

**EU Gender Watch  
A Comparative Analysis  
of EU Development Instruments  
from the Gender Perspective in:  
Georgia, Ukraine, Tajikistan  
representing respective sub-regions:  
Caucasus, EU-Neighboring Countries and Central Asia**



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## Introduction

The last 15 years have been an era of economic struggle for Central and Eastern Europe, also known as the Commonwealth of Independent States (CIS). The transition from planned economies and authoritarian regimes, to democracy and market economy, significantly affected the region. Lack of transparency in the actions of government, corruption and, in severe cases, military conflicts resulted in poverty for a large number of people. Gender equality was also affected by the economic situation, human rights abuses due to military conflicts and, in some areas, rising fundamentalism. In the CIS, violence against women, abuses of reproductive rights, discrimination in the labour market and low participation by women in decision-making positions has become a serious issue in the recent years.

Women's NGOs have been active in the work of redressing these increasing imbalances. Their circumstances, however, vary widely, posing a risk that two factions may emerge out of women's NGO's in the CIS region.

On the one hand there is a clear distinction to be made between women's Non-Government Organizations (NGOs) in New Member States (NMS) and in the rest of the CIS region because of a generally better economic and more stable political situation in the first group of countries.

On the other hand all of the countries in the region share a common history, the legacy of communist rule and the socially painful transition to a market economy.

Hence, it is important that in the process of European Union (EU) enlargement, the two groups of countries (NMS and the rest of the region) do not become alienated from each other. For years, the Network of East-West Women (NEWW) has been coordinating efforts to use the commonalities and common experiences of both groups of countries for a common benefit and ensure that the concerns of the NMS are adequately represented.

NEWW's concern recently has been centered on a growing divide between the NMS and the rest of the countries in the region. The Network supports those countries in the CIS region that are eligible for development assistance by using monitoring, lobbying and advocacy to ensure that gender concerns are present in EU development policy in this part of the region.

NEWW brings gender concerns of the CIS region to the attention of national and European policy makers and has become a hub for monitoring, lobbying and advocacy efforts. These ensure that EU commitments to gender equality and its translation into policy, action, and allocation of resources are reflected in EU development assistance to countries of the region. NEWW is concerned that EU commitments to gender equality are disappearing. There is a trend to merge gender equality with non-discrimination, equal opportunities, or human rights themes, which has worrying implications on gender equality.

There is a strong need for an EU development policy monitoring and advocacy project to enable NGOs from the region to engage more effectively with the EU Development Policy Debate and in consequence to improve the situation of women in the CIS, including the NMS. The EU Gender Watch project was developed in response to this need.

In this comparative analysis, based on country reports representing the relevant sub-regions<sup>1</sup>, researchers identified common or specific problems of the subject countries. These problems will be communicated to the EU and to the respective national governments. Research

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<sup>1</sup> Sub-regions (sub – regions of a Region of Central and Eastern Europe and Former Soviet Union (CEE/FSU)) that used to be embraced by the European Neighborhood Policy are called in this report: Caucasus (including countries: Armenia, Azerbaijan, and Georgia), Central Asia (including countries: Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan), EU- Neighboring Countries (including: Moldova and Ukraine).

strategies largely focus on the Council of the European Union, and in particular on the governments of countries where the respective NGO is based, and on Members of the European Parliament. This targeted research initiated a monitoring, lobbying and advocacy phase to ensure that gender issues are taken into consideration in development and implementation of EU policies.

The project responds to the need of women's rights organizations across the CIS to build capacity, so they can:

- familiarize themselves with current debates on EU Development Policy and the Financial Perspective 2007 – 2013, and
- carry out further research, monitoring, lobbying and advocacy actions and campaigns to ensure the inclusion of a gender perspective in development policies of the EU.

### **The Principal Objective of the Research was:**

The promotion of development policies that focus on gender equality, empower women, reduce poverty, and meet the Millennium Development Goals in compliance with the International Development Agenda. EU Gender Watch is dedicated to monitoring the EU for its accountability to the promotion of gender equality in the region.

### **The goals of the country research papers were:**

- a description and comparative analysis of the political, social, economic and legal framework affecting the situation of women in each of the targeted countries (Georgia, Ukraine, and Tajikistan),
- identification of the most important issues in each country impacting on: gender equality, women's empowerment, poverty reduction, and meeting the Millennium Development Goals in compliance with the International Development Agenda,
- development of ideas for improving women's situation in each country,
- analysis of the spectrum of women organizations, especially regarding development issues,
- analysis of existing EU development programmes, and sources of the development aid received by respective countries (also given by EU Member States as development aid) according to gender perspective,
- inclusion of gender perspective in planned EU Development Policy and the Financial Perspective 2007 – 2013, (changes made comparing to previous programmes, comparison and commentary as well as possible improvements) – I'm not sure what this sentence means. I think it means: "analysis, commentary and recommendations in relation to changes made in the current Policy in comparison to previous programs",
- indication of issues and solutions that would be further lobbied for in the EU Parliament,

In general, the research will explore how each target country is affected, regarding gender equality, by EU development policies.

The primary goal of this comparative analysis, however, is to underline the most important problems in each targeted country, taking into account similar histories as well as current differences; and to generate recommendations for addressing those problems.

## Part 1. Gender Inequality: Background

### 1.1. Indicators

In this paper, we use gender to refer to the ways people in society interpret sexual difference, and the socially-learned behaviors, expectations and identities associated with males and females. Gender, like race, ethnicity or class, is a social category that profoundly shapes the way in which an individual participates in society and the economy. Thus, gender roles and relationships are relevant to development, because they can open up or severely limit economic, political and or social opportunities.

While the nature and extent of gender inequities varies worldwide, nowhere do women and girls enjoy parity with men in access to and control of resources, in economic participation or political voice. Not a single country in the world has achieved gender equity: nowhere do women receive the same treatment as men. What has definitely changed in the last decade is that this inequity is now (at least formally) recognized as a problem in most countries.

Social Watch<sup>2</sup> has developed a Gender Equality Index (GEI)<sup>3</sup> that allows countries to be compared and yields a rating for the degree of progress or regression in each dimension covered: education, participation in the economy, empowerment. The index was calculated as an average of the values obtained in the three dimensions (the average of the gaps in each dimension). In the GEI ranking, Georgia, Tajikistan and Ukraine have variable scores. In the case of Ukraine GEI equaled 73 in 2006. This put the country on 32<sup>nd</sup> position in the ranking (counting from 1 – the countries with the highest equality to 192 – the lowest). At the same time Georgian GEI was 69 (48<sup>th</sup> position in ranking) and Tajikistan 57 (92<sup>nd</sup> position in the ranking). However we have to keep in mind that no index can yield a complete picture of as complex a phenomenon as gender equity.

Table 1 shows the gender and education dimension of GEI. This indicator counts: literacy rate gap, primary school enrolment rate gap, secondary school enrolment rate gap and tertiary education enrolment rate gap. The data in the indicator (that applies also to Table 2 and Table 3) is presented in three columns: the first shows the country's initial situation, the second shows the latest available data and the third shows the rate of change (progress or regression). No values (i.e. literacy ration gap for Georgia) were given for countries for which information was unavailable for less than half the indicators of the dimension in question.

**Table 1. Gender & Education, Georgia, Tajikistan and Ukraine comparison, 1990-2005.**

Gender and education															
PRESENT SITUATION		GEI RANKING (OUT OF 149 COUNTRIES)	BCI RANKING (OUT OF 162 COUNTRIES)	LITERACY RATIO GAP (WOMEN/MEN)			NET PRIMARY ENROLMENT RATIO GAP (WOMEN/MEN)			NET SECONDARY ENROLMENT RATIO GAP (WOMEN/MEN)			GROSS TERTIARY ENROLMENT RATIO GAP (WOMEN/MEN)		
				1990	2005	Progress or regression	1991	2004	Progress or regression	1991	2004	Progress or regression	1991	2004	Progress or regression
●	Georgia	48	71				1.00	0.99		0.99 <sup>N</sup>	0.99		1.18	1.03	
○	Tajikistan	92	103	1.00	1.00		0.98	0.96		0.91 <sup>N</sup>	0.85	←	0.62	0.33	←
●	Ukraine	32	42	1.00	1.00		1.00	1.00		1.03 <sup>O</sup>	1.00		1.03	1.19	
●	Countries in better situation			→			Significant progress			<b>Notes:</b> Data source year: M: 1998; N: 1999; O: 2000; Q: 2002; R: 2003; T: 2005.					
○	Countries above average			→			Slight progress								
○	Countries below average						Stagnant								
○	Countries in worse situation			←			Slight regression								
—	Countries with insufficient data			←			Significant regression								

Source: Social Watch Report 2006, *Impossible Architecture*, pp. 134-145.

<sup>2</sup> Social Watch (SW) is an international NGO watchdog network monitoring poverty eradication and gender equality. The Network of East – West Women is a member of Social Watch since 2006. Detailed information can be found at SW official web page: <http://www.socialwatch.org/en/portada.htm>

<sup>3</sup> GEI - Methodological Notes can be found at the Social Watch web page: [http://www.socialwatch.org/en/informeImpreso/pdfs/methodology2006\\_eng.pdf](http://www.socialwatch.org/en/informeImpreso/pdfs/methodology2006_eng.pdf), download 25.IV.2007

In Table 1 we can basically observe the stagnant situation (or quantitatively insignificant changes) in the period in question in Georgia and Ukraine. In Tajikistan, significant regressions have been noted in the net secondary enrolment ratio gap and gross tertiary enrolment ratio gap. This means that Tajikistan is regressing at rates above average regression rates. That may explain why Tajikistan was placed so low in GEI ranking.

Table 2 focuses on gender and economic activity. The following two indicators were taken into account: income gaps and percentage of economically active women (excluding the agriculture sector). In order to construct gaps in the indicators that did not register them originally two transformations have been carried out. First, the percentages for men were calculated: in this case the percentage of economically active men (excluding the agriculture sector), and then the differences for women. Secondly, for each country the weight of the female population in relation to the male is calculated for the relevant age ranges (over 14 years old in this case). The gap was calculated with the rate for women as the numerator and the rate for men as the denominator, weighted by the inverse of the weight of the female population.

**Table 2. Gender gap in economic activity and earned income, Georgia, Tajikistan and Ukraine comparison, 1990-2005.**

Gender gap in economic activity and earned income							
PRESENT SITUATION		GEI RANKING (OUT OF 149 COUNTRIES)	BCI RANKING (OUT OF 162 COUNTRIES)	WOMEN WAGE EMPLOYMENT IN NON-AGRICULTURAL SECTOR (AS % OF TOTAL NON-AGRICULTURAL EMPLOYEES)			ESTIMATED EARNED INCOME RATIO (WOMEN/MEN)
				1990 (%)	2003 (%)	Progress or regression	1991/2003
●	Georgia	48	78	44.9	45.2		0.42
●	Tajikistan	92	103	39.7	52.3	→	0.62
●	Ukraine	32	42	50.4	53.6	→	0.53

- Countries in better situation
- Countries above average
- Countries below average
- Countries in worse situation
- Countries with insufficient data

- Significant progress
- Slight progress
- || Stagnant
- ← Slight regression
- ← Significant regression

**Notes:**  
Data source year: F: 1991; G: 1992; H: 1993; I: 1994; K: 1996.

Source: Social Watch Report 2006, *Impossible Architecture*, pp. 134-145.

Table 2 shows that in all three countries we can observe progress in the dimension of economic activity. Significant progress is visible in Tajikistan, and more modest progress in Ukraine. Ukraine is progressing at rates below average for all countries making progress.

The last table presents women's empowerment. This dimension was constructed by using the following indicators: % of women in technical positions, % of women in management and government positions, % of women in parliaments, % of women in ministerial posts. Similarly to the gap calculation explained for % of economically active men in Table 2 the same method was used to calculate % of men in technical positions, % of men in management and government positions, % of men in parliaments and % of men in ministerial posts for the purposes of the 3<sup>rd</sup> Table.

Real progress can be observed in Georgia in case of women in decision-making roles, and positions in government at ministerial level (from 3.3% in 1995 to 22.2%! in 2004). Significant progress is visible in the case of parliamentary seats held by women in Tajikistan (from 2.8% in 1997 to 17.5% in 2005).

**Table 3. Women's empowerment, Georgia, Tajikistan and Ukraine comparison, 1990-2005.**

Women's empowerment											
PRESENT SITUATION		GEI RANKING (OUT OF 149 COUNTRIES)	BCI RANKING (OUT OF 162 COUNTRIES)	FEMALE PROFESSIONAL AND TECHNICAL WORKERS	FEMALE LEGISLATORS, SENIOR OFFICIALS AND MANAGERS	WOMEN IN DECISION-MAKING POSITIONS IN GOVERNMENT AT MINISTERIAL LEVEL			SEATS IN PARLIAMENT HELD BY WOMEN		
				Latest available data <sup>A</sup> (%)	Latest available data <sup>A</sup> (%)	1995 (%)	2004 (%)	Progress or regression	1997 (%)	2005 (%)	Progress or regression
●	Georgia	48	78	63	28	3.3	22.2	→	6.8	9.4	→
●	Tajikistan	92	103			4.0	3.1		2.8	17.5	→
●	Ukraine	32	42	63	39	1.0	5.6	→	3.8	5.3	

● Countries in better situation  
 ● Countries above average  
 ● Countries below average  
 ○ Countries in worse situation  
 — Countries with insufficient data

→ Significant progress  
 → Slight progress  
 || Stagnant  
 ← Slight regression  
 ← Significant regression

**Note: A:** Latest available data taken from ILO Laborsta Database (March, 2005) as published by Human Development Report 2005, UNDP.

Source: Social Watch Report 2006, *Impossible Architecture*, pp. 134-145.

In various areas of women's presence in public space there have been positive changes. However we have to remember that gender equality is a process. Women are becoming more equal in various areas, but remain in many other dimensions discriminated against and oppressed by the system they live in. The efforts of both men and women will be necessary if these disparities are to be addressed.

## 1.2. Inequalities in Different Sub-Regions

The evolution of gender relations in **Ukraine** is complex. During the Soviet period, Ukrainian men and women enjoyed equal access to education and employment, and women participated in government, enjoyed generous maternity leave and other child-related benefits, and rights to early retirement and pension. For the most part (except for protective labor legislation that excluded women from "dangerous" but also highly paid and benefited jobs), legislation treated women and men equally. In the current socioeconomic situation, strongly entrenched stereotypes of men as leaders, managers, and primary breadwinners, and stereotypes of women as wives and mothers at first, workers secondly, limited actual gender equality in Ukrainian society. Widespread male underemployment and unemployment have undermined the traditional role of men, thereby affecting the structure of authority and relative bargaining power of women and men within the household. Changing roles have introduced uncertainties in gender relations that are reflected in declining marriage and fertility rates, and increasing numbers of female-headed households and children living in single-parent families. Inability to live up to role expectations and the consequent decline in self-esteem appear related to sharp increases in alcoholism, suicide, and gender-based violence.

The purpose of transition was to raise the living standards of people and promote their rights. Since 1989, in the Central and Eastern European region, there has been a very serious fall in GNP, employment and real wages. Under communism, constitutions guaranteed the right to employment for the whole working age population. High female participation rates characterised all parts of Central and Eastern Europe and the former Soviet Union. The highest activity rates were found in the Baltic States and the countries which now form the Western part of the Commonwealth of Independent States – Belarus, Moldova, Russia and Ukraine. In these countries, the gender gap in labour force participation was very small – less than 2 percentage points in Belarus and Ukraine. Female labour force participation rates were lower in the less industrialised, less urbanised countries of Caucasus and Central Asia.

Women in Ukraine generally have a high level of education. This has great importance in the transforming economies. But patriarchal attitudes towards gender roles make it harder for them to pursue careers, especially since state support for families has weakened.

The political, economic and social reforms that occurred in **Georgia** with the end of communism affected all spheres of life. The processes of privatisation and modernisation of the economic system have changed the employment structure. Georgia, as well as other former communist countries, was distinguished by very high involvement of women in paid employment.

The transformational processes underway in Georgia have greatly influenced the development of gender equality. As a result of neo-liberal economic policy, restructuring has taken place in various fields of the economy. The implementation of a macroeconomic policy that did not consider social factors brought about a sharp decrease of social guarantees and a mass exodus of women from production facilities.

Ensuring women equal employment opportunities in free-market economy requires not only specific anti-discrimination legislation, but also effective mechanisms of legal protection. The generalized statements of equality in Georgia's Constitution and its international commitments are insufficient and not well realized.

Differences based on where a person lives or the sizes of her/his wallet have increased with every passing year. Those differences are accentuated for women. Women earn less than men, represent fewer positions of influence within business and public institutions, and are still more economically vulnerable. Over the past decade, public policy changes have worked against women.

At independence **Tajikistan** was the poorest of the republics of the Former Soviet Union (FSU). Since then it has suffered not only from the impact of political, economic and social transition from a planned to market-led economy, but also from the withdrawal of subsidies from Moscow following the breakup of the FSU.

The roles modern Tajik women occupy within society are influenced both by the recent Soviet experience, with its strong emphasis on gender equality in the public sphere, and traditional Tajik values where women played a central role in the private sphere of the family. Since independence, traditional cultural and social values have enjoyed a renaissance. Although Tajikistan remains a secular state, there has been a revival of Islamic practices. It is too early to assess the impact of this on gender roles. However, there has been a marked withdrawal of women from political life. Economic transition has also resulted in the discontinuation of many of the state structures and benefits that supported women in combining their reproductive and productive roles.

While comparing a Gender Equity Index of three different independent countries (see point 1.1.): the country in the Central Asia – the Republic of Tajikistan, strategically located between Europe and Asia – representing Caucasus – Georgia, and Ukraine as the closest EU Neighborhood, we can observe that beyond major poverty problems there is certain progress in eliminating inequity between women and men. And there is a will to make equality problems more visible.

### 1.3. The Social and Economic Situation of Women<sup>4</sup>

The process of building a market economy in Georgia, Ukraine and Tajikistan has been based on three pillars - privatization, liberalization and macroeconomic discipline. These changes had serious implications on the redistribution of assets and levels of financing within society. Gender is one of the most important aspects of these implications, since the distribution of assets during privatization was heavily biased towards men.

In **Georgia** there are no women among owners of large enterprises. In terms of small businesses, women own 57 facilities out of 341 in the agricultural and food processing industry; 1,254 facilities out of 3,897 in trade; 2 out of 164 in the oil industry; 85 facilities out of 396 in the healthcare sector and 41 facilities out of 396 in the social sphere. Thus, measures supporting women's entrepreneurial activities should be implemented.

Creating a market economy in the **Republic of Tajikistan** began under difficult public and political conditions, which aggravated unavoidable problems of the transition. The difficult economic situation had a negative affect on the state of both women and men, however women suffered more significant losses connected with employment and payment for labor. They lost not just many social privileges and allowances previously paid from public funds, but were also made redundant in order to curb public expenditure. Indices of employment, incomes, involvement in business, and purchase of property by women are much lower than for men. A big problem for the Republic is poverty directly connected with the high birth rate and employment problems. According to the index of human development, Tajikistan is 103rd out of 174 reviewed states, and is included in the group with the highest level of poverty. According to the results of the World Bank study, 60.0% of the republic's population consider themselves to be poor. The feminization of poverty is evidently intrinsic to Tajikistan. Women living in poverty have no access to such important resources as credits, land and succession, and are weakly informed about their economic rights, especially about rights to land. Neither do they get any economic or legal information. In the field of health care, during the transition period, a considerable growth in the indicator of maternal mortality has been observed. Just one third of maternity hospitals in the republic have water supply and 43.7% central heating and electricity. Medical instrumentation levels are 12.6%-67.1 %. One more very important factor is the absence of the population's resources for purchasing medicines, payment for hospitalization and care for women at childbirth. Risk of death connected with pregnancy is high for many women, and is a problem for rural women, where dangerous domestic work has become a natural phenomenon. Throughout the republic, the level of home confinement is 40.2%.

In 1994-2000 in **Ukraine** about 80% of all discharged workers were women. As a rule, directors of enterprises and firms consider women to be more expensive and less reliable workers, because women have a right to maternity leave. The prejudice also exists that women give higher priority to the family than to a professional career. In the Ukrainian labour market women are mostly concentrated in the service sphere: in trade there are around 75% of women, commerce system — 74%, medical service — 80%, and public catering — 84%. Vertical professional segregation shows a disproportional distribution of women in the labour hierarchy. This can be especially noted in the sphere of management and administration — the higher the social status of the position is, the fewer women there are. Besides those facts 69,6% of job opportunities advertised in newspapers specify that they are for men, despite of existing law. Enforcement mechanisms are undeveloped. The considerable majority of

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<sup>4</sup> To read more about the specific countries – go to the country reports point 1.4.

women have higher education levels than men; yet they earn an average 71.9 % of men's salary. The wage gap is a result of the concentration of female jobs at the lower end of the labour market and of the discrimination through lower pay for work of equal value.

## Part 2. A Gender Perspective on EU Development Aid

### 2.1. Past Assistance and Gender

The European Neighbourhood Policy (ENP) is a significant element in the creation of a new relationship between the EU and its neighbouring countries. In order to realise the vision of building an increasingly close relationship with EU neighbors, and a zone of stability, security and well-being for all, the EU and each ENP partner reach agreement on reform objectives across a wide range of fields within certain “common” areas (from cooperation on political and security issues, economic and trade matters, common environmental concerns, integration of transport and energy networks, to scientific and cultural cooperation). The EU provides financial and technical assistance to support the implementation of these objectives, in support of partners’ own efforts. Many of the instruments and methods used in the ENP are similar to those used to support transition processes elsewhere. For example:

- At the outset of the process, the European Commission prepares country reports<sup>5</sup> assessing the political and economic situation of a country, including institutional and sectoral aspects, to assess when and how it is possible to deepen relations between the Commission and that country. Country reports were published in May 2004 on the first seven of the ENP countries to have Agreements in force with the EU. A further five country reports were published in March 2005 on the next countries to be included in the policy (Southern Caucasus) or whose Agreements had come into force (Egypt and Lebanon). Country reports are submitted to European Council, which decides whether to proceed to the next stage of relations.
- That next stage is the development of ENP Action Plans with each country. These documents are negotiated with and tailor-made for each country, based on the country’s needs and capacities, as well as their and the EU’s interests. They jointly define an agenda of political and economic reforms by means of short and medium-term (3-5 years) priorities. They cover political dialogue and reform, economic and social cooperation and development, trade-related issues and market and regulatory reform, cooperation in justice and home affairs, sectors such as transport, energy, information society, environment, research and development, and a human dimension (people-to-people contacts, civil society, education, public health, etc.).
- The implementation of the mutual commitments and objectives contained in the Action Plans is regularly monitored through sub-committees with each country, dealing with those sectors or issues. On 4 December 2006, the Commission issued its first periodic report on progress and on areas requiring further progress. This is a dynamic process - when monitoring demonstrates significant progress in attaining the agreed objectives, the EU incentives on offer can be reviewed, or the Action Plans adapted, or further proposals made as regards future relations.
- Implementation of the reforms is supported through various forms of EC-funded financial and technical assistance<sup>6</sup>, including instruments which have proven successful in supporting reforms in Central, Eastern Europe and South-Eastern Europe.

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<sup>5</sup> Read more about the Country Reports and Action Plans at the web page: [http://ec.europa.eu/world/enp/documents\\_en.htm](http://ec.europa.eu/world/enp/documents_en.htm), download 4.V.2007

<sup>6</sup> read more about the EC financial and technical assistance at the web page: [http://ec.europa.eu/world/enp/funding\\_en.htm](http://ec.europa.eu/world/enp/funding_en.htm), download 4.V.2007

In the light of the serious problems of governance in **Georgia**, highlighted in 2002 by a number of kidnapping cases, the Commission decided to review the Country Strategy Paper (CSP) for Georgia, outside the regular cycle of CSP adaptations. A new CSP for Georgia was therefore prepared, together with a new Indicative Programme for 2004-2006. These were adopted by the Commission on 23 September 2003. The main lines of the CSP revision are that EU assistance should reach its objectives, including through: significantly strengthening "conditionality" of assistance, more strongly focusing assistance on the most promising reform programmes, and providing much stronger support to civil society.

Thematic priorities for EU assistance 2004-2006 (all instruments) were: rule of law, good governance, human rights and democratic institutions, fighting against poverty, conflict prevention, conflict settlement and post-conflict rehabilitation.

The Commission has responded to the "rose revolution" by providing some immediate assistance and by examining how its instruments can be best mobilised in the new situation including the possible allocation of additional resources. In December 2003 the Commission decided to provide €2 million from the Rapid Reaction Fund for support, via the UNDP, for the Presidential and Parliamentary elections (4 January and 28 March respectively) and to rapidly disburse €5 million from Georgia's Food Security Programme as budgetary support during the winter months. Georgia will also benefit from the continuing assistance provided under the TACIS Regional Cooperation Programme (Interstate programme).

Since 1992, the EU has supported Georgia through a range of instruments. The main instruments have been: ECHO humanitarian assistance: (€2 million 1992-2002); Food Security Programme (€9 million 1992-2002); and TACIS National Programme (€4 million 1992-2002). Total EU assistance has amounted to €370m (not including TACIS Regional or member states' assistance).

Several women-focused projects were being implemented in 2006. There were two development programs under this rubric. Firstly, the European Initiative for Democracy and Human Rights (EIDHR) with the total budget of 4,487,026 that makes 4.46% of total aid; and secondly, Decentralized Cooperation (all projects are focused on Abkhazia), which has EUR 824,384 for all projects. This second program consisted of 0,82% of total EU development aid.

The number of projects oriented directly toward women was 7, while the total number of projects implemented in Georgia was 121. The funding allocated to projects directly focused on women amounts to EUR 368,238, or 2,6% of the total funding. There were also 3 other projects with a strong gender component and focus on women's rights. The amount allocated to these was EUR 499,214 which constitutes 2,8% of the total funding allocated.

**The Republic of Tajikistan** has gone through a civil war, natural disasters and a break-up of economic relations with the countries of the former Soviet Union. This resulted in a near paralysis of the economic system, and disrupted normal functioning of industrial and agricultural enterprises and infrastructure. At present, the country is gradually overcoming the political and socio-economic crisis.

At present, the main donor for the Tajik economy is the World Bank Group (WB). The second-largest donor to the republic is the International Monetary Fund (IMF). Apart from these two major financial organizations, the country receives assistance from governments of a number of countries and international humanitarian organizations. The most active among them are governments of Japan, USA, China, the European Union, ICRC, and IFRC. Their assistance consists mainly in providing medicines, food and medical equipment.

Concerning the EU development programmes, the over-arching objectives of the EU's cooperation with the Central Asian countries are to foster respect for democratic principles and human rights and to promote transition towards a market economy. Following on from the Council's conclusions of 17 October and 19 November 2001 and the EU Troika visit at Ministerial level to the region, the General Affairs Council (GAC) of 10 December 2001 decided to strengthen bilateral relations between the EU and the countries of Central Asia by:

- pursuing enhanced political dialogue with all countries in Central Asia, through Partnership and Cooperation Agreements (PCAs) or Trade and Cooperation Agreements (TCAs), and through Member States' local presence;
- inviting the Commission to resume TACIS assistance to Tajikistan and to open discussions on upgrading contractual relations with Tajikistan;
- targeting assistance to a reduced number of priority areas including poverty reduction, social and economic development, good governance, and environment and water management;
- combating drug trafficking, making full use of the Action Plan on Drugs between the EU and Central Asian Republics; and
- considering action on border control and border management, including arms smuggling and non-proliferation.

The GAC also underlines the importance of developing cooperation between the five states of Central Asia on key issues of common concern and enhancing its coordination with relevant international organizations (UN, OSCE), international financial institutions (IMF, the World Bank, EBRD, and ADB) and other partners. In this context, the European Commission decided to double the annual TACIS allocation for Central Asia from around 25 million Euros to 50 million Euros. The GAC has instigated as well the resuming of TACIS assistance to Tajikistan.

EU assistance totaling over one billion Euros has therefore been provided to the countries of Central Asia over the past decade, representing an average of 100 million Euros per year. Tajikistan received approximately one third of all EU assistance to Central Asia in the period.

While Gender Equality is one of the five common principles of EU development cooperation, it is clear that resources allocated to specific gender actions are negligible compared to other issues. A brief assessment of current programs financed by EU led to the following conclusions:

- only a small part of EU funds were allocated to solve specific women's needs;
- even this small part of the financial resources used for women's needs was allocated within the general framework of certain development programs (for example, TACIS, ECHO, etc.),
- most development programs are administered by government, and decisions on resources allocation are usually made by men.

The EU is the largest donor to **Ukraine**. Assistance provided by the European Community alone has amounted to almost €2.5 billion since 1991. Report for 2001 shows that substantial technical assistance has been provided, particularly by Denmark, France, Germany, Italy, the Netherlands, Sweden and the United Kingdom of Great Britain (UK), in areas such as public administration reform, rule of law, health reform, SME support, industrial restructuring, and food and agriculture. Pending results at the end of 2006, some donors, including EU Member States, are scaling down their activities in Ukraine, but a large number of donor organisations are still active there. The biggest donors are Sweden, the United Kingdom and Denmark, in addition to the EC, the World Bank (WB), the European Bank for Reconstruction and Development (EBRD), the United Nations Development Program (UNDP), the USA and Canada. The European Investment Bank (EIB) has started operations in Ukraine as well.

The ENP Action Plan for Ukraine was agreed to in February 2005 following the Orange Revolution and the election of President Yuschenko. The Action Plan is now under implementation, bringing Ukraine closer to the EU's political and economic principles and confirming Ukraine's choice for democracy and the rule of law. Hence, the Action Plan is also recognized by other donors as the political framework for designing support for Ukraine.

In 2006 Ukraine received 14 million Euros for the implementation of a gender strategy on different levels. That program will be implemented during next three years. The Women's and Children's Rights Programme aims at designing the Social Policy and Social Work (SWAP) for women's and children's rights, with a particular focus on the following areas: government capacity to implement its gender strategy and its action plan for children, gender culture and gender stereotypes, labour market issues including sexual harassment, domestic violence, biases in education, and the enforcement of children's rights, in particular through the creation of a juvenile justice system. These objectives match specific targets of the Action Plan. In 2007 EU is to grant 14 million Euros for gender issues in Ukraine.

TACIS Institution Building Partnership Programme (IBPP) Support in Civil Society and Local Initiatives in 2005 was dedicated to Administrative and Social Reforms. Social reforms include the following spheres of cooperation regarding women: assistance to disadvantaged women and other disadvantaged sections of the local population; initiatives against Domestic Violence, Human Trafficking and Child Abuse; promotion of sustainable health and social care (e.g. women's health, youth, elderly etc.); preventive health care. The overall indicative amount made available under this call for proposals for Ukraine was 3 million Euros, which was funded by the 2004 Action Programme.

