



# Gender Equality and the Empowerment of Women and Girls

Implementing the EU Gender Action Plan II  
2016–2020

Policy document

## **Imprint**

Federal Ministry for Europe, Integration and International Affairs  
Directorate-General for Development  
Minoritenplatz 8, 1010 Vienna, Austria  
phone: +43 (0)501150-4454 Fax: +43 (0)501159-4454  
abtvi4@bmeia.gv.at  
www.entwicklung.at

This policy document was written by:

- Federal Ministry for Europe, Integration and International Affairs, Directorate-General for Development
- Austrian Development Agency, Gender and Development Unit

Editorial team: Christina Stummer, Barbara Kühhas

Vienna, 2017

Order information:  
Austrian Development Agency  
the operational unit of Austrian Development Cooperation  
Zelinkagasse 2, 1010 Vienna, Austria  
oeza.info@ada.gv.at  
www.entwicklung.at

Cover: © **CK**-CO092 World Bank

# Table of Contents

- List of abbreviations ..... 4
- Introduction ..... 5
- Part I: International Framework and Strategic Approach ..... 6
  - 1. International and National Commitments ..... 6
  - 2. Rational of EU GAP II – Four Pivotal Areas ..... 7
  - 3. Strategic Approach and General Positions ..... 7
  - 4. Accountability..... 9
- Part II – Implementation ..... 11
  - 1. Tools of implementation ..... 11
    - 1.1. Political and Policy Dialogue ..... 11
    - 1.2. Gender Mainstreaming in Program Cycle Management (PCM)..... 11
      - 1.2.1. Gender Analysis ..... 12
      - 1.2.2. Gender indicators ..... 12
      - 1.2.3. Gender Self-Assessment..... 12
      - 1.2.4. Monitoring and Evaluation ..... 12
    - 1.3. Special Targeted actions ..... 13
    - 1.4. Specific Areas of Engagement ..... 13
      - 1.4.1. Women, Peace and Security ..... 13
      - 1.4.2. Gender Responsive Budgeting (GRB) ..... 14
  - 2. Institutional Capacity Development and Training ..... 14
  - 3. Accountability Measures..... 15
  - 4. Quality Assurance & Knowledge Management..... 16
  - 5. Visibility – Gender inclusive language ..... 16
- Annex 1: Definition of Main Terms ..... 17
- Annex 2: EU GENDER ACTION PLAN..... 22
- Annex 3: References ..... 27

## List of abbreviations

ADA	Austrian Development Agency
ADC	Austrian Development Cooperation
BMLFUW	Austrian Federal Ministry of Agriculture, Forestry, Environment and Water Management
BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CEO	Chief Executive Officer
CSOs	Civil Society Organizations
EIGE	European Institute for Gender Equality
EU	European Union
FMOF	Federal Ministry of Finance
GEWE	Gender Equality and Women's Empowerment
GM	Gender Mainstreaming
GPEDC	Global Partnership for Effective Development Cooperation
GRB	Gender Responsive Budgeting
HRBA	Human Rights Based Approach
IASC	Inter-Agency Standing Committee
LGBTI	Lesbian, Gay, Bisexual Transgender and Intersex
MFA	Federal Ministry for Europe, Integration and Foreign Affairs
MoE	Federal Ministry of Education
MoF	Ministry of Finance
MoHWA	Federal Ministry of Health and Women's Affairs
MS	Member State
OECD/DAC	Organization for Economic Development, Development Assistance Committee
OSCE	Organization for Security and Organization for Security and Co-operation in Europe (OSCE)
SGBV	Sexual and Gender Based Violence
SDGs	Sustainable Development Goals
SOGI	Sexual Orientation and Gender Identity
SRHR	Sexual and Reproductive Health and Rights
SWD	EU Joint Staff Working Document
UN	United Nations
UN Women	United Nations branch for women's affairs
UPR	Universal Periodic Review
VAW	Violence Against Women
WE	Women's Empowerment
WPS	Women Peace Security

# Introduction

*“Where men and women have equal rights, societies prosper. Equality for women is progress for all.”<sup>i</sup>  
former UN Secretary-General Ban Ki-Moon*

Gender Equality (GE) is both a goal in itself, as well as a prerequisite for long-term democratic, equitable and sustainable global development. This Strategy summarizes the **key positions** of the Austrian Development Cooperation (ADC) concerning the promotion of Gender Equality and the Empowerment of Women and Girls in international development cooperation.

In line with the EU requirements, its overall objective is to promote and contribute to the achievement of equality between women and men as a goal and one of the preconditions for sustainable development. It serves as a guiding document for public officials working in the Federal Ministry for Europe, Integration and Foreign Affairs (MFA) and Austrian Development Agency (ADA), and informs Partner Governments and Civil Society Institutions about **ADCs gender approach** and **modalities of its implementation**.

The Strategy “**Gender Equality and the Empowerment of Women and Girls**” – hereafter referred to as “**the Strategy**”, takes into account the findings of the evaluation of the ADC Gender Policy in 2012<sup>ii</sup>, follows up on the recommendations of the OECD DAC Peer Review 2015<sup>iii</sup> and has been developed with a view to accomplish three main goals:

- a) to ensure the Austrian Development Cooperation’s compliance with international and national Gender Equality commitments,
- b) to implement the commitments and objectives of the EU Gender Action Plan II in cooperation with other Austrian and European development actors, including Civil Society,
- c) to enhance efforts in relation to the gender transformative implementation of the Sustainable Development Goals (SDGs), and in particular of Goal 5, “Gender Equality”.

The strategy comprises **two parts**:

Part I refers to the International Framework and relevant binding Gender Equality commitments which guide Austria’s international cooperation including the **strategic approach** and the **general positions to gender equality and development**.

Part II includes concrete **directives and standards** intended to guide ADC Headquarter and Co-operation Office staff as well as ADC’s implementing partners. It also lists **practical tools** for implementing the EU Gender Action Plan II, taking into consideration the **thematic and regional focus areas** of Austria’s International Development Cooperation.

The aim of the Strategy is to ensure that all ADC interventions – including humanitarian aid and co-operation with the private sector - enhance women’s as well as men’s opportunities<sup>iv</sup> to exercise their human rights in all areas of life.

In line with the provisions of the **EU Gender Action Plan II (EU GAP II) 2016 – 2020**, the Strategy is based on a three-pronged approach to Gender Equality:

- Political and Policy Dialogue,
- Gender Mainstreaming, and
- Targeted measures aimed at improving Gender Equality and the lives of girls and women

The document applies to the period 2017-2020. It will be evaluated in line with the EU GAP II and updated in 2020/21 based on relevant findings and recommendations.

# Part I: International Framework and Strategic Approach

## 1. International and National Commitments

The Strategy is embedded in an unconditional commitment to all internationally agreed Human Rights Standards and Principles in the field of Gender Equality and Women's and Girls' Empowerment (GEWE), and promotes a **Human Rights- Based Approach** (HRBA) to development.

Austria is legally bound by the ratified United Nations (UN) Conventions in the field of Human Rights, and acknowledges all Human Rights as to be universal, interdependent and indivisible. Gender Equality (GE) and Women's Empowerment (WE) are internationally recognized goals derived from the Convention on the Elimination of all Discrimination against Women (CEDAW), the Beijing Platform for Action (1995, BPfA), the UN Declaration on the Elimination of Violence against Women (VAW), the International Conference on Population and Development (ICPD 1994),<sup>v</sup> the Convention on the Rights of the Child (CRC), the Convention on the Rights of Persons with Disabilities, the Convention on Social, Economic and Cultural Rights (CRSC), the outcome documents of the annual sessions of the Commission on the Status of Women (CSW), as well as respective EU agreements<sup>vi</sup>.

Further important GE goals are included in the EU Gender Action Plan II (2016-2020, EU GAP II), the 2030 Agenda for Sustainable Development (2015-2030, SDGs), the **United Nations Security Council Resolutions on Women-Peace-Security** (UN SCR 1325, 1820, 1822, 1889, 1894, 1960, 2106, 2122, 2242); and the legal provisions regarding Sexual Orientation and Gender Identity (SOGI), as well as on Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI)<sup>vii</sup> rights<sup>viii</sup>.

In humanitarian settings, ADC promotes the Inter-Agency Standing Committee (IASC) Handbook on Gender in Emergencies, the guidelines on Gender-based Violence Interventions in Humanitarian Settings, the EU Commission Staff Working Document: Gender in Humanitarian Aid SWD (2013) and compliance with international humanitarian law provisions regarding Gender Equality.

At national level the commitment to a non-discriminatory Gender Policy is enshrined in the Austrian Development Cooperation Act<sup>ix</sup>, under which ADC operates along the principle of Equality of Men and Women and observes all international treaties, declarations and action plans. Since the adoption of a resolution on July 7<sup>th</sup>, 2000 by the Council of Ministers, **Gender Mainstreaming** has become a **government directive** for reaching Gender Equality and is thus binding for ADC.

The Austrian MFA has defined a gender target as part of its **impact goal** on development cooperation. It aims that at least 75 percent of ADC programs and projects achieve the classification of **OECD Gender Marker 1 or 2**. Equally, the results based management framework, which is part of the overall strategy of ADC, the Three-Year Program, 2016-2018, includes Gender Equality and Women's Empowerment, together with Environment and Climate Protection, as cross cutting issues.

Women's Empowerment is a key priority continuously promoted by Austria in bilateral and multilateral fora. Gender Mainstreaming has become an integral part of all ADC thematic sectors and country strategies, programs and projects, and will be systematically integrated in **all aid modalities** such as political and policy dialogue, direct budget support<sup>x</sup>, sector-financing, pooled funding and national execution. Austria will continue to promote **Gender- Responsive Budgeting (GRB)**, which is enshrined in the Austrian constitution, in international development processes such as the 2030 Agenda for Sustainable Development, the Addis Ababa Action Agenda (2015)<sup>xi</sup> and the Global Partnership for Effective Development Cooperation (GPEDC).

### Whole-of-Government Approach

ADC strives to involve all Austrian actors, including all Ministries also implementing ODA, such as the Austrian Federal Ministry of Finance (MoF), the Federal Ministry of Agriculture, Forestry, Environment and Water Management (BMLFUW), the Federal Ministry of Education (FMoE), the Federal Ministry of Health and Women's Affairs (MoHWA), as well as Federal States and Municipalities. The aim is to contribute to the development of internal and external **gender competence and capacities** within all institutions directly or indirectly implementing ODA funds.

## 2. Rational of EU GAP II – Four Pivotal Areas

*Gender equality is a matter of human rights, the foundation of democracy and good governance, and the cornerstone of inclusive, sustainable development.*  
EU GAP II

The new mandatory **EU Gender Action Plan (GAP II)**<sup>xii</sup> on “**Gender Equality and Women’s and Girls’ Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020**” (Staff Working Document - SWD) provides the framework for the European Commission’s (EC), the European External Action Services’ (EEAS) and European Member States’ (MS) approach to Gender Equality in external relations during the period 2016-2020. It aims at placing Gender Equality and the Empowerment of Women and Girls at the heart of the EU’s external actions, focusing on **four pivotal areas**, three of which are thematic:

- a) Ensuring the physical and psychological integrity of women and girls,
- b) Promoting the social and economic rights and the empowerment of women and girls,
- c) Strengthening the voice and participation of women and girls,

while one is horizontal:

- d) Shifting the institutional culture to more effectively deliver on EU Commitments.

ADC’s contribution to these pivotal areas – some examples:

- a) **Physical and Psychological Integrity of Women and Girls:** Ensuring equal participation of women and girls in conflict prevention, peacebuilding and reconstruction, their protection in conflict and their contribution to sustainable peace and structural, institutional and social change. Addressing discriminatory social and cultural norms, practices and legislation as the underlying causes for violation of Human Rights, including all forms of Sexual and Gender Based Violence (SGBV).
- b) **Promoting the Social and Economic Rights/Empowerment of Women and Girls:** Reducing gender inequalities in access to and control over resources and benefits of development. Enabling women and girls to claim their human rights and thereby enhance their opportunities to contribute to the development of their societies and to make individual life choices.
- c) **Strengthening the Voice and Participation of Women and Girls:** Advancing women’s equal participation with men as decision makers in shaping the sustainable development of their societies and thereby contributing to Good Governance;

ADC further promotes the **Engagement of Men and Boys for Gender Equality** as active agents in transforming gender relations.

## 3. Strategic Approach and General Positions

Gender Equality and Women’s Empowerment will continue to be promoted both as a **development objectives**<sup>xiii</sup> in their own right, and implemented as a **cross-cutting issue** through gender mainstreaming, political and policy dialogue, and specific targeted actions.

**Gender** is an overarching and fundamental category in the sense that it can also be applied to and intersects with all other cross-cutting variables such as class, age, ethnicity, sexual orientation, religion, disability and locality.

**Gender Roles** are rooted in socio-cultural contexts, which determine what is expected, allowed and valued of a woman/man or a girl/boy in these specific contexts. Gender roles are learned through socialisation processes **and are not fixed but changeable**.<sup>xiv</sup> For its gender equality work to become sustainable, ADC strives to not only address **practical interests** of women and men, girls and boys, but, by engaging in transformative approaches, also the **structural factors** impeding full enjoyment of equal rights and access to and control over resources.

## General Positions<sup>xv</sup>

### – European Union

Austria's development cooperation<sup>xvi</sup> is guided by the EU Gender Action Plan II (2016-2020) and will apply and promote the **Resource Package on Gender Mainstreaming in EU Development Cooperation**<sup>xvii</sup>. ADC endeavours to ensure that the principle of Gender Equality remains an important issue in discussions of EU Council working groups so that new regulations affecting development policy are not gender-blind but rather gender transformative.

### – International technical exchange

ADC supports, promotes and contributes to the activities of the **OECD/DAC Gendernet** and is guided by its recommendations. With regard to the **OSCE**, ADC's cooperation focuses, among others, on highlighting and promoting the role of women in conflict prevention and peace reconstruction processes in close partnership with international and national civil society networks and Women's Rights Groups. ADC further supports **UN WOMEN** in, among others, its advocacy and programming efforts towards a more systematic application of Gender- Responsive Budgeting (GRB) as a tool for transformative financing for Gender Equality.

### – UN System

ADC commends the UN for gender mainstreaming the policies of most of its bodies, specialized agencies and organisations<sup>xviii</sup>. It calls for increased accountability for the implementation of **CEDAW**, the **BPfA** and the **International Women Peace and Security Agenda** in all relevant committees, as well as at global and local conferences and negotiations regarding International Cooperation, including the Private Sector and the Humanitarian Aid Sector.

### – CSO partners for women's rights

ADC engages with and supports **international and national women's rights & gender equality civil society organizations (CSOs)**. This includes those engaging men in gender equality work, and the international women's movement, both in the South and in the North, as important actors who raise awareness on development challenges and demand accountability. Partner countries are encouraged to involve civil society and women's rights organisations in all development policy planning and implementation.

### – Private Sector

When cooperating with the private sector in partner countries and in Austria, ADC will promote a **socially responsible and accountable private sector** that meets gender equality and human rights standards. These include the guiding principles on business human rights, the labour standards of the ILO, and the **Women's Empowerment Principles**<sup>xix</sup>.

### – ADC and partner countries

In partner countries, ADC calls for the gender-responsive implementation of national and regional development and sectoral strategies and programs, and promotes the integration of **gender-responsive budgeting (GRB)** into public financial management systems. Partner country institutions are encouraged to facilitate a more strategic involvement of and increase their support to national "**gender machineries**", such as gender/women's ministries or gender focal points in the various line ministries.

### – Human rights-based approach (HRBA)

Austria's Cooperation Strategy is based on the principles of the HRBA. It puts emphasis on the identification of the poor, the recognition of the relevant normative national and international human rights framework, the principles of participation and empowerment, equality and non-discrimination, and the progressive realization of human rights. For ADC, this involves the assertion of Women's and Girls' Human rights, including the promotion of **sexual and reproductive health and rights (SRHR)** and providing protection from all forms of violence. ADC is committed to ensure **non-discrimination** in the exercise of all human rights, **regardless of sexual orientation and gender**, by applying a "**do no harm approach**" and aiming at the **transformation of unequal gender and power relations**.

- **Diversity management**  
ADC recognizes the **diversity of women and men** and thus explicitly refrains from perceiving women as a homogenous and vulnerable group per se. Particular aspects of a person’s perceived or actual identity based upon their ethnicity, age, sexual orientation, gender identity, class, disability, language etc. might intersect and lead to “**multiple discrimination**” and stereotyping. This needs to be analysed and considered for policy and project design as well as implementation.
  
