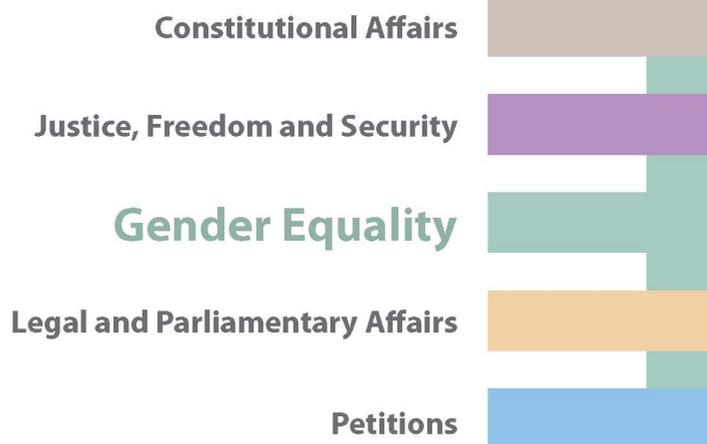


DIRECTORATE-GENERAL FOR INTERNAL POLICIES

POLICY DEPARTMENT **C**  
CITIZENS' RIGHTS AND CONSTITUTIONAL AFFAIRS



The multi-annual financial  
framework 2014-2020 from  
a gender equality  
perspective

NOTES





**DIRECTORATE GENERAL FOR INTERNAL POLICIES**  
**POLICY DEPARTMENT C: CITIZENS' RIGHTS AND**  
**CONSTITUTIONAL AFFAIRES**

**GENDER EQUALITY**

**The multi-annual financial  
framework 2014-2020 from  
a gender equality perspective**

**NOTES**

**Abstract**

For the enclosed five briefing notes, a gender budgeting methodology has been developed on purpose to analyze in a gender perspective the MFF proposal for 2014-2020. The MFF 2014-2020 assumes a very high relevance in the context of the financial and economic crisis as the EU Budget will finance the EU 2020 Strategy that is conceived as a pivotal tool for recovery.

Despite the official declarations according to which:

- the EU 2020 Strategy was conceived as an opportunity to reform the economy in order to achieve more gender equality, and
- the intention to make gender mainstreaming the pivotal strategy for gender equality,

the gender budgeting exercise has revealed that the gender perspective is far from being assumed in all policies, at all levels and at every stage of the policy making process.

More precisely the analysis has been conducted the following five gender relevant policy issues: Economic Independence, Education and Training, Health/Well-being/Environment, Fundamental Rights, External Relations showing that the attention to gender is not evenly given by issue and that evaluation/monitoring in a gender perspective is still not as widespread as it should be to ensure an actual implementation of gender mainstreaming.

The study has also revealed that it is possible to design and apply a gender budgeting methodology to the EU Budget. This is a very relevant result in view of a future introduction of gender budgeting in the EU budget procedure.

This document was requested by the European Parliament's Committee on Women's Rights and Gender Equality.

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## **CONTENTS**

<b>LIST OF ABBREVIATIONS</b>	<b>8</b>
<b>LIST OF TABLES AND FIGURES</b>	<b>9</b>
<b>EXECUTIVE SUMMARY</b>	<b>10</b>
<b>METHODOLOGICAL NOTE: GENDER BUDGETING</b>	<b>17</b>
<b>1. OBJECTIVES OF THE FIVE BRIEFING NOTES</b>	<b>18</b>
<b>2. GENDER BUDGETING: AN INTEGRAL PART OF GENDER MAINSTREAMING AND GOOD GOVERNANCE</b>	<b>19</b>
2.1. Gender mainstreaming	19
2.2. Main concepts and understanding of gender budgeting	20
2.3. Elements of gender budgeting	21
2.4. Gender Budgeting for gender mainstreaming and good governance	22
2.5. Gender budgeting on the European level	23
<b>3. METHODOLOGY</b>	<b>23</b>
3.1. The overall approach	23
3.2. Context Analysis	24
3.3. Gender analysis of the budget allocated for the policy intervention adopting a gender budgeting methodology	26
3.4. Potential Gender-Impact Assessment	27
<b>4. REFERENCES</b>	<b>29</b>
<b>BRIEFING NOTE ON ECONOMIC INDEPENDENCE</b>	<b>31</b>
<b>1. CONTEXT ANALYSIS</b>	<b>31</b>
1.1. The starting point: describing the context	31
1.2. Gender inequality in the area of economic independence	31
1.3. Likely causes of inequalities in economic independence	34
1.4. Gender stereotypes and roles	34
1.5. The role of policies in the field of economic independence	35
1.6. The broader policy context for the planning period	35

<b>2. GENDER OBJECTIVES FOR ECONOMIC INDEPENDENCE</b>	<b>36</b>
<b>3. GENDER ANALYSIS OF THE BUDGET ALLOCATION AND OF THE FINANCIAL TOOLS</b>	<b>39</b>
3.1. Financial instruments chosen to fund the policy interventions	39
3.2. Losing sight of the gender equality objective	40
3.3. Assessing the expected adequacy and effectiveness	43
<b>4. ASSESSING GENDER ISSUES ON ECONOMIC INDEPENDENCE AREAS IN THE MFF 2014-2020</b>	<b>44</b>
4.1. Is a larger/more generous budget good news for gender equality?	44
4.2. Does the setting up of the EGAF mean lesser emphasis on women?	44
4.3. Is the ESF focus on employment too narrow?	45
<b>5. CONCLUSIONS</b>	<b>45</b>
<b>6. REFERENCES</b>	<b>48</b>
<b>7. ANNEXES</b>	<b>51</b>
<b>ANNEX 1: Economic independence legal basis</b>	<b>51</b>
<b>ANNEX 2: ESF main policy objectives and policy actions</b>	<b>57</b>
<b>ANNEX 3: Description of financial instruments</b>	<b>58</b>
<b>ANNEX 4: Detailed gender objectives tables</b>	<b>60</b>
<b>BRIEFING NOTE ON EDUCATION</b>	<b>65</b>
<b>1. INTRODUCTION</b>	<b>66</b>
<b>2. CONTEXT ANALYSIS</b>	<b>67</b>
2.1. Policy context and strategies for education and training on the European level	67
2.2. Gender imbalances in education and training	69
2.3. Gender objectives in education and training	70
<b>3. GENDER ANALYSIS OF BUDGET AND FINANCIAL TOOLS FOR EDUCATION AND TRAINING</b>	<b>71</b>
3.1. Erasmus for All	72
3.2. European Social Fund (2014-2020)	75

<b>3.3. Overall assessment</b>	<b>76</b>
<b>4. POTENTIAL DIRECT AND INDIRECT IMPACT OF THE POLICY INTERVENTIONS ON THE GENDER OBJECTIVES</b>	<b>78</b>
<b>5. CONCLUSIONS</b>	<b>80</b>
<b>6. REFERENCES</b>	<b>82</b>
<b>7. ANNEXES</b>	<b>84</b>
<b>ANNEX 1: Treaty on the Functioning of the European Union (Lisbon Treaty)</b>	<b>84</b>
<b>ANNEX 2: Detailed discussion of gender gaps in education and training</b>	<b>86</b>
<b>BRIEFING NOTE ON HEALTH / WELL BEING / ENVIRONMENT</b>	<b>91</b>
<b>1. INTRODUCTION</b>	<b>93</b>
<b>2. CONTEXT ANALYSIS</b>	<b>94</b>
2.1. Gender gaps in the area of health, well being and the environment	94
2.2. Likely causes of inequalities in health, well-being and the environment	97
2.3. Gender stereotypes and roles	98
2.4. Inequalities in society that policies target	98
2.5. The broader policy context for the planning period	98
<b>3. STRATEGIC GENDER OBJECTIVES AND MFF 2014-20</b>	<b>99</b>
3.1. Analytical gender objectives and programme statements	99
3.2. The EU financial instruments and the analytical gender objectives	102
<b>4. BUDGET ALLOCATION ANALYSIS</b>	<b>110</b>
<b>5. ASSESSMENT OF DIRECT AND INDIRECT IMPACT OF POLICY INTERVENTION</b>	<b>112</b>
<b>6. CONCLUSIONS</b>	<b>113</b>
<b>7. REFERENCES</b>	<b>115</b>
<b>8. ANNEXES</b>	<b>117</b>

<b>ANNEX 1: MFF INSTRUMENTS OBJECTIVES AND GENDER RELEVANCE</b>	<b>117</b>
<b>ANNEX 2: STATISTICAL ANNEX</b>	<b>120</b>
<b>BRIEFING NOTE ON FUNDAMENTAL RIGHTS</b>	<b>129</b>
<b>1. CONTEXT ANALYSIS</b>	<b>131</b>
<b>1.1. Introduction: The importance of a dual gender equality approach</b>	<b>131</b>
<b>1.2. A European approach to the implementation of Fundamental Rights</b>	<b>132</b>
<b>1.3. Mainstreaming and the principle of Gender Equality</b>	<b>132</b>
<b>1.4. A new approach to the concept of Dignity, Freedom, and Citizens' Rights</b>	<b>133</b>
<b>1.5. Identification of areas in relation to Fundamental Rights of particular importance for gender equality</b>	<b>134</b>
<b>2. A GENDER PERSPECTIVE ON THE 2014-2020 MULTIANNUAL FINANCIAL FRAMEWORK IN THE AREA OF FUNDAMENTAL RIGHTS</b>	<b>137</b>
<b>2.1. Budget evaluation of the most pertinent programmes</b>	<b>137</b>
2.1.1. Rights and Citizenship Programme	139
2.1.2. Asylum and Migration Fund	141
2.1.3. The Europe for Citizens Programme	141
<b>2.2. Experiences from the present programming cycle</b>	<b>141</b>
<b>3. CONCLUSIONS</b>	<b>144</b>
<b>4. REFERENCES</b>	<b>146</b>
<b>BRIEFING NOTE ON EXTERNAL RELATIONS</b>	<b>149</b>
<b>1. INTRODUCTION</b>	<b>150</b>
<b>2. CONTEXT ANALYSIS</b>	<b>151</b>
<b>2.1. The situation of women in countries and regions covered by EU external actions</b>	<b>151</b>
<b>2.2. Policy priorities of EU's external actions</b>	<b>152</b>
2.2.1. Neighbourhood, enlargement, development and cooperation	152
2.2.2. Thematic policy areas	154