In 2005 11 NGOs received financial support for project implementation from EIDHR Micro-Projects. Only 3 Women's NGOs received the donation for programmes' realization, and only 2 Projects were dedicated directly to women's issues. In 2006 4 supported projects among 6 were dedicated to women's issues and 2 to children's issues.

**8 Millennium Development Goals MDGs** were adopted by 189 nations and signed by 147 heads of state and governments during the UN Millennium Summit in September 2000. MDGs are the world's time-bound and quantified targets for reducing poverty, improving health and promoting peace, human rights, gender equality and environmental sustainability. From these 8, Ukraine adopted 6. Among them was gender equality (Goal 6). The UNDP Millennium Project works deeply on MDG Strategy development for different regions of Ukraine.

## 2.2. Assumptions

EU Member States strongly endorse the Millennium Development Goals adopted by the United Nations in September 2000:

- to eradicate extreme poverty and hunger
- to achieve universal primary education
- to promote gender equality and empower women
- to reduce child mortality
- to improve national healthcare
- to combat HIV/AIDS, malaria and other diseases
- to ensure environmental sustainability
- to develop a global partnership on development.

The EU as an organization seeks to support these goals by focusing on six priority areas where it can use its special expertise. They are: trade and development; regional cooperation; poverty-reduction policies to support health and education; transport infrastructure; food security and sustainable rural development; and institutional capacity-building, good governance and the rule of law.

Although gender equality is not mentioned in the EU priority areas, almost every area can address gender issues. Different forms of violence against women are directly connected to complex social conditions such as poverty, lack of education, gender inequality, child mortality, maternal diseases and the spread of HIV/AIDS. That is why, in the strategy for achieving the goal “to promote gender equality and empower women” the following tasks were determined: to increase the number of women in decision-making processes at the governmental, community and political level, to reduce the level of gender discrimination in the labour market and to cut the income gap between men and women, and to reduce the level of gender violence, particularly in domestic violence, human trafficking and sexual violence.

The work group of UNDP Millennium Project recommended including such tasks and indicators on a national level. Also one of the recommended tasks is to reduce the spreading of violence against women by 50% by 2015.

In **Ukraine** one of the biggest obstacles on the way to achieving the goal of gender equality is inappropriate legislation, standards and regulation in the spheres of state and local government. Other problems include:

- The absence of active mechanisms of gender policy implementation in the spheres of state and local government;
- The low level of cooperation between governmental institutions, NGOs, social institutions, law enforcement, and other institutions that act in the field of prevention of gender discrimination;
- Existing gender discrimination in the labour market;
- Lack of cultural, financial and political support as well as unwillingness of women to protect their rights in the court (absence of such cases);
- The low level of understanding of gender equality problems;
- Widespread economic dependence of women on men;
- Gender stereotypes, such as “women’s” and “men’s” labour productivity, women and men’s roles in domestic work, raising children, participation in government, etc.;

- Gender stereotypes among law enforcement and other professionals who deal with domestic violence and human trafficking;
- Not enough quantity and quality of services for victims of gender violence, especially in rural areas;
- Absence of training in gender equality and the prevention of gender violence in educational institutions, especially for civil servants, lawyers, law enforcement officers, teachers, doctors, social workers, etc.
- Absence of gender indicators in statistical data and state reports concerning implementation of the Ukrainian law aimed at the prevention of domestic violence.

The EU is able to assist Ukraine in promoting a gender-sensitive environment. The best way for EU to do this is to keep track of the gender component in all supported directions, and to promote gender-sensitive initiatives by different institutions.

At the same time recommendations in relation to **Tajikistan** are that programs aimed at achieving gender equality and the empowerment of women should be selected as specific directions in the EU's Development Policy. The main areas of promotion of gender equality through specific programs are planned to be as following:

- Eradication of poverty (women have no access to resources);
- Elimination of all forms of violence against women;
- An increase in women's level of education (women have a lower level of awareness and access to information; lack of knowledge about women's rights);
- An increase in women's participation in decision-making processes; and
- Promotion of women's social rights and reproductive health.

In conclusion, the programs financed by the EU members in **Georgia** cover a variety of areas. It is evident, however, that those programs lack gender mainstreaming<sup>7</sup> and a gender perspective with regard to the topic areas as well as in implementation mechanisms.

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<sup>7</sup> The concept of bringing gender issues into the mainstream of society was clearly established as a global strategy for promoting gender equality in the Platform for Action adopted at the United Nations Fourth World Conference on Women, held in Beijing (China) in 1995. It highlighted the necessity to ensure that gender equality is a primary goal in all area(s) of social and economic development. To read more – please go to the web page: <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm>, download 16.05.2007

**Part 3. Projected Financial Perspective 2007-2013**

**3.1. Planned EU Development Programmes and Expected Changes**

In the context of the European Neighbourhood Policy (ENP) assistance starting from 2007 will be provided under the new European Neighbourhood and Partnership Instrument (ENPI). The ENPI will replace the TACIS programme as well as a number of thematic activities (see Figure. 1).

**Fig. 1. Change in ENP thematic programmes (2006) to ENPI (2007-2013).**



Source: Berna Federico, *New external cooperation instruments 2007-2013*, EC Delegation, European Commission, [www.geplac.org](http://www.geplac.org), download 15.05.2007, pp.26-27.

No program focused on gender equality or women’s issues will be developed under a gender equality mainstreaming approach in the EU development aid program in **Georgia**. The main instrument to deal with gender equality in the EC Delegation, as stated by Colette Selman<sup>8</sup>, will be a Toolkit on Mainstreaming Gender Equality in EC Development Cooperation<sup>9</sup>. That toolkit was developed within the EU structures in 2004 and will be used to assess all types of ongoing or planned programs and their outcomes – whether there is any gender bias, and whether there is any opportunity to strengthen projects from gender equality point of view.

<sup>8</sup> Colette Selman is a Project Manager for Social and Health Sector Programmes that cover gender equality sector programming within the Delegation of the EC to Georgia and Armenia.

<sup>9</sup> Toolkit is available on-line at the EC Development Cooperation website: [http://ec.europa.eu/europeaid/projects/gender/toolkit\\_2006/index.htm](http://ec.europa.eu/europeaid/projects/gender/toolkit_2006/index.htm), download 15.05.2007.

Programming in Georgia will move from a sector support program approach (action assistance) to a sector wide approach. The sector wide approach implies that funding will be provided to the government along with indicators and deadlines. The EC will provide funding in a number of transfers. Every transfer will be made dependent upon achieving prior targets within the agreed deadlines. Therefore, the EC will limit its involvement in programmes and the government of Georgia will be responsible for developing policy and thematic projects oriented towards fulfilling the given indicators and meeting the following four priorities of the EC development cooperation:

- Administrative propriety and the Rule of Law (including human rights),
- Economic Development and Trade Regulation,
- Poverty Reduction, and
- Conflict Resolution.

However, it should be stressed that according to Ms. Selman, the Delegation of the EC to Georgia has a much smaller overall budget than other delegations. Thus, women or gender equality projects will not get much funding, although different types of projects could be supported from peer-to-peer up to advocacy level.

In the upcoming years the Delegation of the EC in Georgia will focus on how to make projects more explicit (in general, not specifically gender oriented projects) – the part that is missing in projects at present.

The Delegation covers the third and fourth Millennium Development Goals, but there is great difficulty in identifying the extent of the problem and how much support is actually needed by women in the target countries and one of the reasons is a lack of good gender-disaggregated data. The development of good statistical data collection, processing, storing, protection and dissemination systems and methodologies (including gender-disaggregated data collection and information systems) is a topic of concern to women's organizations in Georgia as well.

The objective of the ENP is to share the EU's stability, security and prosperity with neighboring countries, offering them closer political, security, economic and cultural cooperation. It will also open up a possibility for the countries to participate in EU programs and to have a stake in the EU's internal market, which will strongly support their own political and economic reforms.

The objectives of the European Neighborhood Policy (ENP) and ENP Action plans for Georgia and Armenia are reflected in their co-operation and external assistance programs. The ENP marks the beginning of a new chapter in the relationship between the EU and the partner countries Georgia and Armenia.

The European Union multi-annual spending plan for 2007-2013, called the "Financial Perspective" will provide the legal framework for EU resource allocation for six years. The Financial Perspective 2007-2013 envisages replacing all existing geographic and thematic programs currently in place, including all the EC programs for countries in Central and Eastern Europe and the Commonwealth of Independent States. Georgia will be covered by The European Neighbourhood and Partnership Instrument as well as the Stability Instrument.

The five countries of Central Asia (CA) are currently classified as transition countries in the OECD/DAC list of aid recipients. With GNI per capita ranging from US\$ 2750 in Kazakhstan

to just \$280 in **Tajikistan** (World Bank 2005), the disparity is wide even within the category of lower-middle and low income countries. All of the countries are included in the list of Official Development Assistance (ODA) recipients.

The DCECI (The Economic Co-operation and Development Co-operation Instrument), including its thematic components, will be the new principal tool for assistance provision to Central Asian countries. Central Asian countries will also be able to participate in ENPI Regional Programs, although activities/projects to the direct benefit of CA will be funded under the CA DCECI. In addition, certain measures, in particular in the area of security, conflict-prevention and crisis management and resolution, may also be supported under the future Stability Instrument.

A total of seven thematic programs will be available under the new instruments. Of these, the thematic programs on:

- “Democracy and Human rights” (ex-EIDHR),
- Food Security (ex-EC FSP), which contributed half to one third of EC assistance to the Kyrgyz Republic and Tajikistan in recent years,
- “Migration and Asylum” (ex-Aeneas), and
- Non-State actors and local authorities in development will be particularly relevant for Central Asia.

These issues are explicitly addressed under the CA Strategy 2007-2013. Given the structural nature of food insecurity in the two countries mentioned above (Kyrgyz Republic and Tajikistan), the corresponding thematic program will be used as a contribution to their EC bilateral assistance programs during the CA IP 2007-2010.

In addition, the thematic program on “Human and Social Development” may be important for Central Asia in the context of the fight against HIV/AIDS. It may also be important in relation to the theme on ‘knowledge and skills for all’. Indeed, this theme underlines the importance of vocational and technical education systems and their relationship to improving employment opportunities. It could therefore be used to assist countries in making the crucial link between skills development and poverty reduction initiatives. It may be worth launching additional thematic activities as specific additional needs arise during the period covered by this strategy.

The Strategy for Central Asia for 2006-2013 (CA RSP) has an indicative budget of €31 million. It has been developed in consultation with the authorities of the partner countries of the region. Member States and other donors have been consulted during the drafting process. It reflects the experience of and lessons learned by the EC and other donors in the delivery of past assistance.

The aim of the European Commission’s Assistance Strategy for Central Asia (2007-13) is to promote the stability and security of the countries of Central Asia, to assist in their pursuit of sustainable economic development and poverty reduction and to facilitate closer regional cooperation both within Central Asia and between Central Asia and the EU. In order to achieve these core objectives, the EU Strategy for Central Asia will focus on three priority areas:

- Central Asian regional cooperation and good neighborly relations: 30-35% of total budget. Focal priorities: Networks, Environment; Border and migration management;

the fight against international crime; and customs, education, scientific and people-to-people activities;

- Reduction of poverty and increasing living standards: 40- 45 % of total budget;
- Promotion of good governance and economic reform: 20- 25% of total budget.

The EU has reaffirmed in the European Consensus on Development that it “will include a strong gender component in all its policies and practices in its relations with developing countries.” However, a brief analysis of the CA Strategy 2007-2013 reveals that this document does not specifically address any of the concerns regarding women’s priorities and needs. CA RSP does not include any concrete program or action on the promotion of gender equality. There is only one small item mentioned that “Gender concerns as cross-cutting issues will be integrated, notably in poverty reduction programs, as far as possible into the design of programs relating to all the key issues outlined in CSP”.

**Ukraine** was previously classified as a transition country in the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee’s (DAC) list of aid recipients. It has also recently (December 2005) been included in the new single list of Official Development Assistance (ODA) recipients.

The principal objective of cooperation between the EU and Ukraine at this stage is to develop an increasingly close relationship, going beyond past levels of cooperation to gradual economic integration and deeper political cooperation, including on foreign and security policy.

EC assistance over the period covered by this strategy will therefore aim at supporting Ukraine’s ambitious reform agenda to root democracy and the market economy firmly in the country and to bring Ukraine closer to the EU. As the largest donor to Ukraine, the EU has the leverage necessary to make a major contribution to the reform process. In addition, most donors recognize the special role of the EU due to Ukraine’s European aspirations and are increasingly aligning their activities with the policy objectives set in the EU-Ukraine Action Plan.

In the Ukraine Country Strategy Paper EC assistance priorities are presented under the following six chapters:

- Political dialogue and reform,
- Economic and social reform and development,
- Trade, market and regulatory reform,
- Cooperation in justice, freedom and security,
- Transport, energy, information society and environment,
- People-to-people contacts.

Gender is planned to be mainstreamed into the design of programs related to all the key issues mentioned above as a cross-cutting issue to the maximum extent possible. At the same time, unfortunately, the description of each of six priorities is gender blind. It does not take into account the gender dimension of social and economic development. The EU assistance priorities do not address directly women’s needs and concerns: women's unemployment and unpaid work, labour market segregation and gender gap in wages, women's participation in decision-making, their access to financing, assets, credits, women's control over natural resources, women's rights, health etc.

Mentioning gender as a cross-cutting issues appears like a formal insertion to avoid critics from civil society. Gender mainstreaming is not currently systemically supported: and no mechanism to implement and monitor gender-sensitive policies has been shaped in the Ukraine CSP.

Therefore, implementation of the Ukraine CSP policy and priorities will have a weak impact on gender equality and women's empowerment. As was proved by international research<sup>10</sup>, gender blind economic and social policies are only widening the gender imbalances in society.

### **3.2. Assumptions**

The EU strong commitments to the promotion of gender equality and women's human rights must be reflected in CSP through women-specific programs. These kinds of programs must be taken into account in the planning, implementation and evaluation stages of EU assistance. The drafting process must involve meaningful consultations with partner governments and relevant stakeholders including women's NGOs and grass-roots organizations.

In order to evaluate the progress made by this strategy the instruments to be used have to be selected carefully. It is also important to develop and use appropriate indicators. In case of Tajikistan the absence of gender segregated data can create constraints for measuring effectiveness of the development aid. The present statistical system needs assistance in order to make further improvement towards compliance with international standards, with emphasis on those standards used in the EU.

For Tajikistan, achieving the MDGs stands as a top priority, and its government has shown sustained commitment to realizing them. In 2003, Tajikistan presented its first report on progress towards the MDGs with a main conclusion that the majority of targets are not likely to be met. Assistance is needed to intensify advocacy and campaigning for the MDGs, to support the government on financial and qualitative tracking.

Generally new EU development aid for CA region meets the MDGs. But gender is still treated in a formalistic and limited way in CSP. It should be noted that the absence of measuring tools of the process of monitoring and evaluation can cause some constraints on the measurement of effectiveness of new EU development aid. To overcome this obstacle, clear and transparent mechanisms and procedures should be designed and approved. In addition, <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/defin.htm> the EU Development Policy progress and its impact on recipient countries should be evaluated on a regular basis and the results of these assessments reflected in the reports. Not only the partner governments, but also the representatives of civil society organizations should be involved in this process. Without complete transparency it would be difficult to say how far the EU development aid helps to improve the status of women.

Within the Ukraine CSP only one objective is directly connected with MDGs – poverty reduction. It is mentioned in the chapter (Strategic objectives of EU/EC cooperation with

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<sup>10</sup> Quite a number of reports are gathered at the BRIDGE web-site: <http://www.bridge.ids.ac.uk/reports.html>, download 15.05.2007

Ukraine, Development policy objectives and chapter EC assistance priorities, Economic and social reform and development). To the extent that the Ukraine CSP is not based on gender analysis and completely lacks a gender dimension, there is little chance to eradicate poverty both for men and women.

Taking into account low level of gender awareness among governmental officials, it is not enough simply to refer to EU standards, human rights and values of democracy. It is necessary to include EU Gender Equality Strategy in the Ukraine CSP and all EU assistance programs.

In particular, the EU Gender Equality Strategy addresses the following issues:

- gender equality in the labor market: evaluation of unpaid work, women's unemployment, labor market segregation and equal pay for equal work;
- gender balance in decision-making;
- reconciliation between work and private life;
- social protection;
- education and training;
- gender budgeting, migrant women;
- women and science;
- gender-based violence and trafficking in women;
- development cooperation; and
- gender equality at the international level.

The incorporation of these issues into EU assistance programs will bring gender perspective into Ukraine's policy.

## **Part 4. Findings and Recommendations for EU Commissions, Parliament and EU Member States**

### **Georgia**

#### Findings

The following findings have been made by NEWW-Polska experts:

- a mixed understanding across institutions of what ‘gender mainstreaming’ means as a concept and of how it affects the everyday work of the institution. This can make the strategy ineffective;
- data systems which inform national policy making are rarely gender-sensitive and often do not even supply sex-disaggregated data;
- there has been widespread ‘policy evaporation’, where good policies on gender mainstreaming have been lost in translation to programme implementation;
- knowledge gaps in understanding the factors that enable or disable gender sensitive programming have made policy evaporation difficult to address;
- ‘invisibilization’ has occurred, whereby concrete positive outcomes of gender mainstreaming are not captured in programme monitoring or evaluation. This has meant it is harder to argue the case for gender mainstreaming, especially when donors and partners are dealing with a cluttered agenda of ‘cross-cutting issues’ that are all supposed to be ‘mainstreamed’
- difficulty in attributing change (impact) to a particular approach or intervention (particularly in the context of multi-donor and macro-level programming) can make it hard to ensure accountability for gender mainstreaming.

#### Recommendations:

- The policy of the EU Commission Delegation, other donors and government on equal opportunities and on women and development must be clearly defined.
- Directors and heads of departments in the EU Commission Delegation and other responsible bodies and other development organizations must devote sufficient attention to the question of equality and equal opportunity.
- Everyone within the development organization must know how they can contribute to gender equality in their own policy field.
- Gender experts should take part in decision-making on policy, and be there to answer specific questions
- Gender sensitive programming guidelines should be imposed

#### Specifically:

- Regulation No 806/2004 on promoting gender equality in development cooperation should be basis for the development of the specific policies and allocation of funds within the EU development aid, as well within the programs based on partnership between EU and UN bodies
- Capacity building programs should be provided by EU institutions for representatives of the women’s NGOs and responsible state authorities from the countries covered by the ENP in order to ensure adequate understanding of the EU gender discourse and mainstreaming efforts;
- Special attention in the EU development aid should be targeted at the elimination of female poverty, health issues and female substance abuse, also as a part of the achievement of the MDG.

- There should be consultation organized for the representatives of all development agencies acting in Georgia in order to coordinate and adhere their policies and approaches on the gender mainstreaming within development aid
- Consultations between gender focal points and program officers and representatives of the women's NGOs should be organized in order to ensure profound assessment of needs of women's organizations while planning programs on development aid and technical assistance
- Geographical balance in allocation of funds for women- and gender-related projects should be ensured (currently an absolute majority of funds is allocated by EU institutions to the conflict zones, while other areas in need such as regions bordering with conflict zones, regions of the compact settlement of the IDPs, ethnic minorities or mountainous regions remain neglected)
- Provision of development aid by the EU should be targeted equally at government structures, NGOs and civil society institutions
- There is need in realization of the targeted programs for the vulnerable groups of women
- Data problems are one of the key obstacles in monitoring the status of women and programs designed to assist them
- Implementation of "gender mainstreaming" strategy in all programmes and actions to promote widespread and shared understanding of gender equality and women's empowerment

#### CSP related:

- Principles should include adherence to internationally agreed values including gender equality.
- Key issues in deciding resource allocation could include willingness to address and build capacity for addressing gender inequality.
- In preparing/amending the CSP, responsibility for gender mainstreaming should be clearly assigned.
- Technical support and evaluation should include gender expertise.

## **Tajikistan**

#### Recommendations:

##### In order to strengthen women's participation in decision-making:

- Improving the election laws and procedures by introducing changes and amendments into the election legislation, which would stimulate the expansion of women's representation in the candidate lists;
- Changing political parties policy in connection with the formation of party lists and selecting candidates during elections; developing a women's platform and its integration into party programs;
- Working scrupulously with the electors, in order to get them to support female leaders, conduct campaigns supporting progressive candidates; create funds for supporting them during the elections;
- Using all possible means of governmental support for women in politics and power, including quota systems;

- Training of public service staff (both: gender education training for women and men as well as training to boost the confidence of women administrators and managers to raise their professional expectations) for future promotion to top government positions, the form could be: trainings, seminars or political courses.

In order to reduce poverty and overcome gender equality at work:

- Designing special programs to increase the employment rate of women and motivate them for public sector work;
- Creating favourable conditions for the functioning and development of female entrepreneurship, strengthening the female entrepreneur layer in small and medium businesses and protecting their working rights;
- Opening business schools and business development centers in order to form market thinking, education and advice for starter business women, concerning the questions of organization and legal aspects of entrepreneurship activity, fundraising, management, manufacturing control and product quality, marketing with paying special attention to rural women entrepreneurs;
- Broadening women's access to financial services by developing an institute of micro financing.

In order to reduce crime and eradicate violence towards women:

- Developing a social partnership for executing crime prevention programs and cooperation with international and local rights-protection NGOs;
- Creating a system for constantly informing the population about the criminal responsibility of citizens for crime, about the drugs in the country and the dangerous consequences of using drugs;
- Developing and executing social rehabilitation programs for women who have served their sentence for drug-related crimes;
- Enforcing the law on social and legal protection and preventing violence against women;
- Training law enforcement officers to work with female victims of violence and trafficking in persons;
- Increasing the level of awareness and understanding of trafficking in persons by the politicians and public activists through the mass media and NGOs and overcoming the self-incriminating tendency of the victims of trafficking in persons;
- Supporting the initiatives of NGOs to create advisory services centers, which could provide not only psychological and legal support to the victims of violence, but also conduct preventive activity in local communities;
- Orienting the efforts of the developers and executors of social and psychological programs to train and encourage women to overcome the passive attitude to their personal tragedy, assistance in forming new values, motivation and the meaning of life.

In the sphere of women's health:

- Developing and implementing programs on demographic regulation, family planning and protecting the reproductive health of females;
- Constructing and equipping maternity homes;
- Financing children's pre-school institutions considering the high growth rate of children in such institutions and constructing and commissioning new ones;
- Developing measures to prevent sexually transmitted diseases, including HIV/AIDS;

In the sphere of education:

- Conducting information and educational activity with the purpose of creating a strong public opinion about the necessity of general secondary education, both for men and women;
- Financing additional higher education quotas, especially allocated for girls from poor rural and urban families to stabilize the number of those girls in higher education institutions;

In order to overcome negative gender stereotypes in the public mind and conduct gender research:

- Including gender issues into the academic schedules of educational and pre-school institutions; develop literature and other materials for teachers on gender disciplines;
- Organizing educational processes for government executives to promote exchange of knowledge in solving gender problems. These processes should be firstly for the specialists involved in implementing the State programs. It should be as well possible to organize training based on the Institute for raising the qualification of government executives by attracting specialists from scientific institutions and higher education institutions, including foreign and local NGOs, which specialize in gender research;
- Conducting seminars on gender issues among people in the areas where they live and also for the leaders of the communities;
- Using the mass media more widely in order to increase the knowledge of broad layers of society concerning the principles of gender equality, international practice of achieving gender equality and results of the execution of government policy on the provision of equal rights and opportunities both to men and women in the Republic of Tajikistan;
- Activating a public discussion of the traditional and new roles of women in society and the family in the mass media;
- Conducting special contests among the journalists for the best publications, TV and Radio programs on gender issues;
- Analyzing the results of the gender research conducted in the Republic and estimate the effectiveness of that research (followed by advocacy) taking into account the recommendations for defining the most prospective problems for further research and actions;
- Improving the statistical methods of monitoring the level of gender equality and providing the official statistics to the public, particularly by opening a publicly accessible site on the Internet;
- Strengthening the potential of the statistical institutions of the Republic (providing with computers, software, programmers and specialists) will definitely have a positive effect on regular, up-to-date/ timely presentation and reliability of the statistical data.

In the sphere of further developing the partnership between the governmental and civil institutions:

- Conducting research into the conditions and development tendencies of traditional institutes of society and their potential use for harmonizing gender relations;
- Developing a special government program for supporting the non-commercial sector;
- Introducing measures to implement gender issues, breaking the negative gender stereotypes and forming positive public opinion concerning women participating in decision making, into the programs and practical activity of political parties;
- Coordinating the activity of the women's NGOs and creating a system for joint lobbying of socially important decisions.

## Ukraine

### Recommendations:

- EU development assistance should be based on gender aware policy and regulatory framework that addresses the distinct needs and concerns of women and men.
- EU development assistance should address the need to decrease gender asymmetries and imbalances in economic, social and political spheres.
- EU resources should be allocated to specific women-targeted projects. Gender equality and the achievement of women's human rights should be included as an explicit objective for the EU Neighbourhood Policy and all relevant legal and policy documents. Women's human rights should include: equality in employment, representation in government, sexual and reproductive health and rights, lightening women's unpaid workload, access to assets and property, and preventing and combating violence.
- The EU development assistance should stimulate gender mainstreaming into Ukrainian state policy, in particular:
  - help to harmonize Ukrainian legislative base in compliance with European laws and EU Gender Strategy;
  - facilitate development of National Mechanisms; in particular, establish Ministry of Ukraine of Gender Equality, Ombudsperson on Gender Equality, and Parliament Committee on Gender Equality;
  - promote gender quotas to ensure gender balance in decision making;
  - advance positive action policy to ensure gender equality at the labor market, in social and political spheres;
  - support state programs addressed to development of women's business;
  - stimulate gender-budget analysis and establishment of gender desk in the finance ministry to ensure that gender equality are promoted and ensured in the formulation and implementation of investment policies;
  - encourage development of mechanisms and stimulus on reconciliation between work and private life;
  - help to use in court practice Law "On Ensuring the Equal Rights and Opportunities of Women and Men";
  - support international cooperation to prevent traffic in women.
- The EU Programs should support development and strengthening of women's organizations.
- The participation of civil society, particularly women's organizations, in the EU-Ukraine political dialogue should be strengthened and institutionalized. The EU should establish very clear and transparent procedures for civil society participation, women's rights advocates in particular, in the programming phase.

## Glossary of Terms

**CSP** – the Country Strategy Paper is drawn up as part of the European Neighborhood Partnership Instrument (ENPI) and provides a framework in which EC assistance will be made available to specific country over the period 2007-2013. It sets out EU co-operation objectives, policy response and priority fields of co-operation based on a thorough assessment of the partner country's policy agenda and political and socio-economic situation. See the list of CSPs: [http://ec.europa.eu/comm/external\\_relations/sp/index.htm](http://ec.europa.eu/comm/external_relations/sp/index.htm), download 30.IV.2007

**EC Delegation** - the European Commission (EC) plays a key role in the implementation of the EU's foreign and other policies and in this it relies heavily on its over 120 Delegations and Offices around the World, which act not only as the eyes and ears of the Commission in their host countries but also as its mouthpiece vis-à-vis the authorities and the general population. Commission Delegations are being consistently strengthened so that EU external assistance can be delivered more rapidly and efficiently. Delegation web sites: [http://ec.europa.eu/comm/external\\_relations/delegations/intro/web.htm](http://ec.europa.eu/comm/external_relations/delegations/intro/web.htm), download 30.IV.2007

**EDHIR** – the European Initiative for Democracy and Human Rights is a European Union programme that aims to promote and support human rights and democracy in third countries. Read more: [http://ec.europa.eu/europeaid/projects/eidhr/index\\_en.htm](http://ec.europa.eu/europeaid/projects/eidhr/index_en.htm), download 30.IV.2007

**ENP** - the European Neighborhood Policy (ENP) was developed in 2004, with the objective of avoiding the emergence of new dividing lines between the enlarged EU and our neighbors and instead strengthening the prosperity, stability and security of all concerned. In this way, it also addresses the strategic objectives set out in the December 2003 European Security Strategy. Details can be found at the web site: [http://ec.europa.eu/world/enp/policy\\_en.htm](http://ec.europa.eu/world/enp/policy_en.htm), download 30.IV.2007

**ENPI** - from 1 January 2007 onwards, as part of the reform of EC assistance instruments, the MEDA and TACIS and various other programmes are replaced by a single instrument – the European Neighborhood and Partnership Instrument (ENPI). This is much more flexible, policy-driven instrument. It is designed to target sustainable development and approximation to EU policies and standards - supporting the agreed priorities in the ENP Action Plans (as well as the Strategic Partnership with Russia, which was previously also covered by the TACIS programme). For the budgetary period 2007-2013, approximately €12 billion in EC funding will be available to support these partners' reforms, an increase of 32% in real terms. Funds allocated to individual country programmes will depend on their needs and absorption capacity as well as their implementation of agreed reforms. See the EC Regulation: [http://ec.europa.eu/world/enp/pdf/oj\\_l310\\_en.pdf](http://ec.europa.eu/world/enp/pdf/oj_l310_en.pdf), download 30.IV.2007

**MEDA** - The MEDA programme is the principal financial instrument of the European Union for the implementation of the Euro-Mediterranean Partnership. The Programme offers technical and financial support measures to accompany the reform of economic and social structures in the Mediterranean partner countries. The programme may apply to States, their local and regional authorities as well as actors of their civil society. Read more: [http://ec.europa.eu/europeaid/projects/med/foreword\\_en.htm#2](http://ec.europa.eu/europeaid/projects/med/foreword_en.htm#2), download 30.IV.2007

**ODA** – the Official Development Assistance - flows of official financing administered with the promotion of the economic development and welfare of developing countries as the main objective, and which are concessional in character with a grant element of at least 25 percent

(using a fixed 10 percent rate of discount). By convention, ODA flows comprise contributions of donor government agencies, at all levels, to developing countries (“bilateral ODA”) and to multilateral institutions. ODA receipts comprise disbursements by bilateral donors and multilateral institutions. Read more about ODA effectiveness:

[http://www.oecd.org/document/17/0,2340,en\\_2649\\_33721\\_38341265\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/17/0,2340,en_2649_33721_38341265_1_1_1_1,00.html),  
download 30.IV.2007

**TACIS** - Launched by the EC in 1991, the TACIS Programme provides grant-financed technical assistance to 12 countries of Eastern Europe and Central Asia (Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russia, Tajikistan, Turkmenistan, Ukraine and Uzbekistan), and mainly aims at enhancing the transition process in these countries. (Mongolia was also covered by the TACIS programme from 1991 to 2003, but is now covered by the ALA programme.) Read more:

[http://ec.europa.eu/comm/external\\_relations/ceeca/TACIS/index.htm](http://ec.europa.eu/comm/external_relations/ceeca/TACIS/index.htm), download 30.IV.2007