- **Gender and education**  
The aim is to ensure equal access of boys, men, girls and women in **vocational education and training, higher education and in science**. Other high priorities for the ADC are increasing the women’s decision-making power over their education and vocational choices, and addressing gender stereotypes and discriminatory norms in schools and training institutions. This also encompasses the inclusion of **comprehensive gender and sexuality education** in school curricula and in the professional training of teachers, pedagogues and pre-school teachers.
  
- **Gender in humanitarian programming**  
ADC is committed to ensure that its **humanitarian programming** is **gender responsive** and to support humanitarian actors who comply with existing gender equality norms enshrined in international legal instruments. ADC supports its partner organizations to ensure the provision of adequate resources for gender responsive service delivery.
  
- **Gender, migration and development**  
Gender affects all aspects of regular and irregular migration and forced displacement, e.g. gender affects who migrates, the social networks migrants use to move, risks and vulnerabilities, integration experiences, labour opportunities at destination, and relations with the country of origin. In order to contribute to safe and human rights compliant migration for all, ADC takes into account in its programming how gender influences all aspects and types of migration and how migration influences gender roles and gender equality.
  
- **Increased efforts for all thematic ADC areas**  
ADC will continue and increase its efforts to ensure a GE perspective in its main thematic areas: Education, Ensuring Peace and Human Security, Human Rights and Migration, Water - Energy – Food Security, and Private Sector development.
  
- **Engagement with other ODA actors:**  
Based on well-founded gender analysis and transparent measurement systems, the **Austrian Federal Ministry of Finance (MoF)** strives to ensure that the international financial institutions (IFIs) apply gender mainstreaming at all levels, from country strategies through economic and sectoral work to individual programs and projects. The MoF also continuously advocates for a larger share of targeted approaches to reduce gender inequalities<sup>xx</sup> and for the IFIs to initiate or support political dialogue with their partner countries to further gender equality.  
  
The **Austrian Federal Ministry of Agriculture, Forestry, Environment and Water Management (BMLFUW)** ensures the appropriate consideration of gender issues in all development interventions and especially those directly related to **climate change adaptation and mitigation**.
  
- **2030 Agenda, Goal 5**  
ADC cooperates with all concerned Austrian Federal Ministries to “*Achieve Gender Equality and Empowerment of all Women and Girls*” and to ensure gender-responsive implementation of **all other SDG Goals**. In line with respective DAC Peer Review recommendations for Austria, ADC will further promote gender-specific issues as a crucial element of increased policy coherence.

## 4. Accountability

Three years after this Strategy takes effect, i.e. in 2020, an assessment will be conducted and an analysis made of the lessons learned in selected partner countries, including lessons learned from the cooperation with multilateral organisations and NGOs.

The results of this assessment will be used for an update of the Strategy and the internal Action Plan in line with the EU GAP revision process and will also include best practices and emerging international trends.

## Part II – Implementation

The Austrian Development Cooperation concentrates its activities in the following key regions and priority countries:

The Caribbean, West Africa (Burkina Faso), East Africa and Horn of Africa (Ethiopia, Uganda), Southern Africa (Mozambique), Himalayas/Hindu Kush (Bhutan), Danube Region/Western Balkans (Albania, Kosovo), Black Sea Region/South Caucasus (Moldova, Armenia, Georgia) and the Palestinian Territories. Country strategies, sectoral and regional programmes, and guidelines for joint operations are developed in close dialogue with ADC partner countries.

The **thematic priorities** of the Austrian Development Cooperation<sup>xxi</sup> are defined as follows:

1. Education
2. Ensuring Peace and Human Security, Human Rights and Migration
3. Water – Energy – Food Security
4. Private Sector & Development.

The two cross-cutting issues are **Gender Equality** and **Environmental and Climate Protection**. They must be considered at the strategic level and adhered to by all actors in all programmes and projects over the full project cycle.

Guidance will be provided to the Cooperation Offices and Austrian Embassies on how to best meet programming and reporting requirements, including the provision of practical tools. The need for a robust Gender Analysis to adequately tailor program design and the respective necessary indicators will be included in the Manual on Environmental and Social Impact Management as part of a more detailed internal Gender Action Plan by ADA in 2017.

### 1. Tools of implementation

In line with the strategic and thematic priorities in its partner countries, ADC will contribute to the achievement of the objectives of the four pivotal areas as outlined in the EU GAP II. Their implementation at partner country level will become an integral part of all country and regional strategies and entail the identification of specific GAP II objectives relevant for the respective country or region. This can be achieved either through political and policy dialogue, targeted gender equality initiatives, or through mainstreaming gender equality into other programs.

#### 1.1. Political and Policy Dialogue

Political and policy dialogue on gender equality and women's empowerment will help to create a shared understanding of domestic issues, perspectives and approaches to the effective promotion of gender equality. Austria's political and policy dialogue in this regard shall be particularly guided by the specific recommendations issued by the Committee of the Convention on the Elimination of all Forms of Discrimination against Women (**CEDAW**) and also include those made by the **Universal Periodic Review (UPR)** of the Human Rights Council to the respective partner country.

These concrete entry points, together with the findings and recommendations of country and sector-specific gender analysis, shall be taken into consideration by the MFA, Austrian Embassies and ADC cooperation offices when drafting **country strategies**, during sector reviews, and in the context of budget support and programme-based approaches for delivering aid.

#### 1.2. Gender Mainstreaming in Program Cycle Management (PCM)

Gender mainstreaming is defined as: (...) *a strategy for making women's, as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.*<sup>xxii</sup>

Gender mainstreaming and special targeted interventions to promote equality between women and men are complementary strategies. Special interventions can target either women alone, both women and men, or men alone.

**Minimum standards of ADC for the consideration of gender equality** in programs and projects in line with the EU GAP II are:

- A **gender analysis** is in place for all priority sectors as an integral part of the design of all new programs and projects, and is used for evidence-based results-based management;
- A description of the composition of the target group in terms of sex disaggregation exists;
- Gender inequalities are part of the problem analysis of the project document;
- **Gender responsive results/indicators** are defined and **sex-disaggregated data** is collected, analysed, used and monitored throughout the project and programme cycle;
- **Steering measures** are put in place where necessary to ensure equal benefits of project/programme results for both men and women;
- **Gender expertise** is available and used for programme/project cycle management;
- The **EU Joint Staff Working Document** <sup>xxiii</sup> (**SWD**) **indicators** are adapted to the specific sector/programme context. The indicators need to be integrated in the logframe and measure **the contribution** of a programme to the achievement of the EU GAP II objectives to be reported on

### 1.2.1. Gender Analysis

All new interventions and programs must be based on a **gender analysis**, which also provides the basis for the selection of indicators<sup>xxiv</sup>. A gender analysis that takes into consideration the partner country's specific situation and history is fundamental to ensuring effective gender equality programming. Gender analysis<sup>xxv</sup> will be required for all projects and programs as an indispensable tool for understanding the local context of programming in line with objective A of the EU GAP II<sup>xxvi</sup>.

The results of the analysis will be used for the design of programmes and operational measures, the dialogue with partners, for monitoring and evaluation of results and impact,<sup>xxvii</sup> and for lessons learned. Gender analysis therefore requires access to and use of statistics, research findings and other data.

ADC will encourage partner institutions to consult with gender equality mechanisms and civil society organisations working on women's and girls' rights. These institutions should also be involved in the development of country strategies.

### 1.2.2. Gender indicators

By adapting the relevant indicators of the SDGs and the EU GAP II, context-specific qualitative and quantitative indicators on project, program and national level for monitoring gender equality work must be developed for all projects and programs. Effective systems for reporting on operations and measures will be established as an integral part of the management and administration of ADC's development cooperation.

Whenever possible, the identification of specific objectives and indicators should be accomplished in coordination with all EU actors. In line with the term as used by the EU, "**contribution**" is defined as "*development outputs and direct outcomes of projects and programmes that can be linked to the achievement of specific objectives of the Joint Staff Working Document (SWD)*".

### 1.2.3. Gender Self-Assessment

As stipulated in the ADC Manual for Environmental and Social Impact Management<sup>xxviii</sup>, the Gender Self-Assessment, the Social Standards Assessment, and the Environmental Integration Checklist shall be used by ADC partner institutions.

The information forwarded by applicants is appraised by ADC program staff at country or headquarter level. They will discuss recommendations with partners to ensure effective gender mainstreaming, compliance with quality criteria and they will also provide information on the scoring with regard to the OECD/DAC Gender Marker<sup>xxix</sup>.

### 1.2.4. Monitoring and Evaluation

In line with international standards, the Austrian Development Cooperation Act, the recommendations of the DAC Peer Review 2015 and the recommendations of independent evaluations, ADC has developed a results-based management framework as an integral part of the Three Year Program 2016-2018.<sup>xxx</sup>

This results-based management framework serves as the basis for enhanced policy coherence by following a whole-of-government approach. ADC commits itself to continuous “performance management”, based on regular reviews and evaluations of ongoing projects and programs.

The **gender target** of the ADC impact goal <sup>xxxix</sup> is an important result to be considered for the further development of ADC’s results-based framework. It will guide and influence the dialogue of sector/program managers with partner institutions both at headquarters and cooperation offices. ADC aims at increasing the respective percentage of 75% **up to 85%** by 2020, which is in line with indicator 5.3.2. of the EU GAP II<sup>xxxix</sup>.

In accordance with the commitments of the Addis Ababa Action Plan on Transformative Financing for Gender Equality and Women’s Empowerment, Austria has adopted the UN target of a minimum of **15% of all peace-building funds** to have **gender equality** as a **principal objective**.

With regard to Humanitarian Aid, ADC has pledged to meet a **15% target** of all **humanitarian programming** to be **gender responsive** by 2020.

Finally, the reporting approach<sup>xxxix</sup> as set out in EU GAP II includes the following additional requirements for EU member states:

- All EU actors will report on the **institutional culture shift** against the relevant indicators as set out in the EU GAP II. This reporting will be based on the internal reporting that EU members already have in place, or will put in place, in line with their gender action plans or policies;
- EU actors will use **sex- and age-disaggregated data** wherever meaningful for the design of, and reporting on their activities.

### **Monitoring of recommendations**

ADC Cooperation Offices, supported by HQ programme managers and the HQ Advisor on Gender Equality and Development, shall follow up on the recommendations of ADC internal social, environmental and gender assessments to improve the quality of programme implementation. This monitoring process will also facilitate the identification of necessary improvements and can potentially lead to the introduction of steering measures as set out in the ADC Minimum Standards for Gender Equality in programs and projects.

### **Evaluation with gender indicators in the context of evaluation planning<sup>xxxix</sup>**

Evaluations of ADC-financed projects and programmes will assess their contribution to gender equality by applying the gender indicators as formulated during the planning phase.

NGO partners are encouraged to share best practices and lessons learnt during implementation of ADC (co)financed programs and projects with the wider development community in Austria and in partner countries, and generally through evidence-based advocacy.

## **1.3. Special Targeted actions**

Special targeted interventions to promote equality between women and men are complementary strategies. They can target either women alone, both women and men, or men alone. Such interventions are essential for reaching gender equality and for complementing gender mainstreaming<sup>xxxix</sup>.

An active **engagement of men** as change agents and “gatekeepers” will also be promoted. Among the selection criteria for organizations and individuals implementing special targeted actions will be their unconditional commitment to the international gender equality and women’s rights agenda.

## **1.4. Specific Areas of Engagement**

### **1.4.1. Women, Peace and Security**

The international community has recognized that women’s participation is vital for achieving and sustaining peace. On the occasion of the 10<sup>th</sup> anniversary of the adoption of **UN Security Council Resolution 1325 (UN SCR 1325)** in 2010, Austria conducted a comprehensive review of its Action Plan and adopted a revised Austrian Action Plan on 24 January, 2012<sup>xxxix</sup>.

In close cooperation with the MFA, ADC contributes to the implementation of **Austria's National Action Plan** to implement UN SCR 1325, including the follow-up on the recommendations of the policy paper and the Global study on UN SCR 1325. This entails the provision of programme/project financing to maintain, and eventually increase, the number of peace and security initiatives specifically focusing on women's empowerment and gender equality, with a specific focus on women's participation in conflict prevention and peace negotiations.

Implementing the Women-Peace-Security Agenda includes working with men and boys and focuses on SGBV prevention work by using (new) media to change the way of portraying women, thus combating prevailing stereotypes that undermine women's and men's constructive roles securing sustainable peace and development.

#### 1.4.2. Gender Responsive Budgeting (GRB)

Gender Responsive Budgeting means the application of Gender Mainstreaming to the budget process. Its aim is to analyse and address **the gender-differentiated impact of revenue-raising and budget allocations** on men and women, boys and girls. GRB thus contributes to the efficiency, effectiveness, transparency, inclusiveness and accountability of government budgets, as well as to greater gender equality.

In line with international policy commitments, Austria has enshrined Gender Responsive Budgeting in its constitution. ADC therefore continues to promote GRB through **political and policy dialogue**, as well as through support to specific research, programs and projects of governments at national and local level, and through support to parliaments, academia and Civil Society Organisations.

##### **Program Example: Promoting Gender Responsive Policies in South-East Europe**

This regional program of UN Women has been supported by the Austrian Development Agency (ADA) in Albania, Bosnia and Herzegovina, the Former Yugoslav Republic of Macedonia and the Republic of Moldova for several years and achieved highly relevant outcomes. The intervention addresses socio-economic inequalities caused by the low employment rate of women, their low economic activity rates and by widespread rural poverty. It seeks to advance changes in policies and regulatory frameworks for planning and budgeting so that women and men have more equal opportunities. Involving a considerable number of governmental and non-governmental actors, the project contributes to the implementation of international and national gender equality commitments through the integration of GRB into national and local planning and budgeting systems. It strengthens the capacities of central and local governments, including members of parliament, to institutionalize GRB. It also involves non-governmental actors, including experts, academia and CSO's, to hold governments accountable with regard to gender equality commitments.

Robust indicators and quality data are critical to effectively implement GRB, to conduct gender analyses and to measure whether policy goals and targets have been achieved. **Gender statistics** are, however, rarely prioritized. Of the 14 proposed indicators to monitor SDG 5, there are only three for which internationally accepted standards for measurement exist and for which data are regularly collected by most countries<sup>xxxvii</sup>. Within and beyond the specific GRB programs (co)- financed so far, ADC aims to contribute to the **production, availability, accessibility and use of quality data and statistics** on key aspects of gender equality and women's empowerment. This is done by supporting concerted efforts of actors like UNWOMEN, the OECD DAC Gendernet and Development Centre, and statistical institutions in the partner countries.

## 2. Institutional Capacity Development and Training

ADC defines "capacity" as the ability of people, organisations and society to manage their affairs successfully. "**Capacity development**" is a process of internal change whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time.

This goal cannot be achieved through education and training alone, which is why the following elements are indispensable as well:

- a) knowledge and know-how of the individuals and groups concerned;

- b) institutions in which these individuals and groups act must be of a certain quality; and
- c) an environment that fosters the capacity development process.<sup>xxxviii</sup>

ADC invests in capacity development and has developed a generic **gender training module** as a follow-up to the recommendations of the evaluation of its gender policy (2004-2011). It will be used and further developed to enhance the gender and diversity competence of staff, partner institutions and implementing agencies.

This will include skill training workshops and procedures for gender responsive project cycle management, guidance on how to implement gender analysis, and improved integration of gender issues within each of its thematic focus areas. Depending on the specific issues of trainings, ADC partners will be involved as co-organizers and/or as the training target group. ADC's HQ Advisor on gender equality and development will promote relevant capacity development opportunities offered by qualified international and national NGOs and training institutions to increase the outreach within the development community in Austria.

A **Gender Focal Point Network** will be institutionalized, with at least one representative from each of the following units: *Themes and Quality Assurance*<sup>xxxix</sup>, *Country and Regions*, *Business and Development*, *Evaluation and Statistics*, *Organisational Development & Cross-Sectoral Issues* and *one gender focal point from each Cooperation Office*. This network will ensure that gender specific information is available across ADC and that training and capacity building opportunities are communicated to staff and partners. It will further be responsible for the timely gathering of data for reporting on the provisions of the EU GAP II. The tasks of the Gender Focal Points will be included in their contracts and staff appraisal formats.

### 3. Accountability Measures

An **internal ADC Gender Action Plan** will be developed, guided by the EU GAP II format (Annex II). It will also include activities with ambitious, yet realistic timelines for implementing the objectives of the institutional shift.

Accountability measures needed at ADA level:

- An ADC internal gender and diversity audit shall be performed by December 2018.
- Gender Mainstreaming requirements will be integrated into process management and staff appraisal formats. To achieve this, specific targets for the staff member's contributions to gender equality efforts will be defined for the performance evaluation of senior management, programme managers and sector and programme officers in the ADC partner countries.
- Performance-based incentives for good practice on gender equality and women's empowerment measures in development cooperation will be explored, defined more concretely and integrated into the *Management by Objectives* system.
- Gender equality issues will be translated into clear and tangible outcomes and accompanied by improved coordination, coherence, leadership, evidence and analysis, and adequate financial and human resources.

ADC is required to annually report on the progress made towards the six main objectives listed in the chapter "**Institutional Culture Shift** (see Annex II):

- Increased **coherence and coordination** amongst EU institutions and with Member States;
- **Dedicated leadership** on gender equality and women's and girls' empowerment established in EU institutions and Member States;
- Sufficient **resources** allocated by EU institutions and member states to deliver on EU gender policy commitments;
- Robust **gender analysis**: gender equality gaps identified are to be considered and addressed in all EU external spending, programming and policy making;
- **Results** for women and girls measured and resources allocated to systematically track progress;
- **Partnerships** fostered between EU and stakeholders to build national capacity for gender equality.

## 4. Quality Assurance & Knowledge Management

The elaboration of the **ADC internal Gender Action Plan** will contribute towards implementing the EU GAP II requirements and will facilitate the required reporting to the results based framework. The latter will be rolled out and include adequate measures regarding quality assurance and systematic knowledge management. It will support ADC to become a learning community with regard to the implementation of gender mainstreaming and women's empowerment strategies at all levels.

ADC will continue to support **research on gender and development**, especially on innovative, gender transformative topics and will, either on its own or through project partners, convene at least one meeting per year to take stock of existing research, encourage and support gender and development research, and promote the dialogue on gender equality with development partners.

**ADC's website** on "Gender Equality and the Empowerment of Women and Girls" will be regularly updated. Information on gender equality requirements, minimum standards, tools and respective links, as well as best practice examples will be uploaded to achieve a common understanding with partner institutions on quality criteria, to ensure access to relevant resources and to enhance a continuous learning process.

**Quality assurance** for the implementation of GEWE and integration of gender mainstreaming into all aspects of dialogue and programming is a shared responsibility of the ADA Head of Programmes and the Heads of the Cooperation Offices. Support is provided by the HQ Advisor on Gender Equality and Development.

## 5. Visibility – Gender inclusive language

Visibility of and awareness-raising on gender issues among constituents and the general public is essential. Gender equality will therefore be reflected in ADC's internal and external communication, products and public image.

The type of language used influences the way in which people think and perceive the world around them. Research has proven the discrimination women are exposed to when only the male form (generic masculinum) is used when referring to both sexes. To ensure that women are visible in language is therefore an important step towards gender equality.

International, European and national institutions promote the equal treatment of sexes in language. Examples are the UNESCO-Resolution for a non-sexist use of language (1987), the recommendations of the Council of Europe to eliminate sexism in language (1990), and the decision of the Austrian Council of Ministers on "Gender-Inclusive-Use-of-Language" (2001).

In practice this means:

- **Research, advocacy and public relations materials** should use gender-inclusive language and apply a gender equality perspective;
- **Senior leadership** should regularly raise and promote issues regarding gender equality;
- Staff members in charge of communication and advocacy should be trained in **gender-sensitive communication** and integrate gender equality into communication strategies;
- Communication strategies need to include specific provisions to **eliminate any bias** and **stereotypes** that support gender discrimination;
- Austrian legislation such as the **Equal Treatment Law**, the application of **gender responsive budgeting**, or laws aiming at **eliminating violence against women**<sup>xlix</sup> etc. shall be promoted strategically.

## Annex 1: Definition of Main Terms

Annex 1 defines several main terms used in the Strategy. Definitions are based on glossaries of the EU and the European Institute for Gender Equality (EIGE), as well as on UN, ILO and other definitions:

### Gender

Gender refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.

### Gender Analysis

The European Commission<sup>xiii</sup> defines “*gender analysis as the study of differences in conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc. between girls/women and boys/men in their assigned gender roles.*” It is important to understand these differences to ensure that EU funded actions tackle gender inequalities and discrimination where needed, and that they benefit equally girls, women, boys and men. Gender should not be a barrier to benefitting from international development actions.

### Gender Audit

A participatory gender audit<sup>xiiii</sup> is a tool and a process based on a participatory methodology to promote organizational learning at the individual, work unit and organizational levels on how to practically and effectively mainstream gender. A gender audit is essentially a “social audit”, and belongs to the category of “quality audits”, which distinguishes it from traditional “financial audits”. It considers whether internal practices and related support systems for gender mainstreaming are effective and reinforce each other and whether they are being followed. It establishes a baseline; identifies critical gaps and challenges; and recommends ways of addressing them, suggesting possible improvements and innovations. It also documents good practices towards the achievement of gender equality, and enhances the collective capacity of the organization to examine its activities from a gender perspective and identify strengths and weaknesses in promoting gender equality issues. It monitors and assesses the relative progress made in gender mainstreaming and helps to build organizational ownership for gender equality initiatives and sharpens organizational learning on gender.

### Gender Continuum

Gender Equality requires a transformative change approach which seeks to transform discriminatory Gender Roles and alter structures that maintain inequality, and promotes gender equitable relationships between men and women. A gender transformative approach is different from a gender sensitive approach. A gender sensitive program will respond to the different needs and constraints of individuals based on their gender and sexuality. These activities significantly improve women’s (or men’s) access to protection, treatment or care. However, by themselves they do little to change larger contextual issues that lie at the root of gender inequality.

While it is essential for programming to be gender sensitive, this is not sufficient to fundamentally alter the balance of power in gender relations. To guide development and humanitarian programming in their approach to Gender Equality, the Gender Continuum can be used as conceptual tool to analyse the extent to which programming is gender transformative.

**The continuum has five points: from harmful on the left to transformative on the right:**



**Gender Harmful:** Gender inequalities are reinforced to achieve desired development outcomes. Uses gender norms, roles and stereotypes that reinforce gender inequalities.

**Gender blind/neutral:** Gender is not considered relevant to development outcome. Gender norms, roles and relations are not intentionally affected (neither worsened nor improved).

**Gender Sensitive: ADAPTS Gender norms:** Gender is a means to reach set development goals. It ensures equitable allocation aligned with the pre-existing inequitable structures, systems, divisions in society relating to gender. Gender norms, roles and access to resources, are addressed, in so far as needed to reach project goals.

**Gender Responsive: CHALLENGES Gender norms.** Gender is central to achieving positive development outcomes. Changing gender norms, roles and access to resources are a key component of project outcomes. The opportunity is provided to begin questioning, experimenting and challenging inequitable gender and age, and other diversity related norms.

**Gender Transformative: CHANGES Gender norms.** Gender is central to promoting Gender Equality and achieving positive development outcomes. The intervention intends to change and transform the unequal gender relations - structures, systems, and divisions relating to gender (and age); it promotes shared power, control of resources, decision-making, and support for women's empowerment.

## Gender Equality

Gender equality implies that the interests, needs, rights and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

## Gender Mainstreaming

The systematic consideration of the differences between the conditions, situations and needs of women and men in all Community policies and actions. The adoption of Gender Mainstreaming as the main global strategy for promoting Gender Equality was established in 1995 at the Fourth World Conference on Women in Beijing. Gender Mainstreaming is defined as: *the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in any area and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve Gender Equality.* (ECOSOC, 1997). In short, analysis and subsequent action are key elements of gender mainstreaming.

## Gender Responsive Budgeting

Gender Responsive Budgeting is the application of Gender Mainstreaming to the budgetary process. It means incorporating a gender perspective at all levels of the budgetary process and restructuring revenues, taxes and expenditures, in order to promote Gender Equality. Gender responsive budgeting examines how budgetary allocations affect the social and economic opportunities of men and women. Reallocations in revenue and expenditure and restructuring of the budgetary process may be necessary in order to promote Gender Equality.

## Diversity

Diversity is broadly defined as "the range of values, attitudes, cultural perspectives, beliefs, ethnic background, sexual orientation, skills, knowledge and life experiences of the individuals making up

any given group of people” (European Commission, 1998). It also refers to strategies to maintain diversity in its different forms. Nowadays, apart from biological diversity, it is especially important in the fields of economic, cultural and social diversity. „Diversity indicates differences and communalities, which shape individuals based on their personal identities, their different and common origins and group membership<sup>xliv</sup>. Diversity refers to the differences, such as sex/gender, race/ethnicity, age, physical and mental ability, socio-economic class, language, religion, nationality, education, sexual orientation, family/marital status, HIV status, and so on. These differences may be visible or invisible, and they influence each person’s values, beliefs, attitudes, behaviour and life. The diversity topics, which are relevant in the field of legal compliance are based on the specific national (and in our context - European) Equal Treatment and Anti-Discrimination Laws; and are mainly embedded in labour law regulations.

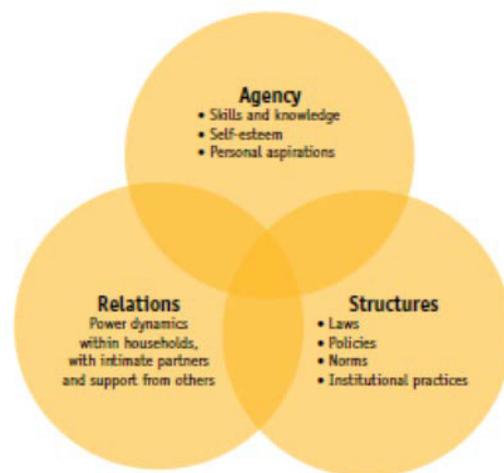
### Human Rights Based Approach

A human rights-based approach is a conceptual framework for the process of human development that is normatively based on international human rights standards and operationally directed to promoting and protecting human rights. It seeks to analyse inequalities which lie at the heart of development problems and redress discriminatory practices and unjust distributions of power that impede development progress. Mere charity is not enough from a human rights perspective. Under a human rights-based approach, the plans, policies and processes of development are anchored in a system of rights and corresponding obligations established by international law. This helps to promote the sustainability of development work, empowering people (rights-holders) themselves— especially the most marginalized—to participate in policy formulation and hold accountable those who have a duty to act (duty-bearers).

### Women’s and Girls Empowerment

Empowerment can be understood as: “The process of gaining access and developing one’s capacities with a view to participating actively in shaping one’s own life and that of one’s community in economic, social and political terms.” The gender strategy of ADC understands it’s work based on a holistic approach, which understands women’s & girls’ empowerment as the combined effect of changes in:

- A woman’s own knowledge, skills and capabilities (agency);
- The societal norms, customs, laws, institutional practices and policies that shape her choices in life (structures); and
- The power relationships through which she negotiates her interests (relations).



This comprehensive understanding of empowerment not only requires an increase to women’s and girls’ individual *agency* but also to change structural barriers in order to shift social and cultural norms, policies and key relationships in ways that allow women and men to step into new roles. Experience and evidence from research indicate that progress across all these three dimensions of empowerment is needed so as to achieve sustainable results. This approach leads Gender Analysis and programing to take practical and strategic gender interests into account.

### Targeted Action / Affirmative (positive) Action

Affirmative action to counter gender based discrimination comprises special - mostly temporary – measures to redress the effects of past or continuing discrimination to establish de facto equality of opportunity and treatment between men and women. In a gender context, targeted measures are used to refer to interventions with a specific purpose to correct gender imbalances and to promote equal inclusion of men and women. Such measures are targeted at a particular group and are intended to eliminate and prevent discrimination and to offset disadvantages arising from existing attitudes, behaviour and structures based on stereotypes concerning the division of social roles between men and women. These measures can be integrated into projects, programs, sectors and country programmes and underpin efforts at mainstreaming gender and diversity in larger interventions promoting rights

and Gender Equality. Affirmative action in favour of women should not be considered as discriminatory against men in a transitional period.

### **Sexual Orientation and Gender Identity (SOGI)**

Sexual orientation refers to the inherent or immutable enduring emotional, romantic or sexual attraction to other people. Categories of sexual orientation include attraction to members of one's own sex (gay men or lesbians), attraction to members of the other sex (heterosexuals) and attraction to members of both sexes (bisexuals). Gender identity can be defined as one's sense of oneself as male, female, a blend of both, neither or transgender. One's gender identity can be the same or different from their sex assigned at birth. When one's gender identity and biological sex are not congruent, the individual may identify as transsexual or transgender. Transsexuals are people who transition from one sex to another. Transgender refers to people whose identity, expression or behaviour does not conform to what is usually associated with the sex they were born in the place they were born). LGBTI is the abbreviation for lesbian, gay, bisexual, transgender and intersex (persons born with sex characteristics that do not fit typical male or female bodies) persons.

### **Engaging Men and Boys for Gender Equality**

Stereotypical social norms lock women and men, as well as girls and boys into unequal power relations thus limiting the possibilities of taking control of one's own life, as well as the tolerance of diversity in identity, appearance and behaviour. Men and boys are also negatively affected by stereotypical ideas on masculinity, which may lead to putting themselves and others at risk. The term "masculinities" refers to patterns of conduct linked to the positions of men in a given set of Gender Roles and Relations. The plural is used because patterns of masculinity vary over time, place and culture. Gender socialization refers to the social construction of what it means to be and behave like a man, boy, woman, or girl (or other gender identity). Research has shown that many of the harmful gender norms that lead to future gender inequalities are taught to boys and girls through their interactions with their family, friends and community as children. For example, men are sometimes raised to be tough and emotionally stoic whilst girls are taught to be fragile, and sometimes inferior or subordinate to men and boys. These gender norms can lead to harmful gender inequalities and perpetuate violence against women and children. Hegemonic masculinity refers to a singular dominant idea of what it means to be a man or a boy.

Engaging Man and Boys through partnerships with innovative partners from academia and NGOs is necessary to implement transformative programs on cultural and social norms involving men who actively promote gender justice and combat gender based violence. Supporting men's positive involvement in maternal and child health, as fathers or caregivers, is highly relevant for a more equal distribution of unpaid care work and therefore also for women's economic empowerment. An appropriate and safe space for dialogue on complex issues related to working with men for furthering action on human rights/social justice should ideally be ensured in close cooperation with women's rights organizations. <http://www.entwicklung.at/en/ada/funding/country-and-regional-strategies/>

### **Political Dialogue/Policy Dialogue**

There is no clear cut & standardised definition for "political" or "policy" dialogue. 'Policy' and 'political' are often used interchangeably; but not all policy dialogue is political, and some gender issues are sensitive and political. For a clearer understanding, in this context "political dialogue" is understood as the dialogue which is held on level of diplomats & ambassadors in the countries of cooperation. 'Political dialogue' is a long-term process of negotiation which is effective as it develops within the framework of contacts and collaborative relationships where trust, mutual respect and openness are built up over a long period of time (Ministry of Foreign Affairs Sweden, cit.op. Holvoet 2013).

"Policy dialogue" is the more technical dialogue, held by a different level of aid officials (eg Heads of Development Cooperation, technical staff of the ADA offices, etc.) in the countries of cooperation. *'Policy dialogue is a means by which development cooperation agencies advance major policy concerns and assess the room of manoeuvre in addressing them. National partners participating in policy dialogue are generally doing the same.'*<sup>xiv</sup> The goal is to jointly work e.g. on direct general budget support modalities, sector budget support (SWAPs), Poverty Reduction Strategy Papers (PRSPs), or sector polices. The dialogue can be formal and structured or informal and ad-hoc.

## **Practical Gender Needs and Strategic Gender Interests**

Practical gender needs can be defined as immediate necessities (water, shelter, food, income and health care) of women or men within a specific context. Strategic gender interests, on the other hand refer to the relative status of women and men within society. These interests vary in each context and are related to roles and expectations, as well as to gender divisions of labour, resources and power. Strategic interests may include gaining legal rights, closing wage gaps, protection from domestic violence, increased decision-making, and women's control over their bodies. The purpose of introducing such distinctions between Practical Gender Needs and Strategic Gender interests is to alert the programme specialist to the importance of addressing the structural challenges to women's empowerment. It is not to lock women's realities and experiences into rigid and pre-set notions of what is a strategic need versus what responds to a practical need. For, in many instances, changes in women's practical conditions of life influence power relations between men and women within the community. To ensure sustainable benefits, both practical needs and strategic interests must be taken into account in the design of policies, programs and projects.