<b>2.3. Europe 2020 and the Strategy for Equality between men and women</b>	<b>155</b>
<b>2.4. Gender objectives in external relations</b>	<b>155</b>
<b>3. GENDER ANALYSIS OF THE FINANCIAL INSTRUMENTS</b>	<b>157</b>
<b>3.1. Development Cooperation</b>	<b>158</b>
<b>3.2. Neighbourhood</b>	<b>160</b>
<b>3.3. Enlargement</b>	<b>160</b>
<b>3.4. Human rights, crisis management and humanitarian intervention</b>	<b>160</b>
<b>3.5. Strategic cooperation with third countries</b>	<b>161</b>
<b>4. ASSESSING THE GENDER RELEVANCE OF EU'S EXTERNAL ACTIONS</b>	<b>161</b>
<b>4.1. Gender budgeting of the financial instruments for external action</b>	<b>161</b>
<b>4.2. Overall assessment</b>	<b>165</b>
<b>5. REFERENCES</b>	<b>167</b>
<b>6. ANNEX</b>	<b>169</b>

## LIST OF ABBREVIATIONS

<b>CEDAW</b>	Convention on the Elimination of All Forms of Discrimination against Women
<b>CSF</b>	Common Strategic Framework
<b>DCI</b>	Development Cooperation Instrument
<b>EC</b>	European Commission
<b>EDF</b>	European Development Fund
<b>EEAS</b>	European External Assistance Service
<b>EIDHR</b>	European Instrument for Democracy and Human Rights
<b>EIGE</b>	European Institute of Gender Equality
<b>EGGE</b>	Expert Group on Gender Equality
<b>EGGSI</b>	Expert Group on Gender Equality and Social Inclusion
<b>ENI</b>	European Neighbourhood Instrument
<b>ENP</b>	European Neighborhood Policy
<b>ESF</b>	European Social Fund
<b>ET2020</b>	Strategic Framework for European cooperation in education and training
<b>EU</b>	European Union
<b>EU2020</b>	Europe 2020 Strategy
<b>FRA</b>	Fundamental Rights Agency
<b>GII</b>	Gender Inequality Index
<b>IfS</b>	Instrument for Stability
<b>IHA</b>	Instrument for Humanitarian Assistance
<b>INSC</b>	Instrument for Nuclear Safety and Cooperation
<b>IPA</b>	Instrument for Pre Accession
<b>MDG</b>	Millennium Development Goals
<b>MFF</b>	Multi annual financial framework
<b>MST</b>	Mathematics, science and technology
<b>PI</b>	Partnership Agreement
<b>ODA</b>	Official Development Aid
<b>OECD/DAC</b>	Organisation for Economic Cooperation and Development / Development Assistance Committee
<b>TACIS</b>	Technical Assistance to the Commonwealth of Independent States
<b>TFEU</b>	Treaty on the Functioning of the European Union
<b>UNDP</b>	United Nations Development Programme
<b>UNHCR</b>	United Nations High Committee for Refugees
<b>UNIFEM</b>	United Nations Entity for Gender Equality
<b>YiA</b>	Youth in Action Programme

## LIST OF TABLES AND FIGURES

### Tables

Table 1:	Gender Objectives for the specific theme (example) .....	25
Table 2:	Budgeting the Gender Objectives (example) .....	27
Table 3:	Analytical Gender objectives for economic independence in EU2020 and Strategy for Equality (Programme Statements) .....	38
Table 4:	Budgeting gender objectives for economic independence .....	41
Table 5:	Correspondance between Goals of Financial instruments (Table 4) and Analytical Gender Objectives (Table 3) for economic independence .....	42
Table 6:	Gender awareness, relevance and impact of instrument objectives .....	46
Table 7:	Gender objectives for education and training .....	71
Table 8:	Budgeting the gender objectives for education and training .....	77
Table 9:	Evaluating the MFF objectives in Health, Well-being and environment as to their gender effect .....	107
Table 10:	Analytical gender objectives for health, well-being and environment in EU2020 and Strategy for Equality (Programme Statements) .....	108
Table 11:	Budget allocation analysis for health/well being/environment .....	110
Table 12:	Correspondance between Goals of Financial instruments (table 11) and Analytical Gender Objectives (table 10) .....	111
Table 13:	Gender objectives for Fundamental Rights .....	136
Table 14:	Budgeting the Gender Objectives for Fundamental Rights .....	138
Table 15:	Gender objectives for EU's external actions .....	156
Table 16:	MFF 2014-2020: allocation of appropriations for Heading 4 "Global Europe" .....	157
Table 17:	Budgeting the gender objectives in external action instruments .....	162
Table 18:	Gender equality focus on EU institutions' development cooperation programmes by sector, 2007-2009 average .....	165

### Figures

Figure 1:	Main milestones of the process of approval of the MFF .....	18
Figure 2:	Three goals of a gender analysis of budgets and gender sensitive budgets ..	22
Figure 3:	Secondary and primary earners in Europe .....	33
Figure 4:	Allocation of the total amount (€90.3 bn) among instruments .....	39
Figure 5:	Gender gaps among people aged 50+ in physical health (SHARE w2), author's calculations .....	95
Figure 6:	Gender gaps among people aged 50+ in mental health (SHARE w2), author's calculations.....	95

### Boxes

Box 1 :	The Development Cooperation Instrument .....	158
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## **EXECUTIVE SUMMARY**

### **Introduction**

In June 2011, the European Commission presented the first communication on the next Multi-annual Financial Framework (MFF) of the Union (2014-2020) under the heading "A budget for EU2020". The European Parliament committee on women's rights and gender equality (FEMM) participates as an opinion giving committee in some of the ordinary legislative procedures regarding the most important financial instruments of the MFF in relation to women's rights and gender equality.

The aim of the present document is to support the work of the FEMM Committee by providing an assessment in a gender perspective of the potential impact of the European Commission's proposals for the MFF 2014-2020 on women's rights and the advancement of gender equality with respect to the areas of:

- Economic Independence;
- Education and Training;
- Health, Well-being and the Environment;
- Fundamental Rights;
- External Relations.

The document is composed by a methodological note and five briefing notes, covering the five above-mentioned areas.

### **Methodological Approach**

The methodological approach has been developed through a review of existing literature in relation to the concept and understanding of gender budgeting. The review reflected that a gender budgeting initiative always involves a gender analysis of some dimension of the raising and use of public money. But there is no single way of doing this and there are a number of analytical tools that can be used and adapted for particular circumstances. The review also suggested that gender budgeting is still a relatively new practice among the European Member States.

On the basis of the overview of literature on gender budgeting instruments and tools, an original methodological approach common to the five areas of analysis has been tailored. It aims at determining the following elements: i) identifying the implicit and explicit gender issues; ii) identifying – where possible - the allied resource allocations; and iii) assessing whether the policy will continue or change existing inequalities between men and women (and groups of men and women), boys and girls and patterns of gender relations. On this basis, the methodology seeks to answer three research questions:

- WHO will benefit from the policy intervention?
- HOW MUCH will be allocated for the policy intervention? AND HOW will it be allocated among the different financial instruments of the European Union?
- WHAT is the potential gender impact of the policy intervention?

In correspondence, the research will proceed in three steps:

1. Context Analysis (WHO?)
2. Gender budget analysis of the budget allocated for the policy intervention (HOW MUCH AND HOW?)
3. Potential Gender-Impact Assessment (WHAT?)

The approach adopted can be considered as a “Gender-aware policy appraisal”.

The main methodological results worth highlighting are that the EU Budget is suitable for gender budgeting, as it has been possible to conduct the analysis at least on programming documents achieving useful indications on the level of attention to the gender issue in these documents. The application of the present methodology to the five briefing papers anticipates the actual introduction of gender budgeting in the budgetary process of the European Union. At present the information available for many of the programmes suggest that a gender perspective in the planning, implementation and evaluation phases of the programmes is still lacking or is incomplete.

For introducing gender budgeting, an extensive and profound analysis and research from a gender perspective should be conducted by all Directorates General of the European Commission who are already at the planning stage of the MFF for all policy programmes covering all policy fields. In particular, to promote the implantation of gender budgeting in the EU budgetary process it is necessary to establish appropriate tools. Moreover, it is recommended that gender budgeting should be conducted by qualified personnel with the necessary skills and expertise and supported by active civil society.

## **Economic Independence**

Economic independence is key to citizens’ well-being. As an objective it encompasses more than simply access to paid work. It also covers non-paid work, such as caring, but also non-work income – such as income from property and social transfer entitlements. In our market-based society, it feeds not only into economic liberty, but also distribution of power within the family. It determines not only the distribution of income, but also the “invisible” distribution of resources within the family unit.

The context of the MFF 2014-2020 planning period is characterised by the interplay between long-term trends (such as ageing and technological change) and the exit trajectories of the current financial crisis. The correction of low employment participation on the part of women can be a factor in the simultaneous achievement of seemingly unrelated and possibly antithetical targets – competitiveness, equity, cohesion and economic growth.

The crisis lies behind the increased budgetary emphasis the MFF places in objectives linked with Economic independence. The overall budget that feeds into these objectives for the 2014-2020 period is € 90.7 bn. This is roughly equal to 9% of the total proposed commitments and around 27% of proposed cohesion policies. This compares to around € 81 bn in the 2007-2013 cycle, the difference being mostly due to an increase in European Social Fund allocations (€ 84 bn from €76 bn).

However, the increase in overall funding should not lead to complacency. Gender awareness is largely absent as an explicit ingredient in stating the objectives in budget documents. At this moment of time there exists no allocation of budget amounts between

objectives within the specific instruments. The allocation of amounts to each of the broad gender objectives proposed by the note, in the absence of more specific commitments, was undertaken on the heroic (but probably unrealistic) assumption that budget shares allocated to each objective will remain unchanged from the previous planning period. Experience from ex post analysis of previous documents reveals that gender balance rhetoric is more generous than actual outcomes.

For these reasons, this overview of the budget takes note of the potential that increased overall disbursements create for furthering economic independence linked gender objectives. However, it also urges vigilance during the process of specifying the content of broad aggregates, as well as careful gender monitoring throughout the process leading from budget attributions to actual disbursements.

All in all, the analysis to date shows that the MFF can signal the potential for significant change in the field of economic independence. Whether that potential can be realised or not, depends on vigilance and action from this point on.

## **Education and training**

The EU's declared commitment to gender equality over the last decades has produced important achievements in enhancing women's empowerment. However, gender inequalities still remain in opportunities, attainments and decisions with regard to education and training. A context analysis of education and training in the EU led to the identification of the following 'gender objectives' that the paper concludes should be focused upon in EU's policy-making and budgeting process. These gender objectives are:

- Reducing gender gaps in learning of basic skills;
- Reducing drop-out rate for young boys;
- Increasing participation of women in vocational education and training;
- Increasing participation of women in the tertiary sector;
- Increasing the number of female graduates in Mathematics, Science and Technology;
- Increasing participation of women in lifelong learning.

A review of EU's seminal policy documents, namely the Europe 2020 Strategy, the Education and Training 2020 Strategy and the Strategy for Equality between Women and Men, reveals that reducing drop-out rates, increasing participation in vocational education and training and in lifelong learning have been mentioned in various capacities in terms of flagship targets and benchmarks. However, these issues have been dealt with in a gender neutral way and no gender specific targets have been set for men and women for any of the gender objectives identified in this note.

A review of the available documents of EU's financial tools for education and training for 2014-2020, namely, Erasmus for All Programme and the European Social Fund reflect that while the ESF has a stated gender equality objective and strategy, Erasmus for all is clearly lacking a specified gender equality strategy. Specific budget allocations for gender equality are absent from Erasmus for All and there is no explicit mechanism mentioned to assess the amount of aid allocated to gender equality and women's empowerment through all the

thematic instruments. The use of gender-disaggregated data for monitoring and evaluation has not been specified in any of the documents for Erasmus for All. On the other hand, the ESF programme overall presents clear gender objectives, identifies targets and has a clear gender equality strategy through gender mainstreaming as well as specific actions. There are clear mission statements which give clarity to the programmes intention on promoting gender equality.

The amount allocated to training and education cannot be debated as insufficient, however the integration of gender perspective is clearly missing. Considering the importance that has been attached to gender mainstreaming by the European Union, it could be an important value addition to support the budgetary planning of Member States by incorporating gender perspective in the financial instruments of the EU. However, an overview of the EU's financial tools for education and training provide little insight into its strategy of gender mainstreaming in its planning, implementation and monitoring and evaluation stage. The gender gaps in education and training as highlighted in this briefing paper are extensive and could hardly be ignored.

## **Health, wellbeing and the environment**

The areas of health, well-being and environment are critical in determining differences in quality of life and hence carry potentially important gender implications. However they mostly fall within the range of policy areas for which the principle of EU subsidiarity applies, thus mostly falling within the competence of national and regional authorities. In those areas the EU budget may still play an important, yet indirect, role – as a facilitator and a lever for actions of non-EU bodies. Similarly, many of the objectives pursued by them have the character of public goods, characterised by indivisibilities and difficulties in pinpointing direct beneficiaries. Finally, at this stage of budget discussions, many objectives are stated in broad terms, such that the extent of their gender sensitivity can only be inferred. For these reasons, the potential impact of gender-sensitive budget expenditure may be understated by an exclusive focus on direct disbursement. An attempt at gender budgeting is thus a useful first step requiring further analysis.

A gender analysis of the context in the areas of health, well-being and environment reveals numerous gender gaps and inequalities, equally present in the supply, in the demand and the access fronts. Furthermore, if one includes the social determinants of health, well-being and environmental quality, the terrain becomes very broad.

Partly as a result of the breadth of the area defined as health, well-being and environment, the stated programme objectives tend to be expressed in broad terms and gender-sensitive objectives mostly tend to fall in the former category.

Within the proposed MFF the areas of health, well-being and environment receive considerably greater emphasis within the overall EU budget with respect to the current programming phase as disbursements in some cases are more than trebled. However, no clear indications emerge as to the potential gender impact of these allocations and the programme statements hardly mention gender sensitive objectives and beneficiaries. Moreover, the starting point in some of the policy sectors for which the largest budgetary increases (such as research, environment) have been proposed is heavily weighted against women. This expansion of funding could correct pre-existing imbalances; given that decision structures still reflect the previous gender situation, this potential may not be realised, unless (a) corrective action is taken early on, and (b) careful monitoring of progress via gender-sensitive indicators is built in to the structure of the programmes.

Moreover, the indications of a possible increase in overall funding should not lead to complacency. Gender awareness is almost completely absent as an explicit ingredient in stating the objectives in budget documents. Experience from ex post analysis of previous documents (for economic independence) reveals that gender balance rhetoric is more generous than actual outcomes.

## **Fundamental Rights**

The Charter of Fundamental Rights of the European Union was proclaimed in 2000 and has become legally binding with the entry into force of the Lisbon Treaty in 2009. The relevance of the Charter from a gender perspective is not limited to the equality principle but extends to the other transversal gender issues associated with the six chapters of the Charter. In fact, the principles of fundamental rights for both women and men touch on every aspect of people's lives and their full exercise is essential for everyone and in all areas.

The gender relevant policy objectives in relation to Fundamental Rights could be identified as follows:

- Fighting against gender based violence and human trafficking;
- Equality between women and men (Gender pay gap; Gender balance in decision-making positions; Access to employment/Economic independence);
- Addressing the feminisation of poverty and migration;
- Measures establishing the conditions for the full exercise of fundamental rights (for both women and men).

In order to develop a gender perspective on MFF in the area of fundamental rights the note restricts the analysis to the most pertinent programmes with specific objectives rooted in the promotion and advance of fundamental rights, such as i) the Rights and Citizenship Programme including Daphne III, Fundamental Rights and Citizenship and the "Antidiscrimination and Diversity" and "Gender Equality" sections of the Programme for Employment and Social Solidarity (PROGRESS). In addition, the Progress Programme budget supports the Fundamental Rights Agency (FRA) and the European Institute of Gender equality (EIGE); ii) the Migration and Management Fund and iii) the Europe for Citizens Programme.

The first conclusion that can be made is that the total funding in the area of Fundamental Rights for the 2014-2020 period will be lower than in the present programming period.

The analysis of the documentation for the MFF 2014-2020 and the Programme in the area of fundamental rights points to challenges and policy implications that can serve as guidelines for a better gender integrated approach to the EU budget process. As a general recommendation, it is clear that the MFF 2014-2020 needs to make a stronger commitment to gender equality and gender mainstreaming. Following the analysis of the present Regulations relevant for the realisation of fundamental rights for women, these requirements can only be regarded as fulfilled in those programmes where specific gender objectives have been identified, while the gender dimension tends to disappear in those programmes with only general objectives and is limited at best to the generic concept of gender equality with no specific actions or conditions laid down to provide concrete assistance in realizing the objective.

A failure to adequately address gender equality issues could lead to an attenuation of the attention paid to women's rights and gender equality. In particular the budget provisions for ensuring that gender equality is promoted as a fundamental human right are proposed to be more limited under the next MFF and could furthermore be subject to reduction if forced to compete with more pressing immediate policy concerns.

In view of the potential negative effects of the current financial and economic crisis it is also suggested that:

- instead of cuts to the budgets, at a minimum the same level of funding for gender equality as a fundamental right should be maintained for the period 2014-2020;
- it is vital to monitor and to make visible any changes in funds directed to gender equality, particularly in the current and next phases of the crisis;
- the impact of economic and social developments on gender equality should be monitored and assessed in order to safeguard the freedom for everyone to seek employment and choose an occupation, provided by the Charter of Fundamental Rights;
- the EU's support of the networks, civil organizations and stakeholders working to promote gender equality in order to increase awareness continues to be even more vital if women are to be empowered, to participate in the smart, sustainable and inclusive growth announced by the 2020 EU strategy.

## External relations

The aim of this paper is to assess the extent to which the objectives and financial allocations proposed by the European Commission for the MFF 2014-2020 promote gender equality and women's empowerment in the Union's external relations.

The EU is a major player on the international scenario and a key actor in global governance mechanisms and external relations are a major field of action for the EU, which has been reinforced by the new institutional framework foreseen by the Lisbon Treaty. The relevance of EU's action on the global scene has important implications for the progression of the goals of gender equality worldwide.

Although with notable differences, the status of women worldwide is characterized by very low levels of well-being in terms of human development indicators coupled by high inequality levels with respect to men. The most urgent gender equality challenges emerging from the international debate on development and gender, in particular covering key objectives of the Millennium Development Declaration and in line with the priorities identified by the main international agreements on gender equality, are (the list not being exhaustive):

- Improve women's access to education;
- Improve women's economic, civil and political empowerment;
- Improve women's health;
- End gender based violence.

These objectives are coherent with the EU external relations policies as emerging from the relevant EU documents: gender equality is a fundamental value of EU external relations and is integrated into its underlying policy documents, such as the European Consensus on Development (2005) and the Agenda for Change (2010). It is further supported by gender specific strategies, such as the 2007 Communication on Gender Equality and Women's Empowerment in Development Cooperation or the Guidelines on violence against women and girls and combating all forms of discrimination against them.

On the contrary, the section of the Europe 2020 Strategy covering external policy does not bear explicit reference to gender equality priorities or objectives, the approach having been to keep Commission and Member State action on gender equality separate from the Strategy.

External action funded by the EU budget is mainly targeted to developing and emerging countries in Africa, the Middle East, Asia, and Latin America, through the Development Cooperation Instrument, the European Neighbourhood Instrument, the Humanitarian Aid Instrument and other smaller financial envelopes.

As it can be evinced from the proposed underlying Regulations, most programmes under the Global Europe Heading of the MFF 2014-2020 identify gender as one of the areas in which support actions might be funded and identify gender equality among the funding principles of their actions.

External relations instruments are likely to have a positive impact on the objectives of gender equality and women's empowerment. However, these instruments and underlying policies mostly rely on gender mainstreaming and fail to define clear financial allocations for reaching the gender equality targets. A clear gender strategy does not emerge from the MFF proposal nor the legislative package for external actions analyzed and it is therefore not possible to estimate the resources that will be allocated to achieving gender objectives. Key actions and milestones are set only at the level of gender specific strategies and no clear indications have been found yet as to the level of compliance to these strategies.

The implementation of gender equality interventions - and the relevant allocation of funds - will greatly depend on the extent to which a gender perspective is integrated in country and regional strategies and multiannual plans.

The lack of systematic monitoring and evaluation data concerning the support of gender equality objectives by current external action instruments (both in terms of funding as well as of impact and effectiveness) represents a further obstacle in assessing the gender impact of MFF and related instruments concerns.

## METHODOLOGICAL NOTE: GENDER BUDGETING

### KEY FINDINGS

From the application of the present methodology to the five gender relevant issues of: Economic Independence, Education and Training, Health/Well-being/Environment, Fundamental Rights, External Relations, there are some methodological results that are worth to be highlighted.

- The EU Budget is suitable for gender budgeting, as it has been possible to conduct the analysis at least on programming documents achieving useful indications on the level of attention to the gender issue in these documents.
- The five briefing papers anticipate the actual introduction of gender budgeting in the budgetary process of the European Union.
- Gender budgeting is the application of gender mainstreaming to the budgetary process. As gender mainstreaming should take place at all levels of the process also the analysis of the gender dimension in the budgetary process ought to take place starting from the planning phase for the subsequent MFF.
- At present for many programmes information from a gender standpoint in planning as well as on future implementation and evaluation are still lacking or are incomplete.
- For introducing gender budgeting, an extensive and profound analysis and research from a gender perspective should be conducted by all Commission DGs already at the planning stage of the MFF for all policy programmes covering all policy fields.
- In particular, to promote the implantation of gender budgeting in the EU budgetary process it is necessary to establish appropriate tools.
- Among these tools a gender machinery<sup>1</sup> is pivotal as gender budgeting should be conducted by qualified personnel with the necessary skills and expertise and supported by active civil society.

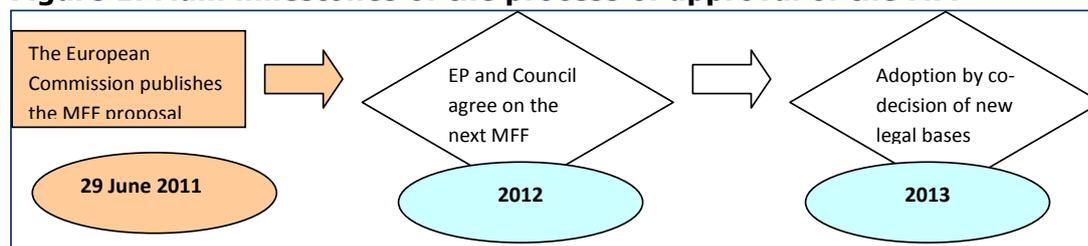
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<sup>1</sup> By gender machinery is meant the institutional organization, mechanisms and procedures built in order to support the promotion of gender equality in the policy planning, implementation and evaluation. Gender sensitive machinery comprises organisational and implementation aspects of gender sensitive actions as well as awareness raising and public ownership within countries.

## 1. OBJECTIVES OF THE FIVE BRIEFING NOTES

The MFF sets the overall framework against which policies and financial flows are to be regulated. It not only translates into financial flows the long-term political priorities of the Union as a whole, stating the policy areas in which the EU will invest more (or less) in the future. It also constitutes the main benchmark against which EU expenditures are projected over its 5 to 7 years time span, thus providing the backbone of annual EU budgetary procedures. The MFF sets annual maximum amounts (or ceilings) for EU expenditure as a whole and for the main categories of expenditure, corresponding to the EU broad policy areas of intervention (headings); in this way it also ensures budgetary discipline and the orderly development of EU's expenditure. The main milestones of the process of the approval of the MFF are shown in the diagram below:

**Figure 1: Main milestones of the process of approval of the MFF**



**Source:** FGB elaborations

The European Parliament, through the decisive input of the FEMM Committee, ensures that gender equality principles promoted by the European Union and enshrined in its constitutive acts, are respected and embodied in the MFF and in the ordinary legislative procedures concerning the implementation and functioning of the main programmes to be funded within its framework. In order to express its informed judgment the FEMM Committee needs a clear overview of the MFF in a gender perspective.

The gender equality principles and instruments to be applied are tailored to this specific and delicate phase of EU policy making process and have already been outlined by the European Parliament. In the recent Resolution on gender mainstreaming in the work of the European Parliament<sup>2</sup> prepared by FEMM Committee, the EP states that its gender mainstreaming policy plan for the coming three-year period should be to “achieve more consistent and effective implementation of gender mainstreaming in all Parliament’s work”, on the basis of several priorities including “incorporation of gender analysis into all stages of the budgetary process to ensure that women’s and men’s needs and priorities are considered equally and that the impact of EU resources on women and men is assessed”. Furthermore, the EP asks the Commission to address and prioritize, in a more consistent and systematic manner, gender inequalities in the programming and implementation of all policies, and insists that mainstreaming of gender issues through all policies must be improved in order to achieve the goals of gender equality.

The requests are further reinforced in the Final Report prepared by the SURE Committee, a special parliamentary committee on policy challenges and budgetary resources for a sustainable European Union after 2013, underlining the importance of **gender budgeting as a good governance tool to improve efficiency and fairness**. The report also stressed the importance of “proper monitoring of how budgetary allocations affect the

<sup>2</sup> P7\_TA(2011)0515 of 17 November 2011, report A7-0351(2011), rapporteur Mikael Gustafsson.

economic and social opportunities of women and men, and flexibility to restructure the ones that negatively affect the achievement of gender equality; the report states also that a substantial analysis of gender issues in the European budget planning process will improve the targeting of resources in such a way that equality and social cohesion are enhanced"<sup>3</sup>.

On the basis of Article 312§2 TFEU on the adoption of the regulation laying down the multiannual financial framework and the legal bases of the different financial instruments for its implementation providing for the application of the ordinary legislative procedure, like Article 164 TFEU for the European Social Fund and in the light of the methodological context described above, the FEMM Committee will give an opinion concerning the adoption of the MFF and the relevant financial instruments. The briefing papers here presented are aimed at supporting the FEMM Committee in getting an overview of the impact on women's rights of the financial instruments and programmes to be implemented within the MFF related to five specific issues: Economic Independence, Fundamental Rights, External Relations, Health/Well-being/Environment, Education and Training, so as to collect qualitative and quantitative information that will help the Committee in forming a reasoned and circumstantial opinion on the subjects. In the five briefing papers the assessment from a gender perspective of the proposals for the MFF 2014-2020 is conducted applying a gender budgeting methodology developed for this purpose. For each of the five themes all documents related to the MFF 2014-2020 proposal presented by the European Commission<sup>4</sup> are accurately scrutinised in order to identify gender specific objectives and related targets and the respective policy tools to achieve them, so to highlight the overall gender strategy adopted for each of the five themes.

## **2. GENDER BUDGETING: AN INTEGRAL PART OF GENDER MAINSTREAMING AND GOOD GOVERNANCE**

### **2.1. Gender mainstreaming**

"Gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and all stages, by the actors normally involved in policy-making"<sup>5</sup>. Gender mainstreaming differs substantially from positive actions. The latter aims at mitigating unequal conditions and at facilitating equality for (specific groups) by creating conditions that will result in equality in outcome in order to counterbalance the unequal starting positions of men and women in societies. The starting point for the strategy of specific or targeted gender equality policies is the recognition that all citizens cannot always use equal rights to the same extent, because of persistent gender inequalities in societies.

Gender mainstreaming and positive actions have been traditionally regarded alternative approaches as they are rooted in different theoretical perspectives to gender issues. However, they are both gender equality strategies which can be considered as complementary and assumed alternatively in different conditions to achieve different objectives.

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<sup>3</sup> A7-0193/2011 by rapporteur Salvador Garriga Polledo, T7\_0266/2011.

<sup>4</sup> Legislative proposals for each of the five themes are available at: [http://ec.europa.eu/budget/reform/commission-proposals-for-the-multiannual-financial-framework-2014-2020/index\\_en.htm](http://ec.europa.eu/budget/reform/commission-proposals-for-the-multiannual-financial-framework-2014-2020/index_en.htm).

<sup>5</sup> Quinn S., (2009) Gender budgeting: practical implementation, Handbook prepared by Sheila Quinn, Directorate General of Human Rights and Legal Affairs, Council of Europe, page5, full text available at: [http://www.coe.int/t/dghl/standardsetting/equality/03themes/gender-mainstreaming/CDEG\(2008\)15\\_en.pdf](http://www.coe.int/t/dghl/standardsetting/equality/03themes/gender-mainstreaming/CDEG(2008)15_en.pdf).

According to some authors<sup>6</sup>, gender mainstreaming is a very powerful tool as it relocates gender equality from a "ghetto" position into the mainstream. More generally, compared to positive actions, gender mainstreaming has been assumed at EU level a more effective policy tool to overcome the relevant gender inequalities that still exist in societies. Therefore, the room for positive actions has been gradually reduced in favour of enhanced gender mainstreaming which was supposed to become the only strategy for promoting equal opportunities for women and men in EU in the future. Data on financial decisions taken at the programming stage for Structural Funds substantiate the last assertion: in the case of ESF much fewer resources have been allocated to specific gender-equality actions in the 2007-2013<sup>7</sup>.

However, the choice of favoring the gender mainstreaming strategy has been largely debated since, as, according to results from evaluations<sup>8</sup>, expectations on consistent reductions of gender imbalances in European societies were not met. Some scholars take the view that gender mainstreaming, instead, has been used as an alibi for neutralizing positive actions<sup>9</sup> and to further reduce existing funds and incentives for gender equality, especially in the case of Structural Funds<sup>10</sup>.

The main point, however, is that gender mainstreaming has not been actually implemented, yet. Being an overall strategy that involves all governance levels it needs adequate tools including gender machinery<sup>11</sup> and gender surveillance/evaluation as well as clear and defined overall, intermediate and specific objectives and corresponding targets.

Finally, as the budget is the most important economic policy instrument of government, decisions on the budget taken assuming a gender perspective appear to be pivotal to the application of the gender mainstreaming strategy.

## **2.2. Main concepts and understanding of gender budgeting**

Gender budgeting can be defined as an application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality<sup>12</sup>.

The European Union's commitment to gender budgeting was also reflected in the Roadmap for Equality between Women and Men (2006-2010)<sup>13</sup>, which considered gender budgeting as a tool for the implementation of gender equality. Furthermore, it stated that the Commission would support gender budgeting and gender impact assessment. In 2009 the

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<sup>6</sup> See Verlo M. (2005), Displacement and Empowerment: Reflections on the Concept and Practice of the Council of Europe, Approach to Gender Mainstreaming and Gender Equality, pp. 344-365 in Social Politics: International Studies in Gender, State and Society, Volume 12, number 3, fall 2005.

<sup>7</sup> See the 2011 evaluation report "Evaluation of the European Social Fund's support to Gender Equality", available at: <http://ec.europa.eu/social/BlobServlet?docId=6643&langId=en>.

<sup>8</sup> See also the 2011 evaluation report "Evaluation of the European Social Fund's support to Gender Equality", available at: <http://ec.europa.eu/social/BlobServlet?docId=6643&langId=en>.

<sup>9</sup> See among others M. Stratigaki "Gender mainstreaming vs Positive Action An ongoing Conflict in EU Gender Equality Policy" in European Journal of Women's Studies 12, 2 (2005), 165-186.

<sup>10</sup> Rossili, Mariagrazia (ed.), 2000. Gender Policies in the European Union. New York: Peter Lang.

<sup>11</sup> By gender machinery is meant the institutional organization, mechanisms and procedures built in order to support the promotion of gender equality in the policy planning, implementation and evaluation. Gender sensitive machinery comprises organisational and implementation aspects of gender sensitive actions as well as awareness raising and public ownership within countries.

<sup>12</sup> Advisory Committee on Equal Opportunities for Women and Men "Opinion on Gender Budgeting", May 2003.

<sup>13</sup> EC COM(2006) 92 final.

Council of Europe published a handbook on the practical implementation of gender budgeting<sup>14</sup>.

Gender budgeting is still relatively new in the EU<sup>15</sup>, although today we can observe a growing number of initiatives in EU countries, as well as efforts at the EU level. For instance Austria has included gender equality as one fundamental aim of public sector budgeting and accounting in the Austrian Federal Constitution within the framework of a comprehensive budget reform as of 2009. These commitments have to be translated into action by governments at all levels. It has to be recognised that gender equality issues are relevant for the work of all ministries and all programmes, concerning all types of public spending and income, not only in the areas that specifically aim at improving the position of women.

Gender budget initiatives go beyond the assessment of programmes targeted specifically at women and girls and seek to raise awareness and understanding that budgets will impact differently on women and men because of their different social and economic positioning.

### **2.3. Elements of gender budgeting**

The feminist economist Rhonda Sharp was the first to formulate a theoretical framework for gender budgeting in relation to Australia's Women's Budget that came under way already in 1984. She identifies three categories of public expenditure<sup>16</sup>:

- Expenditure specifically targeted at women
- Equal opportunity initiatives in the public sector
- Gender impact assessment of mainstream budget expenditure

The UK expert Diane Elson identifies three levels for analysis by gender budget initiatives<sup>17</sup>:

1. Aggregate macro-economic strategy
2. Composition of expenditures and revenues
3. Effectiveness of service delivery

The focus of gender budgeting is twofold. In a first step it concentrates on the analysis of gender-disaggregated effects of public revenues and expenditures. Based on the results of this analysis, gender budgeting aims to modify budget structures and processes in a second step so as to foster gender equality. It should be noted that gender budgeting does not exclusively aim at programs specifically targeted to women and that it does not aim at producing a separate "women's budget" either. Gender budgeting rather intends to analyse the impact of all government programs and policies on the expenditure as well as on the

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<sup>14</sup> Gender Budgeting: practical implementation, Handbook prepared by Sheila Quinn, Directorate General of Human Rights and Legal Affairs, Council of Europe, April 2009. Available at: [http://www.coe.int/t/dghl/standardsetting/equality/03themes/gender-mainstreaming/CDEG\(2008\)15\\_en.pdf](http://www.coe.int/t/dghl/standardsetting/equality/03themes/gender-mainstreaming/CDEG(2008)15_en.pdf).

<sup>15</sup> In 2008 no Member State had introduced the Gender Budgeting in its Budget procedures, yet, as reported in the Study to assess the feasibility and options for the introduction of elements of gender budgeting into EU budgetary process. European Commission DG Budget Specific contract ABAC 132007, under framework Contract BUDG 06/PO/01/Lot 002?ABAC-101922.

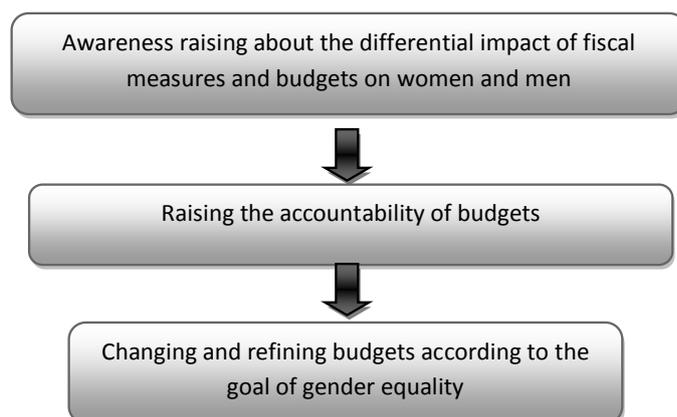
<sup>16</sup> Budlender D. and Sharp R., (1998) How to do a gender-sensitive budget analysis: Contemporary research and practice, Commonwealth Secretariat available at: [http://www.thecommonwealth.org/shared\\_asp\\_files/uploadedfiles/%7B1171EF87-2C5C-4624-9D76-B03CF35F4E65%7D\\_AusAIDTr.pdf](http://www.thecommonwealth.org/shared_asp_files/uploadedfiles/%7B1171EF87-2C5C-4624-9D76-B03CF35F4E65%7D_AusAIDTr.pdf).

<sup>17</sup> Budlender D. and Sharp R., (1998) How to do a gender-sensitive budget analysis: Contemporary research and practice, Commonwealth Secretariat available at: [http://www.thecommonwealth.org/shared\\_asp\\_files/uploadedfiles/%7B1171EF87-2C5C-4624-9D76-B03CF35F4E65%7D\\_AusAIDTr.pdf](http://www.thecommonwealth.org/shared_asp_files/uploadedfiles/%7B1171EF87-2C5C-4624-9D76-B03CF35F4E65%7D_AusAIDTr.pdf).

revenue side of the budget with respect to the situation of men and women, in other words a “gender-sensitive budgeting”.

The researcher Rhonda Sharp identifies three interdependent and hierarchical goals that show the interconnection between a gender analysis of budgets and gender-sensitive budgets<sup>18</sup>:

**Figure 2: Three goals of a gender analysis of budgets and gender sensitive budgets**



A gender budgeting initiative always involves a gender analysis of some dimension of the raising and use of public money. But there is no single way of doing this. There are a number of analytical tools that can be used and adapted for particular circumstances. The most used tools are those drawn up by Diane Elson in ‘Integrating Gender Issues into National Budgetary Policies and Procedures: Some Policy Options’ (1998); Debbie Budlender and Rhonda Sharp’s ‘How to do a gender-sensitive budget analysis: contemporary research and practice’ (1998); R.Fitzgerald’s ‘Toolkit for Mainstreaming Equal Opportunities for Women and Men into the Structural Fund Programmes in Scotland’, Prepared for Scottish Executive and Equal Opportunities Commission (1999). In 2002, Debbie Budlender brought together a very comprehensive and descriptive review of the gender budgeting work being done around the world in the publication ‘Gender Budgets Make Cents’ (2002). Since then many new developments and initiatives have been recorded at the member state level.

Gender budgeting is about changing public budgets so that they contribute to the aim of gender equality. Budgets are pivotal to the policy-making. If the commitment towards gender mainstreaming is taken seriously, i.e. to integrate a gender dimension into all policy areas, then gender sensitive budgets should be the first gender mainstreaming initiative to be taken.

## **2.4. Gender Budgeting for gender mainstreaming and good governance**

Moreover, in recent years, and especially in the context of globalisation, there has been a resounding call for measures of good governance. The “White Paper on Governance in the

<sup>18</sup> Rhonda Sharp (2002) “Gender Budgets, Financial Markets and Financing for Development”, a video conference.

European Union" (2001), for example, mentions that the Union should "seek to apply the principles of good governance" and calls upon the EU to open up "the policy-making process to get more people and organisations involved in shaping and delivering EU policy" and to promote "greater openness, accountability and responsibility for all those involved."<sup>19</sup> Introducing gender-sensitive budget analysis is, among other measures, a way of introducing more participation, transparency and accountability in budgetary policies. Gender budgeting is therefore an integral part of good governance strategy.

## **2.5. Gender budgeting on the European level**

In 2008 the European Commission Directorate-General for Budget commissioned a study to assess the feasibility and options for the introduction of elements of gender budgeting into the EU budgetary process<sup>20</sup>. It confirmed that despite its unique features, the EU budget is suitable for gender budgeting and that gender budgeting can be applied at all steps of the budgeting process from the planning and preparation to the auditing and evaluation of the EU budget. The approach need to be adopted at first in the MFF and then in the annual SPP (Strategic Programming and Planning Cycle<sup>21</sup>), because of the fixed nature of the budgets over the financial framework period. In the study it was highlighted that Commission officials as well as participants in the focus group for the study support agreed that the analysis of the gender dimension in the budgetary process ought to take place especially in the planning phase for the subsequent multi-annual financial framework.

The MFF will be adopted by the Council by a special legislative procedure after consent of the European Parliament, and the different financial instruments for the implementation of the MFF will be adopted by the ordinary legislative procedure.

The present study is therefore an exercise that anticipates the actual introduction of gender budgeting in the budgetary process of the European Union. This seems still a final goal far from being achieved. For introducing gender budgeting, an extensive and profound analysis and research from a gender perspective would have to be conducted by all Commission DGs already at the planning stage of the MFF. In particular, these exercises should be conducted by qualified personnel with the necessary skills and expertise.

## **3. METHODOLOGY**

### **3.1. The overall approach**

The overall goal of the assignment is to provide the FEMM Committee with an overview of the potential impact of the European Commission proposals on women's rights and the advancement of gender equality within the MFF with respect to Economic Independence, Fundamental Rights, External Relations, Health/Well-being/Environment, Education and Training. The analysis aims to present the financial instruments proposed and shall make use of gender budgeting principles.

On the basis of the overview of gender budgeting instruments and tools presented in the previous section 2., the following original methodological approach common to the 5

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<sup>19</sup> EC COM(2001) 428 final. Available at: [http://eur-lex.europa.eu/LexUriServ/site/en/com/2001/com2001\\_0428en01.pdf](http://eur-lex.europa.eu/LexUriServ/site/en/com/2001/com2001_0428en01.pdf).

<sup>20</sup> Study to assess the feasibility and options for the introduction of elements of gender budgeting into EU budgetary process. European Commission DG Budget Specific contract ABAC 132007, under framework Contract BUDG 06/PO/01/Lot 002?ABAC-101922.

<sup>21</sup> See [http://ec.europa.eu/atwork/cycle/index\\_en.htm](http://ec.europa.eu/atwork/cycle/index_en.htm).

Briefing Papers that is tailored on the specific requests of the FEMM Committee of the European Parliament has been elaborated. It aims at:

- identifying the implicit and explicit gender issues;
- identifying the allied resource allocations; and;
- assessing whether the policy will continue or change existing inequalities between men and women (and groups of men and women) , boys and girls and patterns of gender relations.

The approach adopted can be considered as a Gender-aware policy appraisal<sup>22</sup> type, following the gender budgeting methodology classification laid down by Elson<sup>23</sup>, in order to develop an analysis which reflects an understanding of the policy's gendered implications.

The methodology seeks to answer to three Research Questions:

1. WHO will benefit from the policy intervention?
2. HOW MUCH will be allocated for the policy intervention? AND HOW will it be allocated among the different financial tools of the European Union?
3. WHAT is the potential gender impact of the policy intervention?

In correspondence, the research will proceed in three steps:

1. Context Analysis (WHO?);
2. Gender budget analysis of the budget allocated for the policy intervention (HOW MUCH AND HOW?);
3. Potential Gender-Impact Assessment (WHAT?).

In the following section we discuss the methodological steps in further details.

### **3.2. Context Analysis**

First, a Context Analysis is carried out, in order to identify and quantify the gender equality challenges for each of the five themes (Gender-sensitive objectives) across the European Union. The main elements that need to be identified in the Context Analysis are<sup>24</sup>:

- a) the main differences for women and men in the outcome of the theme-related policies;
- b) the likely causes of the inequalities identified under a), with particular focus on inequalities of resources (money, time, space, information, political and economic power, qualifications, transport, and use of public services);

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<sup>22</sup> The techniques that can be utilized to develop Gender-aware policy appraisal include:

- a checklist of questions for assessing the policy, including checking the gendered assumptions of the policy against the evidence;
- a discussion of events, activities and associated budget allocations generated by the policy; and
- checking the policy against its stated aims and performance objectives.

<sup>23</sup> For more details see: Elson, D. (1997), 'Tools for gender integration into macroeconomic policy' in Link in to Gender and Development, 2, Summer, p.13. See also Budlender D. and Sharp R., (1998) How to do a gender-sensitive budget analysis: Contemporary research and practice, Commonwealth Secretariat available at: [http://www.thecommonwealth.org/shared\\_asp\\_files/uploadedfiles/%7B1171EF87-2C5C-4624-9D76-B03CF35F4E65%7D\\_AusAIDTr.pdf](http://www.thecommonwealth.org/shared_asp_files/uploadedfiles/%7B1171EF87-2C5C-4624-9D76-B03CF35F4E65%7D_AusAIDTr.pdf).

<sup>24</sup> The present classification Gender Impact Assessment, EC, Internet-based collection of materials for Evaluating Socio Economic Development, available at: [http://ec.europa.eu/regional\\_policy/sources/docgener/evaluation/evalsed/sourcebooks/method\\_techniques/conducting\\_impact\\_assessments/gender/index\\_en.htm](http://ec.europa.eu/regional_policy/sources/docgener/evaluation/evalsed/sourcebooks/method_techniques/conducting_impact_assessments/gender/index_en.htm).

- c) the main norms and values which influence gender roles and the gender division of labour (gender stereotypes), in order to assess the potential impact that policy interventions may have for their modification;
- d) the direct or indirect potential impact of policies on inequalities in society.

The Context Analysis on the specific theme has been conducted by a systematic work-desk review on existing documents and data. At this step also future risks and past trends have been taken into account to determine the main priorities to be considered in the policy intervention to actively promote gender equality and increase positive impact on women and men. This analysis will be supported by sound and recent data and information that are already available.

At the end of the Context Analysis, a list of 'Gender-sensitive Objectives', that are expected to be taken into consideration within the MFF for the specific theme, is presented. This 'Gender-sensitive Objectives' list is compared to the 'Gender-sensitive Objectives' that can be highlighted in the 'EU 2020 Strategy' and in the 'Strategy for equality between women and men 2010-2015' for the specific theme in **"Table 1: Gender Objectives for the specific theme"**. The MFF, in fact, is designed to deliver the goals of the EU 2020 Strategy<sup>25</sup> therefore the documents related to the EU2020 Strategy are the main reference for the analysis of the MFF goals, while the Strategy for Equality 2010-2015 is the main reference for the EU approach to gender equality.

"Table 1: Gender Objectives for the specific theme" provides very useful information on the two strategies as it shows the correspondence between the 'Gender-sensitive Objectives' for the specific theme emerged from the Context Analysis and those contained in the Strategy for Equality 2010-2015 and in the Strategy EU 2020. It also shows whether and to what extent the 'Gender-sensitive Objectives' highlighted in the two strategies are going to be implemented according to the MFF

The Table follows the structure below (the X in the table represent a sample of the final result):

**Table 1: Gender Objectives for the specific theme**

Gender Objective	Context Analysis	Strategy for Equality 2010-2015	EU 2020 Strategy
Gender Objective 1	X	X	
Gender Objective 2	X	X	X
Gender Objective....	X		X
Gender Objective x	X		

<sup>25</sup> "This is an innovative budget. I invite you to look beyond the traditional headings and focus on how throughout the budget we will deliver the Europe 2020 goals that we have collectively defined". In "A Budget for Europe 2020" Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions page 1:  
[http://ec.europa.eu/budget/library/biblio/documents/fin\\_fw1420/MFF\\_COM-2011-500\\_Part\\_I\\_en.pdf](http://ec.europa.eu/budget/library/biblio/documents/fin_fw1420/MFF_COM-2011-500_Part_I_en.pdf).

### 3.3. Gender analysis of the budget allocated for the policy intervention adopting a gender budgeting methodology

In a second step, an overall gender budget-based evaluation of the programmes and financial instruments of the MFF for the Gender Sensitive Objective identified above has been carried out provided that the information available has been sufficient. More specifically the analysis has been conducted adopting a desk-based research in three sub-steps:

- a. Discussing, if the information available will be sufficient<sup>26</sup>, the choice of each financial instruments adopted to fund the policy intervention focusing on:
  - i. how the total amount is allocated among the financial instruments;
  - ii. whether the programming documents already available for each financial instrument reflect the gender perspective or not and to what extent;
  - iii. the policy interventions by different Gender Sensitive Objective and corresponding financial instrument so as to highlight the amount provided for each Gender Objective.
- b. Assessing<sup>27</sup>, if the information available has been sufficient:
  - i. the expected adequacy of each financial instrument in internalising the overall 'gender strategy'<sup>28</sup> (mainly extrapolating information from existing gender evaluations of each financial instrument for the previous programming period and apply this information to the present one);
  - ii. and the expected effectiveness of each financial instrument in internalising the overall 'gender strategy' (mainly extrapolating information from existing gender evaluations of each financial instrument for the previous programming period and apply this information to the present one).
- c. Summarising, if the information available have been sufficient, the results of the previous step and formulate an overall judgment on the adequacy and effectiveness of the overall 'gender strategy' in the MFF.

<sup>26</sup> Information available by policy issue on the EC web-page [http://ec.europa.eu/budget/reform/commission-proposals-for-the-multiannual-financial-framework-2014-2020/index\\_en.htm](http://ec.europa.eu/budget/reform/commission-proposals-for-the-multiannual-financial-framework-2014-2020/index_en.htm).

<sup>27</sup> The analysis will also take fully into account the specific European context framing the MFF 2014-2020. Specifically, the Commission Communication introducing the 'Budget for Europe 2020' (available at [http://europa.eu/press\\_room/pdf/a\\_budget\\_for\\_europe\\_2020\\_en.pdf](http://europa.eu/press_room/pdf/a_budget_for_europe_2020_en.pdf) ) makes clear that the document is attempting to break new ground in many respects, as well as to correct shortcomings of the previous approach. The 'Budget for Europe 2020' document stresses two aspects: (a) synergy with national budgets in an attempt to magnify the leveraging potential of Community expenditure and (b) simplification in those administrative procedures which may have served as entry barriers for smaller applicants. These differences in approach could have important implications for the gender impact of expenditure, compared to the previous situation. For example, simplified procedures may allow an impact free of gender bias of a particular instrument. In contrast, the emphasis on efficiency and conditionality may imply that some candidates may be unable to compete, unless they benefit from actions promoting administrative capacity which are envisaged in the Commission document.

In practice this means that the gender budgeting exercise should also compare the impact of the new programme with that of the one currently in operation (2007-2013).

<sup>28</sup> Here, gender strategy is the result of the combination of gender mainstreaming and positive action. It should be highlighted that, after evaluation of the previous programming period, positive action has been reduced in favour of enhanced gender mainstreaming which was supposed to become the only strategy for promoting equal opportunities for women and men in the future. However, this choice has been largely debated since, as expectations were not met. Some take the view that gender mainstreaming, aimed at transforming policies by introducing a gender equality perspective at all levels and in all policy areas has rather been used as an alibi for neutralizing positive action; see among others M. Stratigaki 'Gender Mainstreaming vs Positive Action An Ongoing Conflict in EU Gender Equality Policy' in *European Journal of Women's Studies* 12, 2 (2005), 165-186.

Information collected at this step including the budgetary dimensions when sufficient are summarised in **"Table 2: Budgeting Gender Objectives"** that follows the structure below:

**Table 2: Budgeting the Gender Objectives**

Policy/ financial instrument	Policy/ financial instrumen t 1	Policy/ financial instrumen t 2	Policy/ financial instrumen t ...	Policy/ financial instrumen t x	Summary (by Gender Objective)
Gender Objective 1	Amount provided	Amount provided	Amount provided	Amount provided	Total Amount provided
Gender Objective 2	Amount provided	Amount provided	Amount provided	Amount provided	Total Amount provided
Gender Objective....	Amount provided	Amount provided	Amount provided	Amount provided	Total Amount provided
Gender Objective x	Amount provided	Amount provided	Amount provided	Amount provided	Total Amount provided
Summary (by policy/financial instrument)	Total Amount provided	Total Amount provided	Total Amount provided	Total Amount provided	Total Amount provided

In the 5 briefing papers, this table provides for an overall view on the degree of application of a gender strategy with particular attention to gender mainstreaming. As mentioned above, in many official documents of the EU it is strongly recommended to implement a gender mainstreaming strategy at every single step of the policy-making procedure (design, implementation and evaluation).

Unfortunately, in some cases information available has not been sufficient to complete the table. As this information is very important for the assessment of gender equality, the European Commission should be able to provide this information in the future.

### 3.4. Potential Gender-Impact Assessment

In the third and final step and when the information available has been sufficient a potential Gender-Impact Assessment of proposed policy interventions on 'Gender-Sensitive Objectives' identified for each specific theme during the first step (Context Analysis) has been carried out. This has been done by identifying/capturing the potential impact of relevant proposed policy within the MFF and related single documents for each specific theme. To this aim, two sub-steps have been considered:

- 1- assessment of the potential direct impact of the policy interventions on each Gender Sensitive Objective;
- 2- assessment of the potential indirect impacts of the policy interventions on each Gender Sensitive Objective.

On the basis of this analytical description, the synthetic assessment of the gender impact is elaborated and, if applicable, also its magnitude.

The impact can be:

- positive;
- negative;
- no impact;
- no info available;
- counterbalancing impact (both positive and negative).

As regards its magnitude, it can be:

- very high;
- high;
- average (impacting similarly on all women and men);
- no info available.

In addition and when the information has been sufficient, an additional Gender Impact Assessment has been carried out by formulating Specific Questions according to the following criteria:

- Relevance (to what extent are the programme objectives justified in relation to the Gender Sensitive Objective?);
- Effectiveness (to what extent Gender Sensitive Objectives can be achieved or the expected effects be produced? Could "more or better" effects be obtained by using different instruments?);
- Adequacy (are the policy interventions adequate to the Gender Sensitive Objective?);
- Efficiency (will the objectives be achieved at the lowest cost?);
- Utility (will the expected or unexpected effects be globally satisfactory from the point of view of direct or indirect beneficiaries?);
- Sustainability (will the results and impacts including institutional changes durable over time? will the impacts continue if there is no more public funding?).

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## BRIEFING NOTE ON ECONOMIC INDEPENDENCE

### 1. CONTEXT ANALYSIS

#### 1.1. The starting point: describing the context

Before embarking on a detailed analysis of interventions and budget allocations it is important to take stock of the starting point, in order to be able to gauge the effect and relative importance of the initiatives covered.

**Economic independence of women and men** is possibly the oldest of the gender-sensitive goals on which progress over time shows a string of successes<sup>29</sup>. This progress is the result of *two* kinds of developments: long term structural changes to the economy and society, on the one hand, and conscious policy interventions, on the other. Some policy interventions can work to unblock societal changes, in which case budget outlays can be one-off and need not continue through time. *Other*, less well-designed, policy interventions achieve their targets only if expenditure continues through time<sup>30</sup>. It is the task of evidence-based policy making to use the diagnosis of the problem (characterisation of the obstacles to economic independence at the starting point, as well as the reasons for those obstacles), in order to select and design programmes that will have a lasting effect. Policies towards economic independence should unlock people's potential; they should not spend funds simply to prevent roll-back through subsidies.

#### 1.2. Gender inequality in the area of economic independence

The economic situation of women may be summarised as follows<sup>31</sup>:

- A. Taking the long view, more women are in paid work: Women's employment rates have markedly increased since the mid-90s.
- B. Despite this progress, gender gaps persist: women's employment rates vary widely across countries,
- C. Employment rates are low for mothers of young children.
- D. Similarly, the proportion of single mothers in paid employment is higher than that of partnered mothers but they face higher poverty risk.
- E. Women work less than men and fewer women are entrepreneurs.
- F. Women earn less than men (wage gap and pensions inequalities).
- G. Women are poorer than men.
- H. Finally, the current financial crisis is affecting gender inequality in complex ways, some yet to become fully visible.

<sup>29</sup> Annex 1 reproduces the legal basis used in the context of Gender Equality, starting from the Treaty of Rome. Progress is surveyed in COM (2009) 694 final, 18.12.2009. 'Equality between women and men -2010'. European Commission. Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2009:0694:FIN:EN:PDE>. Also Goldin, C. (2006). The Quiet Revolution that Transformed Women's Employment, Education and Family. *American Economic Review*, 96, 1–21.

<sup>30</sup> In the 'infant industry' argument in international economics, subsidies can be used to overcome an initial disadvantage, and can then be withdrawn.

<sup>31</sup> Gender gaps are the most well-documented statistical findings. See, inter alia: EGGsIE (2006) 'The gender pay gap. Origins and policy responses. A comparative review of thirty European countries.' The co-ordinators' synthesis report prepared for the Equality Unit, European Commission. Available at: <http://www.bka.gv.at/DocView.axd?CobId=20551>, Chichilnisky, G. (2008). The Gender Gap. In Bettio & Verashchagina (eds.) *Frontiers in the Economics of Gender*, Routledge Siena Studies in Political Economy; 2008. p. 57-75.

In important areas relevant for economic independence, women are disadvantaged compared to men - '*gender gaps*' remain. They have a higher rate of unemployment, a higher share in flexible and part-time work<sup>32</sup>, shorter working hours and, as a result of the occupational segregation of the labour market, women tend to be employed in sectors with lower wages<sup>33</sup>. For these (and other) reasons, women are more likely to be labour market outsiders. Besides, disadvantage in the labour market goes hand in hand with disadvantage in the allocation of non-paid work (mainly care) undertaken inside the household.<sup>34</sup>

Although employment is the most common foundation for economic independence, non-labour income should also be taken into account. Income from property (for working age people) accrues mostly to men, possibly also reflecting the distribution of power inside families. There exists some evidence of differential rates of return to assets (possibly due to differences in risk aversion)<sup>35</sup>. Despite much improvement over time, it can still be observed that social transfers in the framework of social protection systems favour male breadwinners<sup>36</sup> (e.g. in the field of housing or in pension systems<sup>37</sup>).

Despite the gradual eclipse of those older sources of disadvantage, gender equalities remain<sup>38</sup>. The most important underlying cause for this persistence of gender inequalities is the gender division of labour *within* the household, chiefly in the field of care. Women have to carry a 'double burden', being more active in paid labour, while not seeing their responsibilities for unpaid work lightened or shared.<sup>39</sup> This can affect their access to resources, restricting, for example, their availability for training schemes, etc. Similarly, work organization within firms and institutions may also reflect out-dated gender roles and play a part in current gaps. In general, 'path dependence'<sup>40</sup> frequently implies that past inequities continue having an effect for long periods.

<sup>32</sup> Lyberaki, A. (2011) *Gender Aspects of the Economic Turndown and Financial Crisis*. Directorate General for Internal Policies. Policy Department C: Citizen's Rights and Constitutional Affairs: Gender Equality. European Parliament. Available at: <http://www.europarl.europa.eu/document/activities/cont/201110/20111020ATT29944/20111020ATT29944EN.pdf>.

<sup>33</sup> Bettio, F and Verashchagina, A. (2009) '*Gender segregation in the labour market: root causes, implications and policy responses in the EU*', *EC's Expert Group on Gender and Employment*. Luxembourg: Publications Office of the European Union.

<sup>34</sup> Francavilla, F., Giannelli, G.C., Grotkowska, G, Piccoli, L., Socha, M.W. (2010), *Women and Unpaid Family Care Work in the EU*, Policy Department Citizens' Rights and Constitutional Affairs, European Parliament. Available at: [http://www.psi.org.uk/pdf/2010/women\\_unpaid\\_work.pdf](http://www.psi.org.uk/pdf/2010/women_unpaid_work.pdf).

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<sup>35</sup> C.C.Eckel and P.J. Grossman, 2008, 'Men, women and risk aversion: Experimental evidence' in Handbook of Experimental Economics Results, Volume 1, [http://aysps.gsu.edu/isp/files/isp\\_ind\\_3.pdf](http://aysps.gsu.edu/isp/files/isp_ind_3.pdf)

<sup>36</sup> Boeri, T. (2002) '*Let Social Policy Models Compete and Europe Will Win*'. Paper presented at a Conference hosted by the Kennedy School of Government, Harvard University, 11–12 April. Cha, Y. and Thébaud, S. (2009) Labor Markets, Breadwinning and Beliefs: How Economic Context Shapes Men's Gender Ideology, *Gender and Society*, 23 (2): 215-243.

<sup>37</sup> Such issues are examined in the course of the Open Method of Coordination on Social inclusion <http://ec.europa.eu/social/main.jsp?langId=en&catId=750>.

<sup>38</sup> ILO (2010) 'Women in labour markets: Measuring progress and identifying challenges'. International Labour Organisation, March 2010.

<sup>39</sup> EIGE (2011) 'Main Findings: Review of the Implementation of the Beijing Platform for Action: Women and the Economy'. Available at: <http://www.eige.europa.eu/sites/default/files/Review%20of%20the%20Implementation%20of%20the%20BPfA%20Women%20and%20the%20Economy%20Reconciliation%20of%20Work%20&%20Family%20-Main%20findings.pdf>.

<sup>40</sup> P.Pierson, 2000, Increasing Returns, Path Dependence and the Study of Politics, *American Political Science Review*, pp 251-267.

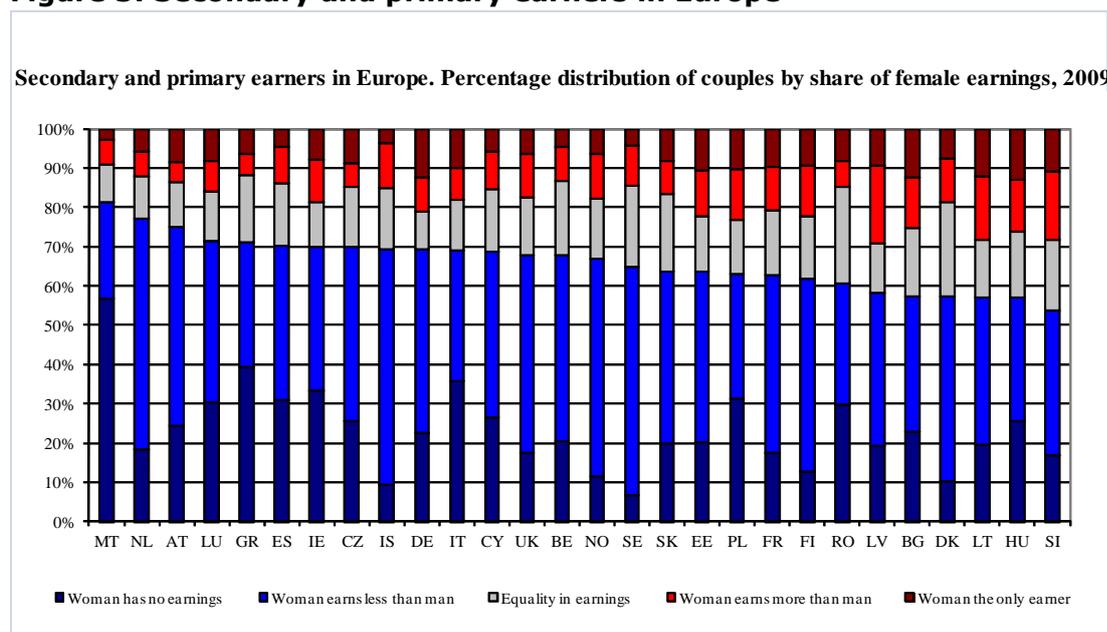
These sources of disadvantage are not uniformly distributed across the population. They coalesce in multi-dimensional and self-reinforcing inequality affecting *specific* population groups.

Taking these facts into account, four population groups can be identified for whom policy-making has most to offer:

- a. Women pensioners whose pensions accumulate the consequences of a lifetime's unequal treatment.
- b. Low income single mothers.
- c. Women entrepreneurs or women starting a business.
- d. Unemployed women entitled to low income-replacement in social transfers.

Finally, it has to be noted that statistics on the distribution of cash income and poverty by gender greatly underestimate the extent of disadvantage faced by women as they usually assume that, intra-family distribution is equal.<sup>41</sup> Figure 1 on intra-household distribution, (derived from the Survey of Income and Living Conditions), approaches this issue by examining the identity of the primary earner in households. The differences apparent in the figure are the result of three gender gaps: in participation in the labour market, in hours worked and in wages.<sup>42</sup> Economic independence, by eliminating this invisible discrimination, has greater leverage than is apparent in usual income distribution analyses.

**Figure 3: Secondary and primary earners in Europe**



**Source:** courtesy of Bettio-Verashchagina, ongoing research

<sup>41</sup> Household surveys have no way of attributing non-employment income to one household member than another. They thus, *of necessity*, assume that the income is distributed inside the household equally. For this reason poverty statistics on gender must be treated with great care.

Eurostat (2011) 'Statistics on income, social inclusion & living conditions', European Commissions Statistics website, available at:

[http://epp.eurostat.ec.europa.eu/portal/page/portal/income\\_social\\_inclusion\\_living\\_conditions/data/database](http://epp.eurostat.ec.europa.eu/portal/page/portal/income_social_inclusion_living_conditions/data/database).

<sup>42</sup> Only working couples with at least one member earning labour income were selected. Note also that the data are drawn from EU-SILC 2009 and refer to income in 2008; they may reflect the impact of the crisis (in particular a decrease in two earner couples and an increase in female breadwinners couples has taken place between 2007 and 2008). Equality of earnings refers to all those couples where she earns between 45 and 55% of the combined labour income. She earns less if below 45%, more if above.

### 1.3. Likely causes of inequalities in economic independence

Problems in economic independence used to be interpreted by some commentators as a consequence of technological aspects of production<sup>43</sup>, as an 'objective' foundation to a pervasive occupational segregation<sup>44</sup>; this, in turn, affected wage structures and power relations. Equally, for older cohorts of women, many gender gaps reflected other exogenous factors such as weaker labour market attachment, lower educational attainment and lack of skills<sup>45</sup> – a fact which might explain part of gender inequality in pension income. Though these kinds of factors still affect older cohorts, there is general agreement that their relative significance is waning. Technology is more scale - and gender-neutral -, changes in the structure of demand favour female-dominated occupations, while traditional educational inequalities have all but disappeared and come across in new forms.

Finally, social protection and pension systems of some Member States continue to differentially encourage women to retire early<sup>46</sup>, hence condemning them to living with a low pension. This may be an instance of a more general problem exhibited by insufficiently modernized social protection system which may still implicitly be built on the 'male breadwinner' model.

### 1.4. Gender stereotypes and roles

Many of the above disadvantages stem from certain views about appropriate gender roles, and, in turn, reinforce them. These roles are implicit and change much slower than the conditions that originally supported them. They can thus be more resistant to change and their influence may reappear in times of crisis. Chief among these is 'the male breadwinner model' and the associated image of the woman as a secondary earner. In the 1930s depression, the reassertion of these stereotypes clawed back much of the gains made by women since the Great War<sup>47</sup>; there is a danger that the current financial crisis may similarly roll back some of the progress of the last twenty years.<sup>48</sup> Even today, the greater visibility that layoffs and unemployment receive if they relate to men may be interpreted as a possible danger sign.

Gender stereotypes also support occupational segregation which is the underlying reason of many gender inequalities. Women and technology is a case in point, affecting both supply of labour by women and demand for workers by firms.

<sup>43</sup> S.Albanesi and C. Olivetti, 2007, Gender Roles and Technological Progress, NBER Working Paper.

<sup>44</sup> Bettio, F. (2008) 'Occupational segregation and gender wage disparities in developed economies: Should we still worry?' in F. Bettio and A. Verashchagina (eds), *Frontiers in the economics of gender*, Routledge Siena Studies in Political Economy, Routledge: 267–285.

<sup>45</sup> Sigle-Rushton, W. and Waldfogel, J. (2007). 'Motherhood and women's earnings in Anglo-American, Continental European, and Nordic Countries', *Feminist Economics*, 13, 55-91.

COM (2007) 424 final 'Tackling the pay gap between women and men', European Commission. Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2007:0424:FIN:EN:PDF>.

<sup>46</sup> e.g. Joint Report on Pensions:

[http://ec.europa.eu/economy\\_finance/publications/occasional\\_paper/2010/pdf/ocp71\\_en.pdf](http://ec.europa.eu/economy_finance/publications/occasional_paper/2010/pdf/ocp71_en.pdf).

<sup>47</sup> Goldin, C. 2006, 'The Quiet Revolution That Transformed Women's Employment, Education, and Family', Richard T. Ely Lecture, A.E.R. Papers and Proceedings, vol 96, pp 1-21.

<sup>48</sup> Bettio, F and Verashchagina, A. (2011) 'Crisis and Recovery in Europe. Labour Market Impact on Men and Women', EC's Expert Group on Gender and Employment. Draft version, November 2011.

## 1.5. The role of policies in the field of economic independence

In a society, such as ours, where most goods are commodities bought and sold in markets, possessing an independent income is the surest route towards economic independence, as well as towards avoiding material deprivation<sup>49</sup>. Avoiding deprivation and being financially independent are not only factors promoting well-being, *in themselves*, but also constitute key inputs in individual liberty. This conclusion is reinforced when we consider that economic independence of women also affects the 'invisible' distribution of resources and freedom *within* the household; it is thus of greater significance than if we simply considered inequality of cash incomes on its own.

## 1.6. The broader policy context for the planning period

The Multiannual Financial Framework 2014-2020 (MFF henceforth) will unfold at a time when policy has to meet major challenges, which distinguish it from previous periods. These challenges can be divided into long-term (secular) trends and macroeconomic medium-term considerations linked to the exit of the current financial crisis.

- (a) Long term secular trends: Population ageing will accelerate in Europe with associated effects on pensions, long-term care, health and the size of households; in technology the trend towards greater gender neutrality is likely to continue. The long term trend for *overall* economic inequality to rise will also, most likely, persist<sup>50</sup>; so, the pursuit of greater *gender* equality will probably have to be undertaken in the context of rising *overall* inequality.
- (b) Macroeconomic effects of the crisis: The planning period 2014-2020 is likely to play a key role in the context of the EU establishing a new growth path, after the vicissitudes of the current financial crisis. In this context, reconciling economic convergence with the pursuit of competitiveness will be an essential *desideratum* of policy making. In this context, raising the low participation rate of women in the labour market can be a factor simultaneously furthering *both* objectives. Low women's participation tends to be a feature of countries where competitiveness is also low; promoting women's employment will therefore strengthen cohesion, gender equality *and* competitiveness. The promotion of greater equality between men and women should be accorded strategic long-term importance, not only for itself, but also for reasons of *macroeconomic* and *cohesion* policy. Some retrenchment policies, in the context of the European Semester, could jeopardise this target, by, for example, curtailing the kind of social services which enable mothers to combine work and family responsibilities. Such policies are short sighted and, in anything other than the short-term, counterproductive.

Furthermore, the macroeconomic crisis is, in many cases, altering the way that long term trends operate in European societies. An example is migration, which can be seen as a greater challenge during the crisis than in the past, especially in view of larger flows of 'independent' female migrants. While migration may be a factor of emancipation in source

<sup>49</sup> Commission of the European Communities, 2006, *Joint Report by the Commission and Council on Social Protection and Social Inclusion*. Directorate of Employment, Social Policy, