implementation and evaluation of general or sector budget support, for example, or in governance and public finance management programmes. The structural nature of gender inequality, how it plays out in every sphere, and how it intersects with other inequalities are not acknowledged or addressed.

The gap between policy and practice persists. There is insufficient leadership to make the GAP a priority, backed with political, technical and financial resources. The GAP is seen by the European Commission and Member States as a development aid matter under the sole responsibility of DG DEVCO. This has meant that the Plan has not been regarded as the responsibility of other parts of the EU institutions’ portfolios that have implications for development. The policy coherence issues within development cooperation, and between development cooperation and other external actions, vital to achieving the objectives of the GAP, are not raised. It stands alone, largely delinked from much of the work of the EEAS and the EU Delegations and from the mainstream activities of Member States and their

**The EU Gender Action Plan does not deal directly with results or impact that could be measured quantitatively or qualitatively.**

Embassies. For the first time since its inception, the annual Implementation Report made it onto the agenda of the Foreign Affairs Council in December 2013.

**The GAP stands alone, largely delinked from much of the work of the EEAS and the EU Delegations and from the mainstream activities of Member States and their Embassies.**

### 4.1 Lessons from evaluations

The EU is not alone in confronting shortcomings in implementing policy and strategy on gender equality and women’s and girls’ rights and empowerment. The conclusions of a review of 26 evaluation reports of multilateral and bilateral efforts to mainstream gender equality into development assistance<sup>30</sup> mirror the political and practical implementation challenges of the GAP. The lack of consistent and long-term leadership and the absence of accountability and incentive systems figure prominently, alongside insufficient financial and human resources (see Box 2).

### 4.2 Examples of good practice

There are many cases of good practice on gender equality and women’s and girls’ rights and empowerment, including from EU Delegations and Member States that could be emulated by other EU actors. The following examples show the importance of political leadership, adopting a

29 O’Connell, Helen (2013) *Implementing the European Union’s Gender Action Plan 2010-2015: Challenges and Opportunities*

30 African Development Bank (2011) *Mainstreaming Gender Equality: A Road to Results or a Road to Nowhere? An Evaluation Synthesis*

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clear focus, ensuring accountability, appointing gender champions at director-general and head of department levels, and investing in specialist gender expertise. Box 3 summarises the key ingredients of success.

1. The presence of strong political leadership has resulted in the adoption of clear goals and strategies in many instances. In Sweden, gender equality is a top priority for the whole of government and one of three thematic priorities for all Sweden's bilateral and multilateral development assistance. In the UK, political leadership at ministerial and director-general level has led to gender equality becoming a priority in the Department for International Development's (DFID) Corporate Business Plan. The Dutch Minister for Development Cooperation was responsible for setting up the Dutch MDG 3 Fund in 2008 and the follow-on FLOW fund (Funding Leadership and Opportunities for Women) of €85 million which is an invaluable, and unique, resource for civil society initiatives. The EU Delegation in Tanzania, for example, launched an Action Plan on Gender Equality and Women's Empowerment for the period 2010 to 2012. This was a collective effort by EU Member States, championed by the EU Ambassador, to strengthen EU, partner government and civil society work on gender equality.<sup>31</sup>

2. Setting out a clear strategy on some key issues focuses attention and action, especially when matched with financial and human resources. The Swedish Ministry of Foreign Affairs has identified four gender equality priorities<sup>32</sup>; the Austrian Development Agency emphasises support to four core areas in line with MDG3<sup>33</sup> and has integrated gender analysis across a range of thematic programme areas, such as natural resource management and climate change. The UK's Department for International Development (DFID) focuses on four pillars.<sup>34</sup> Several other EU Member

States, including France<sup>35</sup> and Germany<sup>36</sup>, have also selected priority areas in their gender and development strategies.

3. Accountability and incentive systems ensure that policy commitments are implemented. When accountability for gender equality and women's and girls' rights is at the core of the reporting process, and appropriate indicators are part of the agency's results framework, as with DFID, then practice solidifies policy, and prevents evaporation. Gender equality is part of the performance assessment of all managers in Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and everyone in leadership has to report on what they have done to further the gender equality agenda. In addition, new guidelines have been produced to incorporate gender into the main monitoring system. Each programme manager is responsible for quality management and is tasked to establish a monitoring system within the first six months of each programme.<sup>37</sup> A pilot project carried out by seven of Norway's embassies entailed developing action plans on women's rights and gender equality and annual reporting on results. The pilot led to an increase in resources allocated to gender mainstreaming.<sup>38</sup>

**When accountability for gender equality and women's and girls' right is at the core of the reporting process, and appropriate indicators are part of the agency's results framework, then practice solidifies policy, and prevents evaporation.**

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31 Key informant; and <http://afrol.com/articles/35640> (accessed 12.10.2014)

32 Swedish Ministry of Foreign Affairs' four gender equality priorities: women's political participation and influence; women's economic empowerment and working conditions; sexual and reproductive health and rights (SRHR); and women's security, including combating all forms of gender-based violence and human trafficking

33 The Austrian Development Agency priority areas: capabilities (health including reproductive and sexual health, and education); opportunities – assets and economic resources; opportunities – political participation; and personal security (violence, trafficking, conflict prevention, peacekeeping, etc.)

34 DFID's four pillars: delay first pregnancy and support safe childbirth; economic assets direct to girls and women; getting girls through secondary school; and, preventing violence against women and girls.

35 The French Government's Gender and Development Strategy (2013-2017) identifies seven priority sectors: women's sexual rights and reproductive health; economic empowerment; education; gender-based violence and access to justice; democratic governance and political participation; cultural rights and access to media; water and sanitation

36 German Federal Ministry for International Cooperation (BMZ) has listed nine priority areas: poverty; access to justice and political participation; rural development, agriculture and food security; violence against women and girls; armed conflict and peacekeeping; education; employment and economic empowerment; health including SRHR; climate change, disaster risk management and sustainable development (Key informant)

37 Key informant

38 OECD (2014) From ambition to results: Delivering on gender equality in donor institutions, p13

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4. The appointment of ‘Gender Equality Champions’ at the highest senior management and director-general level has proved an effective strategy for a number of donor agencies, including the former Australian Aid Agency (AusAid) and DFID.<sup>39</sup> The roles of the Champions vary, but at core they are responsible for ensuring that gender equality and women’s and girls’ rights and empowerment remain a priority in practice and feature prominently in decision-making and reporting processes. Most importantly, they spread responsibility for gender equality across the agency.

5. Investment in building gender equality specialist capacity was effective for the former AusAid and the former Canadian International Development Agency (CIDA).<sup>40</sup> In AusAid, a stronger policy commitment to gender equality resulted in the appointment of more full-time gender specialists and accelerated action to build the gender analytical capacity of staff throughout the agency. CIDA’s approach, likewise, was to install gender expertise across the agency’s four branches and to appoint local consultants as gender equality advisors on 47 country missions. The investment in expertise enabled CIDA to ensure gender analysis was employed more systematically across its programmes, which in turn delivered stronger gender equality results. Importantly, this was combined with a strong policy towards inclusion of women and men in relation to indigeneity, sexual orientation, disability and age.<sup>41</sup>

### Box 3: Key ingredients of success

- High-level and long-term political leadership.
- Senior management directly responsible for implementation.
- Clear goal, strategy, and milestones.
- ‘Gender champions’ at director general/head of department level (across all key departments, e.g. DG Trade, Trade ministries, etc.).
- Human and financial resources: dedicated gender specialists; strong gender analytical, including sector-specific, expertise; generous budgets to build capacity, implement and monitor strategy.
- Accountability systems in place to incentivise and monitor senior management and staff performance.
- Changes in organisational culture and ways of thinking and acting to accommodate new ideas, including dialogue with women’s rights civil society organisations.

*Source: Author’s compilation*

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39 Ibid p12, pp22-23

40 Ibid p19, pp 22-23

41 Key informant

# 5. Successor to the EU Gender Action Plan

Key stakeholders interviewed for this paper were united in their dissatisfaction with the implementation of the GAP and in their agreement that much more needs to be done. Three main options emerged from discussions:

- A Gender Action Plan II that builds on the GAP but aims to sharpen its focus.
- A Gender Action Plan Plus that limits accelerated and increased support to two priority gender equality, rights and empowerment areas, and with a focus on process.
- A new comprehensive framework and action plan comprising a more ambitious approach, while also building on the GAP.

## 5.1 Option 1 – Gender Action Plan II

A Gender Action Plan II would be a refreshed version of the current plan, more sharply focussed, updated in line with the post-2015 agenda, and simplified to address some of the practical implementation challenges identified with the existing plan. The aim of a GAP II would be to build on the work done to date and the EU institutions' familiarity with the current plan. It would reduce the number of objectives and related indicators. It could, for

example, streamline the current nine process-oriented objectives by separating what the EU itself seeks to achieve, from what it will assist partner countries to achieve. It would retain the process-oriented focus and the three-prong approach of political and policy dialogue, gender mainstreaming and specific actions (see Table 1).

The Plan II would restate the EU's intention to strengthen communication and co-ordination within partner countries on gender equality actions and to improve monitoring, accountability and transparency. A Gender Action Plan II along these lines would be more manageable and focussed. It would build on the work done to date and would seek to remove some of the practical challenges experienced with the GAP by simplifying the reporting procedure. For example, it could contain fewer indicators overall – between one and three indicators (a mix of quantitative and qualitative) – for each action in each year. It would place more emphasis on reporting on political and policy dialogue.

A focus on process alone, if resourced fully, could significantly improve the EU's contribution to gender equality and women's empowerment outcomes, and indirectly improve the situation of women and girls. However, it is doubtful whether focusing solely on process,

**Table 1: Option 1 – Gender Action Plan II 2016-2020**

Objectives	
Strengthen the EU's role in promoting gender equality in development.	Strengthen EU support to partner countries in their efforts to achieve the Post-2015 agenda, implement the Cairo Programme of Action, Beijing Platform for Action, and UNSCR 1325, 1820, 1888 and 1889.
Process Actions	Programme support
<p>Gender equality on agenda of political and development policy dialogue.</p> <p>Gender mainstreaming in all programmes (including use of gender-disaggregated data and gender-sensitive performance indicators).</p> <p>Build in-house capacity on gender equality issues in development.</p> <p>Improve monitoring, accountability and transparency.</p>	<p><b>To partner country governments to:</b></p> <p>Implement the Post-2015 agenda, and specifically proposed Goal 5</p> <p>Implement UNSCR 1325, 1820, 1888 and 1889, including through the development of national action plans and policies on women, peace and security.</p> <p><b>To civil society in partner countries to:</b></p> <p>Strengthen their participation, capacity building and advocacy on gender equality and women's empowerment.</p>

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with the current level of resources, would be enough to accelerate sustainable progress towards gender equality and respect for women's and girls' rights. Furthermore, it would not address the structural underpinnings of gender inequality and denial of women's and girls' human rights.

## **It is doubtful whether focusing solely on process, with the current level of resources, would be enough to accelerate sustainable progress towards gender equality and respect for women's and girls' rights.**

Tweaking the current Plan is unlikely to build the political and practical energy needed to concentrate attention on tackling the systemic, context-specific and multi-dimensional nature of gender inequality. It may run the risk of perpetuating the lack of ownership, lethargy and resistance manifested by many EU and Member State officials towards the GAP, as evidenced by the substance of the reports and the fluctuation in the number of EU Delegations and Member States reporting each year.<sup>42</sup> It may not have the necessary leverage to inspire EU-wide invigorated action; it may simply feel like more of the same.

## **5.2 Option 2 – A Gender Action Plan Plus 2016-2020**

Option 2, a Gender Action Plan Plus, would build on a refreshed version of the current Gender Action Plan (as outlined in Option 1 above) but would emphasise accelerated and increased support to two priority gender equality and women's and girls' rights and empowerment areas (selected from the list below) and would further streamline the process-oriented objectives (see Table 2).

The aim would be to concentrate efforts and increase investment in some priority areas where the EU and Member States have established a track-record, such as reproductive health and girls' education, to achieve some relatively quick, tangible results. In parallel, EU Delegations and Member State Embassies would give high priority to political and policy dialogue to place and keep gender equality and women's empowerment on the agenda of discussions with partner country governments in order to build government ownership of the agenda and ensure it comes through in national strategy papers.<sup>43</sup>

### **5.2.1 Priority areas**

The EU and the Member States would concentrate efforts on promoting and supporting gender equality and women's and girls' rights in two of the following priority areas, using the full range of instruments and modalities, and ensuring related issues are given priority in political and policy dialogue:

- Women's and girls' economic empowerment and working conditions.
- Women's and girls' effective political participation and leadership, including organisation and movement building on women's and girls' rights, changes to power in political parties, bureaucracies, board rooms, media, etc.
- Women's and girls' security – ending sexual and gender-based violence, including harmful practices such as female genital mutilation (FGM), early and forced marriage, etc.
- Sexual and reproductive health and rights.
- Education that empowers girls and challenges boys' attitudes and expectations.
- Women, peace and security (UNSCR 1325, 1820, 1888, 1889).

## **Increased investment focused on two priority areas would enable the achievement of concrete results in a five-year period.**

### **5.2.2 Process areas**

The EU and the Member States would focus on the following processes:

- Gender equality and women's and girls' rights on the agenda of political and development policy dialogue.
- Build in-house capacity to use gender analysis systematically in at least one of two or three selected sectors (excluding social sectors), for example, financial, agricultural and rural development, energy, and infrastructure.
- Improve gender-sensitive monitoring, accountability and transparency.

Option 2, a Gender Action Plan Plus, would have the advantage of focusing attention and action on the key issues which excite political leaders.<sup>44</sup> It would build on work done to date, by both the EU and Member States, in the areas of reproductive health, girls' education and sexual and gender-based violence<sup>45</sup>, and in other priority areas selected

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42 79 EU Delegations and 16 Member States reported in 2013. The numbers in 2012 were 93 Delegations and 16 Member States and 77 and 18 in 2011

43 A key finding in the Africa Development Bank Evaluation Synthesis (2011) is that 'alignment and ownership through the Poverty Reduction Strategies (PRS) has resulted in gender equality being pushed further down the list of priorities for partners that do not make it a priority in their PRS'.