## **Care Work**

Care work may be very broadly defined as the work of looking after the physical, psychological, emotional and developmental needs of one or more other people. It varies widely in intensity and effort. The provision of unpaid care and domestic work has a profound implication on our understanding of poverty and well-being. Because of their socially ascribed roles, Women and Girls do the bulk of unpaid care and domestic work, which includes household maintenance activities such as cooking and cleaning as well as person-to-person care activities such as child and elder care, or caring for family members with disabilities. Women continue to be mainly responsible for the "care economy" as an extension, or an integral part, of domestic labour. Care work has low status and attracts low pay if performed as employment and none at all when performed as housework. SDG 5<sup>xlvi</sup> calls under "*Target 5.4. Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.*" Such work must be reduced and redistributed between households and the State (through provision of services and infrastructure) and between women and men, to counteract women's time-poverty and poverty. The International Men Engage Alliance focuses on the support of men's positive involvement in maternal and child health, as fathers or caregivers.

## Annex 2: EU GENDER ACTION PLAN

### Institutional Culture Shift in the European Union External Relations

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

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

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

13201/15

ANNEX to the Annex

DG C 1

YML/ik

11

EN

Objectives	Activities	Indicators	Actors	
2. Dedicated leadership on gender equality and girls' and women's empowerment established in EU institutions and Member States.	2.1. Identify political and management level champions from amongst relevant EU actors.	2.1.1.N# of senior gender champions appointed at HQ and country level	EC, EEAS, MS	
		2.1.2.Whether a mechanism is established to consult external senior expertise on strategic and ad-hoc issues in relation to gender equality (e.g. advisory board)	EC	
	2.2. Improve the participation of women in decision-making positions within the EU.	2.2.1.Ratio of women as EU Heads of Missions (Baseline 2014: 24%)	EC, EEAS, MS	
		2.3. Develop incentives for managers to improve transparency and to ensure delivery of results on gender equality, including through resource and staff allocation, systems of reward and redress and minimum standards. <sup>1</sup>	2.3.1.N# of good practices highlighted in Institutional Annual Reports.	EC, EEAS, MS
			2.3.2.N# of corrective actions taken per year to improve performance on gender equality	EC, MS, EEAS
			2.3.3.Perception by EU staff of management performance on gender (Source: annual survey)	EC, EEAS
			2.3.4.N# of rewards or equivalents handed out to management / programme staff as per agreed criteria	EC, EEAS, MS
			2.3.5.Findings of final independent evaluation of EU leadership on gender equality	EC, EEAS, MS
	2.4. Management to review and report results on gender equality and girls and women's empowerment and set new ambitious objectives.	2.4.1.Whether corporate reporting systems include a clear assessment of performance on the SWD objectives as a requirement	EC, EEAS, MS	
		2.4.2.N# of spot checks evaluating performance on gender equality per year	EC, EEAS, MS	
		2.4.3.Findings of independent evaluation of quality and reach of EU results for women and girls	EC, EEAS, MS	

<sup>1</sup> The minimum standards of performance are: OECD/DAC Gender Marker 0 (a marker which attributes a score to projects based on how significant its gender dimension is) is always justified; there is a gender analysis done for all priority sectors (by end 2016); sex-disaggregated data is used throughout the project and programme cycle and programming; gender expertise is available and used timely in the programme cycle and programming; SWD objectives are selected to be reported on.

Objectives	Activities	Indicators	Actors
		2.4.4.N# of SWD objectives EUDs and MSs select to report against at country level	EC, EEAS, MS
3. Sufficient resources allocated by EU institutions and Member States to deliver on EU gender policy commitments.	3.1. The EU Mid Term Review 2017 of the financing instruments and reviews of multi-annual programming documents (or equivalent for others) work out how results for girls and women of all ages can be improved.	3.1.1. Change (increase or decrease) in dedicated funding to improving results for girls and women after reviews and 2017 MTR (or equivalent)	EC, MS
		3.2.1.N# of staff, disaggregated by level, trained on gender equality per year, and reporting changes in the way that they work.	EC, EEAS, MS
	3.2. EU staff in relevant positions (including Heads of Missions) receive training on gender equality.	3.2.2.N# of gender focal persons (or equivalent) trained per year.	EC, EEAS, MS
		3.2.3. Gender mainstreamed into all training provided <sup>2</sup>	EC, EEAS, MS
		3.3. Job descriptions include responsibilities and tasks for the promotion of gender equality.	3.3.1.N# of Gender Focal Persons (or equivalent) who have 3 years of gender expertise and/or more than 5 years of technical experience in a related field
	3.3.2.N# of job descriptions that contain gender equality as an area of responsibility, by seniority		EC, EEAS, MS
	3.3.3. Gender point included in performance assessment systems for relevant staff (Management, Heads of Mission, Gender Focal Points etc.)		EC, MS, EEAS
	3.4. Facilitate how the EU learns and maintain EU knowledge management systems on gender equality.	3.4.1.EU gender resource package (i.e. research, capacity development and knowledge building material) on-line (by April 2016)	EC
		3.4.2.Capacity4dev.eu user statistics on use of gender resources	EC
	3.5. Provide technical expertise on gender to EU actors at headquarters and in partner country	3.5.1.N# of queries responded to, disaggregated by thematic area	EC, EEAS, MS

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

Objectives	Activities	Indicators	Actors
4. <u>Robust gender evidence</u> used to inform all EU external spending, programming and policy making.	4.1. Inform all actions, whatever aid modalities (e.g. budget support), with strong and rigorous gender analysis that is reflected in the final programme implementation.	4.1.1.N# of thematic, bilateral and regional programmes per year using gender analysis to inform design.	EC, <b>MS</b>
		4.1.2.N# of programme evaluations per year that include an assessment of impact on women and girls.	EC, <b>MS</b>
	4.2. Establish quality assurance processes for project documents; and question spending approval wherever gender is not adequately considered.	4.2.1. Whether internal processes of methodological review are carried out to mainstream gender in quality assurance mechanisms (e.g. for the EC: Quality Support Group, etc.).	EC, <b>MS</b>
		4.2.2.N# of new Action Documents (or equivalent) commented and subsequently revised including for poor gender consideration.	EC, <b>MS</b>
4.3. Ensure that consultation with National Gender Equality Mechanisms and Civil Society Organisations working on girls' and women's rights inform country level programmes, regardless of the sector.	4.3.1. % of programmes using findings of consultations with National Gender Equality Mechanisms, CSOs, women's organisations, to inform action design.	EC, <b>MS</b>	
5. <u>Results</u> for women and girls measured and resources allocated to systematically track progress.	5.1. Corporate results frameworks (e.g. the EU Results Framework), include gender sensitive indicators and sex-disaggregated data.	5.1.1. Status of results monitoring on gender sensitive indicators (Milestone 1: by end 2016, if needed, corporate results frameworks are revised to include gender sensitive indicators and indication of sex disaggregation that is aligned with SDGs indicators. Milestone 2: By end-2016 all results gathered in addition to those included in corporate results frameworks are sex-disaggregated where relevant	EC, <b>MS</b>
		5.1.2. % of results disaggregated where relevant by sex in Results Framework(s)	EC, <b>MS</b>
		5.1.3. Status of SWD indicators as compared to the SDGs (target – by end	EC, EEAS, <b>MS</b>

Objectives	Activities	Indicators	Actors
	5.2. Revise SWD indicators on the basis of the agreed Sustainable Development Goals' (SDGs) monitoring framework/indicators.	2016, if needed, the SWD is reviewed taking the finalised SDG indicators into consideration)	
	5.3. Apply systematically the Gender Equality Policy Marker of the OECD Development Assistance Committee (G-marker) and justify G0 scores to management.	5.3.1.N# of justifications for OECD Marker G0 scores (defined as: "no inherent potential to impact on gender equality")	EC, MS
		5.3.2. % of new programmes that score G1 or G2 (Target: 85% of new programmes score G1 or G2 by 2020)	EC, MS
6. <u>Partnerships</u> fostered between EU and stakeholders to build national capacity for gender equality.	6.1. Support the research and independent analysis capacity of national statistics institutes, academia and CSOs, including macro-economic analysis, gender responsive budgeting and gender stereotypes.	6.1.1.N# of research projects co-financed by EU (EUD/MS) on gender related issues	EC, MS
		6.1.2.N# of programmes reporting improvement in quality and availability of sex-disaggregated/gender specific statistics through EU support	EC, MS
	6.2. Reinforce the coordination between EU and (international) actors working locally, especially at political dialogue level.	6.2.1.N# of partner countries with gender coordination mechanisms that include (international) actors working locally	EC, MS
	6.3. Support the National Gender Equality Mechanisms (NGEM) in their role of coordination for gender equality at country level.	6.3.1.N# of programmes for NGEM supported by EU	EC, EEAS, MS
		6.3.2.N# of sector programmes working with the NGEM	
	6.4. Work together with media operators to raise their own and public awareness on gender equality.	6.4.1.N# of projects building awareness of local and national media on gender issues in partner countries and supported by EU	EC, EEAS, MS

---

## Annex 3: References

- <sup>i</sup> See: UN Women: GENDER EQUALITY: IT'S TIME, New York 2015.
- <sup>ii</sup> Evaluation of the Austrian Development Cooperation - Gender Policy between 2004-2011.
- <sup>iii</sup> Austria - DAC Peer Review of Development Cooperation, 2015.
- <sup>iv</sup> See e.g: <http://www.unwomen.org/en>, <http://www.worldbank.org/en/topic/gender>,
- <sup>v</sup> See: ICPD <http://www.un.org/popin/icpd2.htm>
- <sup>vi</sup> Articles 2, 3 and 21(1) of the Treaty on European Union (TEU) and Article 8 of the Treaty on the Functioning of the European Union (TFEU), Article 23 of the Charter of Fundamental Rights of the European Union (2000/C 364/01), the Strategy for equality between women and men 2010-2015 (COM(2010) 491 final), the EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final), Joint Communication to the European Parliament and the Council, Action Plan on Human Rights and Democracy (2015-2019), "Keeping human rights at the heart of the EU agenda" (JOIN(2015) 16 final), 28.4.2015.
- <sup>vii</sup> Council of the European Union: Guidelines to promote and protect the enjoyment of all Human Rights by Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) persons, Luxembourg 2013.
- <sup>viii</sup> Such as the landmark Resolution of the Human Rights Council in 2011 on Human rights, sexual orientation and gender identity(A/HRC/RES/17/1917/19) and a following Resolution in 2014. (A/HRC/RES/27/32).
- <sup>ix</sup> Cit.op. Austria Gender Policy 2007, p.10.
- <sup>x</sup> Where applicable
- <sup>xi</sup> See: financing for development - <http://www.un.org/esa/ffd/ffd3/press-release/countries-reach-historic-agreement.html>
- <sup>xii</sup> See: Guidance note on the EU Gender Action Plan 2016-2020. For DEVCO HQ and EUD operational staff, 8<sup>th</sup> of March, 2016.
- <sup>xiv</sup> See: Guidance note on the EU Gender Action Plan 2016-2020. For DEVCO HQ and EUD operational staff, 8<sup>th</sup> of March, 2016.
- <sup>xv</sup> 10 gender policy positions, ADC.
- <sup>xvi</sup> as guided by the ADC Overall strategy - Three Years Programme, which includes strategic guidelines for the Austrian Development Cooperation and the Austrian Cooperation with the Humanitarian Aid Sector.
- <sup>xvii</sup> The new Resource Package on Gender Mainstreaming in EU Development Cooperation is accessible under: <http://eugender.itcilo.org/>
- <sup>xviii</sup> <http://www.unwomen.org/en/how-we-work/un-system-coordination/promoting-un-accountability>
- <sup>xix</sup> E/CN.6/2016/3,para 49 (o) and para 36), <http://www.unwomen.org/en/partnerships/businesses-and-foundations/womens-empowerment-principles>
- <sup>xx</sup> „Strategischer Leitfaden des BMF für die Internationalen Finanzinstitutionen“, in denen die Förderung und Durchsetzung von GM ein thematischer Schwerpunkt ist. [https://www.bmf.gv.at/wirtschaftspolitik/int-finanzinstitutionen/Strategischer\\_Leitfaden\\_IFI\\_DE\\_.pdf?5b0v5d](https://www.bmf.gv.at/wirtschaftspolitik/int-finanzinstitutionen/Strategischer_Leitfaden_IFI_DE_.pdf?5b0v5d)
- <sup>xxi</sup> MFA: Zukunft braucht Entwicklung. Entwicklung braucht Zukunft. Dreijahresprogramm der österreichischen Entwicklungspolitik 2016 bis 2018, Wien Februar 2016, p. 16 f.
- <sup>xxii</sup> ECOSOC agreed Conclusions 1997/2, cit.op.<http://www.un.org/womenwatch/osagi/pdf/e65237.pdf>

---

xxiii EU Joint Staff Working Document: Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020,

xxiv According to EU GAP II the identification of specific objectives and indicators from this Annex shall be completed by June 31st 2016;

xxv Gender Analysis in the EU Gender Toolkit: [https://ec.europa.eu/europeaid/toolkit-mainstreaming-gender-equality-ec-development-cooperation\\_en](https://ec.europa.eu/europeaid/toolkit-mainstreaming-gender-equality-ec-development-cooperation_en) ; [https://ec.europa.eu/europeaid/sites/devco/files/toolkit-mainstreaming-gender-section-2\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/toolkit-mainstreaming-gender-section-2_en.pdf)

xxvi Objective 4. p.14“Robust gender evidence used to inform all EU external spending, programming and policy making.”

xxvii SIDA, p. 25 f.

xxviii [http://www.entwicklung.at/fileadmin/user\\_upload/Dokumente/Publikationen/Handbuecher/Environmental\\_and\\_Social\\_Impact\\_Management/Manual\\_Environmental\\_and\\_Social\\_Impact\\_Management.pdf](http://www.entwicklung.at/fileadmin/user_upload/Dokumente/Publikationen/Handbuecher/Environmental_and_Social_Impact_Management/Manual_Environmental_and_Social_Impact_Management.pdf)

xxix <http://www.entwicklung.at/mediathek/downloads/#c2033>

xxx Zukunft braucht Entwicklung. Entwicklung braucht Zukunft. Gesamtstrategie der österreichischen Entwicklungspolitik: Dreijahresprogramm 2016 – 2018, S. 43 ff

xxxii 5.3.2.% of new programs that score G1 or G2 (Target: 85% of new programmes score G1 or G2 by 2020)

xxxiii EU GAP II, p. 9, Brussels 2015, and European Commission: JOINT STAFF WORKING DOCUMENT Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020, Brussels 2015, p. 41

xxxiv Review and Evaluation on Program and project level follow the ADA Guidelines for Project and Programme Evaluations (2009): [http://www.entwicklung.at/uploads/media/Guidelines\\_ProjectProgramme\\_Evaluations\\_Juli2009\\_01.pdf](http://www.entwicklung.at/uploads/media/Guidelines_ProjectProgramme_Evaluations_Juli2009_01.pdf)

xxxv ECOSOC agreed conclusions 1997/2, cit.op. <http://www.un.org/womenwatch/osagi/pdf/e65237.pdf>

xxxvi <https://www.bmeia.gv.at/en/european-foreign-policy/security-policy/women-peace-and-security-scores-1325/>

xxxvii As of 31 March 2016, the classification of indicators into tiers is ongoing, which may result in changes in the classification of particular indicators

xxxviii ADA: Higher Education and Scientific Cooperation Strategy, p. 9, Vienna, June 2009

xxxix In addition to the ADC gender advisor

xli Such as the Law on Protection from VAW, Equal Treatment Law, etc.

xlii <http://eige.europa.eu/gender-mainstreaming/concepts-and-definitions>

xliii <http://eige.europa.eu/gender-mainstreaming/concepts-and-definitions>

xliv Liegl, Wladasch: Vielfalt und Chancengleichheit im Betrieb, Vienna 2010.

xlv DAC Sourcebook on Gender Equality, cit.op. Holvoet 2013

xlvi See more at: <http://www.unwomen.org/en/what-we-do/post-2015/why-goal-5-matters#sthash.AnZBmZmM.dpuf>; und ILO gender glossary

All Websites accessed at 9<sup>th</sup> of March 2017.