44 For example, Dutch Government high-level initiatives on sexual and reproductive health and rights; UK government initiatives on violence against women, and on child, early and forced marriage and FGM

45 Statistics based on DAC members' reporting show much support for gender equality goes towards education, health and population and reproductive health (See OECD 2014a)

by Member States. It would continue to strengthen political and policy dialogue and the use of gender analysis. It would align with some of the proposed Post-2015 Goals and make a contribution towards their achievement. Increased investment focused on two priority areas would enable the achievement of concrete results in a five-year period.

These results would include demonstrable increases in girls' access to quality education, and women's access to influential economic and political leadership positions. See Box 4 for examples of indicators of gender equality and women's and girls' empowerment and rights. An additional strength would be the ability of each EU actor to select the areas for increased investment in line with their experience and capacity.

The shortcomings of Option 2 would be that the focus on priority areas could leave much of the mainstream of development programming untouched, such as, in governance and democracy, energy, agriculture and rural development. It could perpetuate the piecemeal approach to tackling gender equality and women's and girls' rights by not overtly and resolutely addressing the structural and systemic foundations that underpin inequality and the denial of rights. While it would contribute in some ways to changing discriminatory attitudes and values, it would be unlikely to deliver measurable transformation in gender power relations.

**Table 2: Option 2 – A Gender Action Plan Plus**

Objectives	
<p><b>All EU actors:</b></p> <ul style="list-style-type: none"> <li>Strengthen the EU's role in promoting gender equality in development through support to priority areas, political and policy dialogue, and improved gender expertise.</li> </ul> <p><b>And two from the following in line with selected priority areas:</b></p> <ul style="list-style-type: none"> <li>Increase women's and girls' rights and access to and control over economic resources, including land and other property, and access to financial services.</li> <li>Increase women's and girls' opportunities for effective participation and leadership in decision-making in political life.</li> <li>Increase women's and girls' security through support for integrated measures to eliminate sexual and gender-based violence, including in conflict-affected contexts.</li> <li>Promote and protect sexual and reproductive rights, and increase women's and girls' access to appropriate, affordable and quality health care, information and related services throughout their lifetime.</li> <li>Ensure equal access to quality, safe and gender-responsive education at all levels.</li> <li>Promote and support the full participation of women at decision-making levels in the maintenance and promotion of peace and security, and in state building.</li> <li>Increase core support the awareness raising, organising, advocacy and scrutiny work of women's rights organisations.</li> </ul>	
Programme (in two selected areas)	Process (all)
<ul style="list-style-type: none"> <li>Women's and girls' economic empowerment.</li> <li>Women's and girls' political empowerment, including organisation and movement building on women's and girls' rights.</li> <li>Women's and girls' security - ending sexual and gender-based violence.</li> <li>Sexual and reproductive health and rights.</li> <li>Education.</li> <li>Women, peace and security (UNSCR 1325, 1820, 1888, 1889).</li> </ul>	<ul style="list-style-type: none"> <li>Gender equality and women's and girls' rights on agenda of political and development policy dialogue.</li> <li>Build in-house and access external (e.g. civil society, research) capacity to use gender analysis systematically in at least one of two or three selected sectors (excluding social sectors), i.e. financial, agricultural and rural development, energy, and infrastructure.</li> <li>Improve gender-sensitive monitoring, accountability and transparency.</li> </ul>
Examples of expected results	
<ul style="list-style-type: none"> <li>Women of all ages and backgrounds have increased access to economic assets, such as land, and to financial services.</li> <li>More women and girls from diverse groups participating effectively in political decision-making.</li> <li>More women in influential political and economic leadership positions, including in peace and state building.</li> <li>Women and girls experience increased security in private and public spheres, including in conflict-affected contexts.</li> <li>Measurable increases in girls' access to safe and quality education.</li> <li>Demonstrable changes in educational and professional goals of girls and boys.</li> <li>More women and girls have access to quality and respectful sexual and reproductive health care.</li> <li>Women's rights organisations are more effective and influential.</li> </ul>	

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## 5.3 Option 3 – An EU Comprehensive Framework and Action Plan on Gender Equality and Women’s and Girls’ Rights 2016 to 2020

Option 3 would be a comprehensive and ambitious framework and plan, setting out the EU’s vision and aspirations on gender equality and women’s and girls’ rights to inspire and frame the work of the EU institutions and Member States. A new framework would recognise that sustainable development and peace are possible only when grounded upon respect for the human rights of diverse groups of women and girls and transformed gender power relations. It would commit unequivocally to promoting the rights of these diverse groups in all areas of its external action.<sup>46</sup> It would start from a clear understanding of the structural bases of gender inequality that permeate all norms, values and institutions, and how this intersects with other inequalities and impacts on rights, and would concentrate efforts on three to four critical areas for scaled-up action and investment (see Table 3 and Annex 3 for a possible outline of an action plan).

### 5.3.1 Priority areas

The EU and the Member States would concentrate efforts on promoting and supporting gender equality and women’s and girls’ rights on the following two *essential* areas (which are in line with the EU’s Agenda for Change<sup>47</sup> and the 2011 Joint Communication<sup>48</sup>):

- Human rights, governance and democracy.
- Sustainable economic development and employment (including agriculture, fisheries, food security, infrastructure, transport, energy, environment, financial and communication services, etc.).

In addition, the EU and the Member States would select at least one of the following *specific* areas for support:

- Ending sexual and gender-based violence.
- Sexual and reproductive health and rights.
- Education.

The aim would be to place gender equality and women’s and girls’ rights at the core of all programming

on human rights, governance, democracy and economic development, rather than inserting separate ‘gender components’ or ‘women’s empowerment activities’ within programmes, while leaving the ‘mainstream’ unchanged. In parallel, there would be a need for some stand-alone programmes and projects focussed on areas such as sexual and gender-based violence; however, these issues would also need to be addressed within ‘mainstream’ programmes. Given that programming for the period 2014 to 2020 is now complete, the Mid-Term Review of Country Programming in late 2016 would provide an opening to refocus current programmes on essential and specific areas. There is also scope within annual action programmes to make adjustments.<sup>49</sup>

See Annex 1 for examples of essential and specific areas for support.

### 5.3.2 Processes

The EU and the Member States would focus on the following processes:

- Systematic use of gender analysis, including data disaggregated by gender and by age, ethnicity, ability and other social differences in programmes and projects. Increased emphasis on the preparing and sharing of Gender Country Profiles to enhance cross EU donor coordination and division of labour. Responsibility for updating Profiles would rest with the EU Delegation in collaboration with Member State Embassies, while DG DEVCO would be responsible for ensuring accessibility of the Profiles.
- Gender-responsive public finance management, i.e. integrating gender analysis into programmes, aiming to strengthen public expenditure reviews, improve budget preparation and execution, and increase transparency in partner countries and within the EU, to shape the EU’s own planning and budgeting. The EU has a track record of support to gender-responsive budgeting initiatives in partner countries. Some form of gender-responsive budgeting and planning is used in over 80 countries globally to address gender inequalities in education, health, agriculture, and poverty, and has been used to bolster aid effectiveness.<sup>50</sup>
- Gender-sensitive monitoring, evaluation and learning, not through a separate system, but as part of the DG DEVCO monitoring and reporting system. These

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46 This would mirror the language in the EU’s Strategic Framework and Action Plan on Human Rights and Democracy (2012). 11855/12 p1-2

47 EU (2011a) Increasing the impact of EU Development Policy: An Agenda for Change Com(2011) 637 final.

48 EU (2011b), Global Europe: A New Approach to Financing EU External Action, Joint Communication to the European Parliament and the Council COM(2011) 865. This refers specifically to promoting gender equality and women’s rights within good governance, p.6.

49 See EU (2012b) Instructions for the Programming of the 11th European Development Fund (EDF) and the Development Cooperation Instrument (DCI) – 2014-2020.

50 The EU has a joint programme with UN Women on gender responsive budgeting and aid effectiveness in the context of the new aid modalities.

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include mid-term reviews, bi-annual External Action Monitoring Reports, Results Oriented Monitoring (ROM), monitoring reports for individual projects and programmes and external evaluations. The EU Development and Cooperation Results Framework currently being developed within DG DEVCO does not include indicators which specifically measure gender equality or women's and girls' empowerment. There will be scope to revise the list of indicators once the Post-2015 goals and indicators have been agreed.<sup>51</sup> An indicator related to gender equality and women's and girls' rights could be included in the Development and Cooperation Results Framework and in all other relevant reporting procedures.

See Annex 2 for examples of action in process areas. A comprehensive framework and action plan would send an explicit and forceful message that action on gender equality and women's and girls' rights is a top political priority. It would bring greater political weight to work on gender equality and rights and align EU efforts with

**A comprehensive framework would comprise an EU-wide effort while allowing space for Member States' existing gender equality and women's and girls' rights priorities to be pursued.**

the Beijing Plus 20 review, the Post-2015 agenda, and the successor to the EU Strategy on Equality between Women and Men within the EU.

The framework and plan would provide conceptual clarity and a framing within which the EEAS, the European Commission and Member States could coordinate attention and action on critical areas in the 'mainstream' of development and on critical process areas. Thus, it would comprise an EU-wide effort while allowing space for Member States' existing gender equality and women's and girls' rights priorities to be pursued.<sup>52</sup>

It would assist in strengthening coordination, collaboration and division of labour among the different EU actors. A focus on some critical areas for accelerated action and scaled-up investment, alongside stronger dialogue, would release the EU's energy, enthusiasm and potential for a resolute and reinvigorated EU-wide campaign with clear objectives and tangible equality and rights outcomes. It would place work on gender equality and the human rights of diverse groups of women and girls at the centre of the EU's external actions.

The challenge is that there may not be sufficient appetite among key stakeholders to design a new vision and framework and it may be regarded by some as over ambitious. There are precedents, most recently the Strategic Framework on Human Rights and Democracy, which, albeit not explicit enough on women's and girls' human rights, sets out the EU's aspiration and determination to build a world founded on respect for human rights.

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47 EU (2011a) Increasing the impact of EU Development Policy: An Agenda for Change Com(2011) 637 final.

48 EU (2011b), Global Europe: A New Approach to Financing EU External Action, Joint Communication to the European Parliament and the Council COM(2011) 865. This refers specifically to promoting gender equality and women's rights within good governance, p.6.

49 See EU (2012b) Instructions for the Programming of the 11th European Development Fund (EDF) and the Development Cooperation Instrument (DCI) – 2014-2020.

50 The EU has a joint programme with UN Women on gender responsive budgeting and aid effectiveness in the context of the new aid modalities.

51 Key informant.

**Table 3: Option 3 – A Comprehensive Framework and Action Plan on Gender Equality and Women’s and Girls’ Rights**

Objectives	
<ul style="list-style-type: none"> <li>• Promote, protect and fulfil the human rights of women and girls through the full implementation of all human rights instruments, ending all forms of discrimination, as well as changes in men’s and boys’ behaviour and expectations.</li> <li>• Ensure women’s full and effective participation and equal opportunities for leadership in influential decision-making in political, economic and public life in rural and urban contexts.</li> <li>• Promote women’s economic rights and independence, including access to employment, appropriate working conditions and control over resources.</li> <li>• Promote and support integrated measures to eliminate sexual and gender-based violence against women and girls, including harmful practices.</li> <li>• Promote and protect sexual and reproductive rights, and increase women’s access to respectful, appropriate, affordable and quality health care, information and related services in rural and urban areas, throughout their lifetime.</li> <li>• Ensure equal access to quality, safe and gender-responsive education at all levels, including changes in boys’ education to change negative attitudes and behaviours towards girls and women.</li> <li>• Increase core support to the awareness raising, organising, advocacy and scrutiny work of women’s rights organisations.</li> </ul>	
Programme	Process
<ul style="list-style-type: none"> <li>• Human rights, governance and democracy.</li> <li>• Sustainable economic development and employment.</li> <li>• Ending sexual and gender-based violence.</li> <li>• Sexual and reproductive health and rights.</li> <li>• Education.</li> </ul>	<ul style="list-style-type: none"> <li>• Systematic use of gender analysis.</li> <li>• Gender-responsive public finance management.</li> <li>• Gender-sensitive monitoring, evaluation and learning.</li> </ul>
Examples of expected results	
<ul style="list-style-type: none"> <li>• Demonstrable increase in number/percentage of women and girls from diverse groups who can enjoy and exercise their full human rights and seek redress if these rights are denied or abused.</li> <li>• Reforms in place to give all women and girls equal rights, as well as access to ownership and control over economic assets, such as land and other property, to financial services, inheritance and natural resources, resulting in higher income and improved wellbeing for women and girls themselves, their families and communities.</li> <li>• Increasing numbers of women enjoying decent working conditions and are paid a living wage.</li> <li>• Increasing the number of women from diverse groups and ages who can participate effectively in political and economic decision-making structures.</li> <li>• More women from diverse groups and ages in influential political and economic leadership positions, including in peace- and state-building.</li> <li>• Women’s rights organisations have enhanced capacity to engage in awareness raising and organising, and in influential advocacy and scrutiny.</li> <li>• Governments recognise and value unpaid care and household management work and support it through public services, and shared power and responsibility within the family and household are promoted and supported.</li> <li>• Women and girls experience increased security in private and public spheres, including in conflict-affected contexts, know their rights, and how to access justice.</li> <li>• Measurable increases in girls’ access to safe and quality education at all levels.</li> <li>• Measurable changes in men’s and boys’ attitudes and behaviour towards women and girls.</li> <li>• More women and girls have access to quality and respectful sexual and reproductive health care in rural and urban areas.</li> </ul>	

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# 6. Responsibility, monitoring and reporting

Central to the effective implementation of the successor to the GAP is the clear allocation of responsibility within the EU. In parallel, the systematic and sophisticated monitoring of the different dimensions of the new plan and a robust approach to reporting focused on quantitative and qualitative gender equality and women's and girls' rights outcomes would be needed.

Responsibility for implementation of the successor to the GAP should rest with the High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission (HR/VP), and implementation should be discussed annually at the Foreign Affairs Council.

**Responsibility for implementation of the successor to the GAP should rest with the High Representative for Foreign Affairs and Security Policy/Vice-President of the European Commission (HR/VP), and implementation should be discussed annually at the Foreign Affairs Council.**

Those discussions would need to be preceded by reviews of progress in the relevant Council working groups and European Parliament Committees (for example, Foreign Affairs, Development and Women's Rights and Gender Equality).

EU Delegations and Member States' Embassies would jointly implement the successor to the GAP at partner country level. The EU Delegations would need to be empowered to take a 'whole of EU' approach to complement and work with EU Member State Embassies.<sup>53</sup> The Head of EU Delegation would need to take ownership of the successor to the GAP, ensuring its implementation is

on track, provide feedback and innovative thinking to the EEAS on progress and shortcomings, and ensure annual reports are completed. More exacting and coordinated scrutiny on the part of the European Parliament would strengthen Delegation accountability.<sup>54</sup>

The Gender Expert Working Group<sup>55</sup> would need to be given a formal position as a cross-institutional working group coordinated by the EEAS, with the mandate to scrutinise gender equality and women's and girls' rights in the EU's external relations. The Group would need to work closely with the Human Rights Working Group (COHOM), the Working Party on Development Cooperation (CODEV) and the High Level Group on Gender Mainstreaming (whose mandate is equality between women and men within the EU). It would also benefit from a structured dialogue with other key stakeholders to inform and support its work.<sup>56</sup> Figure 1 presents an organogram of the critical and supporting actors.

Within the European Commission, the external relations group of Directorates-General (DGs) could each prepare a Staff Working Document to articulate the steps they would take to implement the successor to the GAP. The Staff Working Document produced by DG Humanitarian Aid and Civil Protection (DG ECHO) is a useful example.<sup>57</sup> This sets out a framework for systematically integrating gender perspectives into the EU's humanitarian assistance in order to improve the quality and effectiveness of its actions. Likewise, Member States could produce a short national action plan outlining what they will do within the ambit of the successor to the GAP.

Reporting would be compulsory and happen annually (at calendar year-end to enable closer alignment with, and cross-referencing to, other major annual reports), against a limited number of agreed progress and outcome indicators – six to seven each year – coordinated in-country by EU and Member State Delegations. All EU-funded programmes

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53 See European Think Tanks Group (2014)

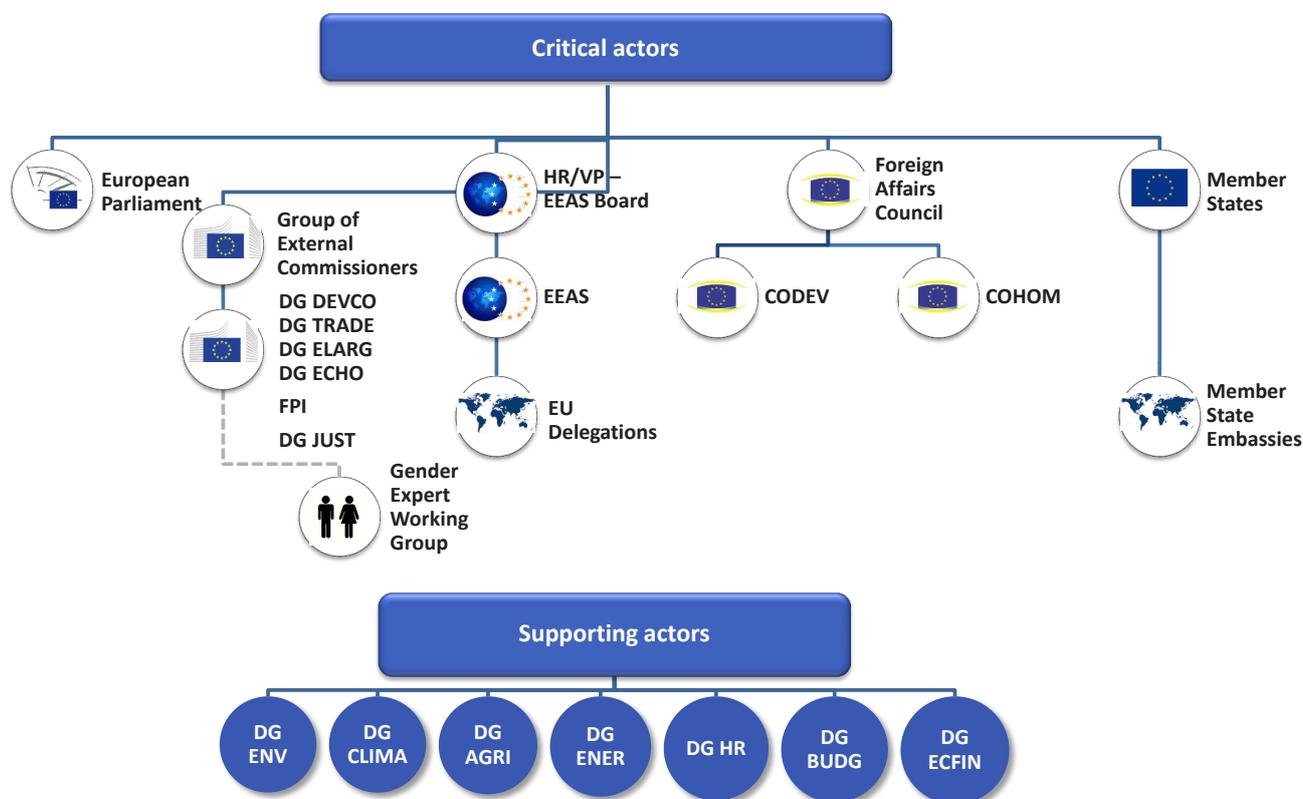
54 See Faure, Raphaëlle et al (2013)

55 An informal group of officials from DG DEVCO and Member States

56 For example, UN Women, research institutes, feminist and women's organisations, CONCORD's Gender Working Group, European Women's Lobby

57 See European Commission (2009) Gender in Humanitarian Aid: Different Needs, Adapted Assistance SWD(2013) 290 final

Figure 1: Critical and supporting EU institutional actors on gender equality and women’s and girls’ rights



should include at least one gender equality and/or women’s and girls’ rights performance indicator.<sup>58</sup>

**All EU-funded programmes should include at least one gender equality and/or women’s and girls’ rights performance indicator.**

Results frameworks are useful for measuring those areas which are quantifiable, such as girls’ educational attendance and achievement, age of first pregnancy and marriage, increases in women’s income, and the number of women in national parliaments. The OECD Gender

Equality Policy Marker requires donor agencies to analyse gender inequalities separately, or as an integral part of standard procedures, and is a valuable tool for tracking increases or reductions in resource allocation to programmes where gender equality is a principal or significant objective.<sup>59</sup>

Although not routine at present, agriculture programmes, for example, could measure the percentage of women/men with access to agricultural inputs and services, and the percentage of women with land title and access to finance. Energy programmes could measure the percentage of women-headed households with access to electricity and the rate of women to men participating in decision-making structures responsible for energy resources.<sup>60</sup> Improvements

58 This would build on Objective 4 of the current GAP 2010-2015

59 OECD Gender Equality Policy Marker, <http://www.oecd.org/investment/stats/37461060.pdf>

60 Key informant

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in gender-related data collection and disaggregation now make it feasible to track trends in tackling discriminatory social norms that hold women back.<sup>61</sup>

Many important dimensions of gender equality and women's and girls' rights and empowerment are not 'countable' and can hence be bypassed in resource allocation and be invisible during monitoring exercises.<sup>62</sup> Therefore, in tandem with 'counting' results, gender-sensitive monitoring and evaluation need to devise quantitative and qualitative indicators appropriate to 'measuring' social change and transformation in gender-power relations.

Box 4 contains examples of indicators for measuring gender equality and empowerment. These indicators cover, for example, improvements in women's and girls' self-confidence and self-esteem; the extent to which education or economic enterprise transform existing gender power relations in the household and beyond; levels of women's and girls' consciousness of the possibility of questioning

the social order, unequal gender power relations, social norms and cultural values which perpetuate gender inequality; and the extent to which men and boys accept that the rules of the game must change. In addition, it has to be recognised that social change takes time, and that participative methodologies are needed to engage in dialogue with women and girls, and men and boys, from diverse social groups, to assess changes in perceptions, attitudes, daily life and enjoyment of rights.

A Synthesised Implementation Report comprising statistical analysis would allow for overall cross-EU analysis of results, outcomes and trends. For example, this could show the number of actors delivering, or failing to deliver, on an indicator (in place of the range of examples contained in the current Implementation Reports). Some examples of successful or not-so-successful implementation, and some stories of change, could be included to improve cross-EU learning.

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61 See, for example, Harper, Caroline, et al (2014) Measuring women's empowerment and social transformation in the post-2015 agenda. This proposes six key measurement areas and two to three indicators for each.

62 For a critique of the focus on results and evidence see Eyben, Rosalind (2013) Uncovering the politics of 'evidence' and 'results'.

#### Box 4: Examples of indicators of gender equality and women's and girls' rights

- Improvements in women's and girls' self-confidence, self-esteem and social assets (e.g. participation in social groups, girls' clubs, parent-teacher associations, user and saving groups).
- Extent to which education, training, economic enterprise, political participation, etc. transform existing gender-power relations in the household and wider society (e.g. has women's decision-making power/influence within the household increased on matters related to the use of assets, children's education, age of girls' marriage? Has the distribution of unpaid care and household work between women and men, and girls and boys changed?).
- Extent to which women leaders in political and economic bodies are able to influence strategic decisions; extent to which women-led civil society organisations (CSOs) advocacy and scrutiny are effective and influential (including in conflict-affected contexts).
- Levels of women's and girls' consciousness of the possibility of questioning the social order, challenging unequal gender power relations, social norms and cultural values which perpetuate gender inequality (the rules of the game); and the extent to which men and boys accept that the rules of the game must change.
- Extent to which women and girls can make meaningful choices about their own wellbeing, education, marriage age, social change, etc. (indicators need to bear in mind the conditions of a choice, its content and consequences).
- Girls' and women's perceptions of greater personal security.
- Extent to which women and men, and girls and boys of all gender identities, and transsexual and intersex people are treated and respected equally by household members, community and religious leaders, policy- and decision-makers.

*Source: This box draws on work the author undertook with Rebecca Calder and others for Triple Line Consulting/Comic Relief (unpublished).*

*Note: See Kabeer, Naila (1999) 'Resources, Agency, Achievements – Reflections on the measurement of women's empowerment'. Development and Change Vol 30, pp 435-464.*

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# 7. Preconditions for successful implementation

Successful implementation of the successor to the GAP, whatever shape it takes, will be determined by prior and on-going action in a number of areas. These preconditions for success include: political leadership and senior management support; enhanced capacity; strengthened political dialogue; use of the full range of instruments and modalities; structured dialogue with civil society; and improved policy coherence.

**Preconditions for success include: political leadership and senior management support; enhanced capacity; strengthened political dialogue; use of the full range of instruments and modalities; structured dialogue with civil society; and improved policy coherence.**

- EU political leaders and senior management would need to give far greater prominence and priority to gender equality and women's and girls' rights, than they currently do. The new HR/VP, and the new group of

external action Commissioners, would need to make it the core business of the EU, present it as integral to effectiveness in all policy areas, and send a clear message about expected action. The key to achieving progress is making gender equality and women's and girls' rights a top over-arching priority; everything else flows from this.<sup>63</sup> The initiative taken by the new President of the Commission to encourage national leaders to put forward women candidates for the Commission now needs to be followed through in external relations.<sup>64</sup> Box 5 summarises what excellent leadership on gender equality and women's and girls' rights looks like in practice.

- The necessary political, technical and financial resources would need to be made available to enhance skills and capacities at Delegation, Embassy and headquarter level. Strong gender analytical skills are necessary to carry out a comprehensive, gendered political economy analysis of each context. In particular, the EEAS-led Political sections of Delegations would need to acquire gender analysis capacity to engage effectively in political dialogue on gender equality and women's and girls' rights. The DG DEVCO-led Cooperation sections would need to increase in-house gender expertise and identify and access external sector-specific gender expertise. Sharing

## Box 5: Excellent leadership on gender equality and women's and girls' rights

- Ensures that gender equality and women's and girls' rights are a top priority over the long term, matched with a clear goal, a strategy and milestones.
- Makes frequent statements on key issues at high-profile national and international events.
- Fosters alliances with other high-level leaders to further the agenda.
- Holds senior management to account on the implementation of the strategy.
- Ensures generous budgets are allocated.
- Connects external and internal change agendas by promoting gender equality within the institution.

*Source: Author's compilation*

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63 This was the key lesson from the OECD's 2014 paper, *From ambition to results: Delivering on gender equality in donor agencies*

64 President Juncker told national leaders that: 'A Commission without a significant number of women is, in my view, neither legitimate nor credible.'

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- of expertise between EU and Member State offices at country and regional level would be mutually beneficial.
- Enhanced gender analytical expertise would enable the EU to optimise the role of political dialogue in promoting gender equality and women's and girls' rights.<sup>65</sup> Raising these issues is obvious and straightforward in discussions on human rights and discrimination – although it does not always happen (as the Implementation Reports show). It is less apparent in discussions on aid effectiveness in general and on sectoral matters, such as, agriculture, environment, energy, infrastructure, or on macro-economic and general budgetary support, but is equally crucial. Access to sector-specific gender expertise would deepen political dialogue on sectoral matters and ensure it becomes a meaningful gender equality and rights strategy.
  - The EU needs to use the full range of geographic and thematic instruments to promote gender equality and women's and girls' rights. The present over-reliance on certain thematic instruments and programmes, for example, the European Initiative on Democracy and Human Rights, and support to non-state actors, is insufficient to tackle the systemic and structural underpinnings of gender inequality.
  - Structured dialogue with and support to civil society organisations needs to be a central plank of EU efforts to promote gender equality and women's and girls' rights. The Roadmaps for Engagement with civil society organisations being developed jointly by Delegations and Embassies are opportunities for increasing support to the core work and building effective relations with feminist and women's rights organisations and others working for gender equality and rights.<sup>66</sup> This engagement would provide access to valuable and context-specific analysis, expertise and knowledge.
  - Progress towards ensuring that what the EU does in other arenas, such as macro-economic policy, is coherent with, supports and does not undermine efforts on gender equality, is another precondition to achieving gender equality and human rights goals. Policy coherence between development cooperation policy and policy on gender equality and women's empowerment and between development cooperation and other EU policies with implications for development (such as, trade, security, and climate) is vital. Gender equality and women's and girls' rights cannot be achieved or thrive within the relatively narrow development assistance arena; this is acknowledged by the current GAP. For example, trade agreements between the EU and African regions have significant implications for gender equality, and importantly, gender inequality has implications for trade. Trade reforms are likely to have gender-differentiated effects because women and men play different roles in the market and household and have different access to and control over resources. Gender inequality may, in turn, reduce the benefits from trade, for example, when women's economic endeavours and role in innovation are limited by discriminatory barriers.<sup>67</sup>

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65 The 2013 Implementation Report (p4) states that 36 of the 79 reporting Delegations place gender equality regularly on the agenda for political dialogue, that is, 45.5% of those who reported, but only 25.7% of the total number of Delegations. The Report concludes it is not clear 'whether this is due to the perceived extreme sensitivity of the issue or for lack of knowledge/interest'.

66 See Cornwall, Andrea (2014) Women's empowerment: what works and why?

67 See, Fontana, Marzia (2009) Gender Justice in Trade Policy: The gender effects of Economic Partnership Agreements Synthesis Report, p8; and UN (2014)

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# 8. Conclusions

The EU is committed to gender equality and the empowerment of women as a fundamental human right and as instrumental to achieving sustainable development. The 2014 EU Council Conclusions reiterated the need to adopt ‘an ambitious approach to gender equality, women’s empowerment and the enjoyment of human rights by women and girls in the post-2015 framework’, and that the implementation of the GAP, and by inference its successor, is ‘a shared responsibility of the EU and its Member States’. They call on all concerned ‘to demonstrate leadership and deliver on their commitments’.<sup>68</sup>

This paper proposes three options for the successor to the GAP. The success of all three options will depend on certain preconditions being in place: resolute leadership; enhanced gender analytical, including sector-specific, capacity; an informed, sensitive and courageous approach to political dialogue; full use of the menu of development instruments and modalities; meaningful engagement with civil society; and coherent policy-making.

Option 1, a Gender Action Plan II, would build on and refresh the current plan and aim to sharpen the focus by reducing the number of objectives and indicators and simplifying the reporting process. The advantage of Option 1 is that EU and Member State institutions are already familiar with the plan, and thus it could be worthwhile if the preconditions outlined above were met in full. However, a focus on process alone, with the current level of resources, may not be sufficient to tackle the structural, context-specific and multi-dimensional nature of gender inequality and abuse of women’s and girls’ rights. Tweaking the current plan may not generate the necessary political enthusiasm to ensure the preconditions for success are in place and to energise EU-wide action.

Option 2, a Gender Action Plan Plus, would focus on some issues which attract the attention of political leaders. It would build on work done to date where the EU and Member States have a strong track record, and align with some core aspects of the post-2015 agenda. Increased investment in selected programme and process areas would deliver concrete results in a five-year period. On the other hand, the focus on priority areas could perpetuate a partial approach, while leaving much of the mainstream of development assistance untouched, such as, support to governance and public finance management. It would not directly address the structural foundations that underpin gender inequality and denial of women’s and girls’ rights, nor challenge discriminatory attitudes and values in a systemic manner.

Option 3, a Comprehensive Framework and Action Plan owned by the whole EU, would provide a framework within which the EEAS, the European Commission and Member States could collaborate and coordinate support in critical areas of development and on key process areas. It would enable close alignment with the post-2015 agenda. It would structure an EU-wide effort while also allowing Member States to pursue their current gender equality priorities. It would communicate the EU’s firm intention to give top political priority to gender equality and women’s and girls’ rights. The challenge of Option 3 is that some EU institutions and Member States may regard it as over-ambitious and be unwilling to consider agreeing a new framework.

The degree to which gender equality and women’s and girls’ rights is a priority for the new EU leadership and the Member States will be the deciding factor.

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<sup>68</sup> EU (2014) Council Conclusions on the 2013 Report on the Implementation of the EU Plan of Action on Gender Equality and Women’s Empowerment in Development 2010-2015. Foreign Affairs (Development) Council meeting Brussels, May 19 2014

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# Annex 1: Examples of essential and specific areas for support

## Essential areas

Human rights, governance and democracy

### Goal

Women and girls can enjoy and exercise their full human rights and seek redress if these are denied or abused, can influence and participate in policy- and decision-making, and can hold duty bearers to account

### Support for:

Partner government bodies to promote, respect and fulfil international commitments to women's and girls' full human rights (e.g. CEDAW, Convention on Rights of the Child, agreements made at the UN conferences Vienna 1993, Cairo 1994, Beijing 1995) and improve their accountability and gender-responsiveness

Partner governments to develop gender equality policy and legislation across a range of policy areas, such as, employment, inheritance, family law, sexual and gender-based violence, electoral practice, in order to eliminate the structures of gender inequality and transform discriminatory social norms and gender stereotypes

Building gender-responsive capacity among policy-makers, police, legal and court systems to improve access to justice

Promoting women's leadership and political participation

Strengthening the organising, advocacy and scrutiny capacity of women rights organisations, including supporting the activities of women human rights defenders

Strengthening parliamentarian, media and civil society scrutiny mechanisms

In conflict-affected contexts, building political settlements founded on human rights and gender equality, and for women's meaningful and influential engagement in peace- and state-building\*

Sustainable economic development and employment (including agriculture, fisheries, food security, infrastructure, transport, energy, environment, financial and communication services, etc.)

### Goal

Women are equal and respected economic players, able to make decisions on economic matters in the household and wider economy, with access to and control over assets and earnings, and access to decent employment

### Support for:

Increasing and supporting women's equitable participation in agriculture programmes, for example, by increasing women's access to and control over land, property and other economic assets, access to information on value chains, markets and financial services, and training

Advancing women's economic leadership and management in public and private sector and in all sectoral areas

Setting up producer organisations and co-operatives

Increasing women's participation in decision-making structures responsible for decisions on energy resources, environment, infrastructure, transport, etc.\*\*

Increasing women's equitable access to affordable modern energy sources

Strengthening gender-responsive labour organisations and trade unions, and collective bargaining Policy and legislation on decent working conditions in all sectors, including equal pay, a living wage, etc.

Investment in accessible public services, technology and infrastructure to support a more gender-equal distribution of care work\*\*\*

Gender-responsive public financial management and budgeting and planning at national and local levels

## Specific areas

Ending sexual and gender-based violence

### Goal

Women and girls are free from the threat or actual experience of violence and can enjoy personal security

### Support for:

Legislation on violence

Education and media campaigns at community and national levels with particular attention to men's and boys' attitudes, and other concrete and long-term measures to transform discriminatory social norms and gender stereotypes, e.g. public opinion surveys, workplace campaigns on sexual harassment

Awareness-raising on human rights among police, lawyers, court staff and judges; specialist police units; support services for survivors

Women-led and feminist organisations, networks and movements working to end violence

In conflict-affected contexts, action on UNSCRs 1325, 1820, 1888 and 1889 in consultation with women's organisations; and humanitarian and development assistance to prevent and combat sexual and gender-based violence; and support to women's organisations and other civil society organisations working for gender equality

# Annex 1: Examples of essential and specific areas for support (continued)

## Essential areas

Sexual and reproductive health and rights

Goal

Women and girls enjoy sexual and reproductive health and rights, including bodily autonomy and integrity

### Support for:

Gender-responsive and respectful reproductive health care services at every level, including in conflict-affected contexts

Sexual and reproductive rights awareness campaigns with women and girls, men and boys, and with medical and health workers at all levels

The provision of accessible and affordable contraceptive services

Accelerating the full and effective implementation of the Cairo Programme of Action of the International Conference on Population and Development and its key actions

Girls' education

Goal

All girls have access to quality, secure, gender-responsive education, enjoy equality with boys, and respect

### Support for:

Building the capacity of policy-makers, teachers, school managers and governors to provide gender-responsive education, including improving school facilities, e. g. school security, perimeter walls, separate toilets, etc.

Information and media campaigns at community and national levels to generate positive attitudes to girls' education and challenge discriminatory social norms, sexual harassment and assault, and gender stereotypes

Strengthening community, local and national organisations that promote girls' education, including feminist and women's organisations

Developing quality gender-responsive curricula

\* See O'Connell, Helen (2014 forthcoming) 'Feminist Perspectives on State-building or Re-building in Crisis Contexts' in Rawwida Baksh and Wendy Harcourt (eds.) *Oxford Handbook on transnational feminist movements*, New York, OUPA.

\*\* Key informant.

\*\*\* See: Harper, Caroline et al (2014); Woodroffe, Jessica and Kate Donald (2014).

## Annex 2: Examples of action on process areas

Critical process areas for essential action	Some examples
<p>Systematic use of gender analysis Including: Systematic collection and use of data disaggregated by gender, age, ethnicity, ability and other social differences Build existing staff gender analytical expertise Recruit or contract sector-specific gender analytical expertise</p>	<p>In all political-economic analysis of each context In all development cooperation programmes (e.g. human rights, governance and democracy, peace- and state-building, rural development, agriculture, food security, energy, environment, macro-economic, general and sector budget support, etc.) Of all matters on the political dialogue agenda to identify the strategic gender dimensions to raise In all sustainability impact assessments In economic, social and environmental assessments of trade and investment agreements</p>
<p>Gender responsive public finance management</p>	<p>Integrate gender analysis into PFM programmes in partner countries Start the process to integrate gender analysis into the EU's own public finance management (building on gender-responsive budgeting and planning experience with partner countries)</p>
<p>Gender sensitive monitoring, evaluation and learning</p>	<p>Incorporate specific gender equality and women's and girls' rights quantitative and qualitative indicators into existing monitoring and results frameworks Create opportunities for cross-EU learning within partner countries and in Brussels and Member States</p>

## Annex 3: Option 3 Outline Action Plan

Objectives	Action	Reporting to	Reporting on, for example,	Indicators, for example.	
<p>Promote and protect the human rights of women and girls through the full implementation of all human rights instruments and ending all forms of discrimination</p> <p>Ensure women's full and effective participation and equal opportunities for leadership in influential decision-making in political, economic and public life</p> <p>Increase core support to the awareness raising, organising, advocacy and scrutiny work of women's rights organisations</p> <p>Promote women's economic rights and independence, including access to employment, appropriate working conditions and control over resources</p> <p>Promote and support integrated measures to eliminate sexual and gender-based violence, including harmful practices</p> <p>Promote and protect sexual and reproductive rights, and increase women's access to respectful, appropriate, affordable and quality health care, information and related services throughout their lifetime</p> <p>Ensure equal access to quality, safe and gender-responsive education at all levels</p>	Political dialogue (PD)	EU Heads of Mission / Member States	EEAS	Gender equality issues and women's and girls' human rights (GEW&GRs) in dialogue	Percentage of PD meetings where gender equality issues and women's and girls' human rights are raised
	Programmes on: Human Rights, Governance and Democracy	EU Heads of Mission / Member States'	EEAS/ DEVCO & MSs	GEW&GRs objectives in new programmes	Improvements in women's and girls' self-confidence and self-esteem, and social assets (e.g. participation in girls' clubs, PTAs, user & saving groups);
	Economic Development and Employment			Modifications to existing programmes to integrate GEW&GRs objectives	Extent to which education, training, economic enterprise, political participation, etc. transform existing gender-power relations in the household and wider society (e.g. Has women's decision-making power/influence within the household increased on use of assets, children's education, age of girls' marriage?. Has the distribution of unpaid care and housework work between women and men and girls and boys changed?);
	Sexual and gender-based violence				Extent to which women leaders in political and economic bodies are able to influence strategic decisions; extent to which women's rights orgs' advocacy and scrutiny are effective (including in conflict-affected contexts)
	Sexual and Reproductive Health and Rights				
	Girls' Education				
	Gender analysis	EEAS/EC MSs EU Dels MS Embs	DEVCO & MSs	Increases in capacity; Use of gender analysis in PD and programme cycle, including sector-specific gender analysis; Systematic collection, storage and use of sex-disaggregated data; Gender Country Profiles	% of PD and Programmes where gender analysis used; Data System in place; No. of Gender Country Profiles prepared, updated and accessible
	Gender-responsive PFM	EC EEAS MSs	EEAS & MSs	Process begun to integrate gender analysis into PFM programmes in partner countries and in EU's PFM Staffing training on gender-responsive PFM	% and No. of PFM programmes where gender analysis integrated; Trial process for EU-level gender-responsive PFM agreed and set-up; % of DGs, EUDs, Ms and MS Emb budgets which are gender-responsive (i.e. geared to deliver GEWGRs objectives)
	Gender-sensitive Monitoring, Evaluation & Learning (MEL)	EU Dels MS Embs	DEVCO & MSs	GE and W&GRs indicators incorporated into existing MEL procedure; Increases in capacity to devise quantitative and qualitative indicators appropriate to monitoring GE&WGRs; Cross-EU learning opportunities set up	Evidence of reporting on GE and W&GRs indicators; Extent of use of participatory methodologies



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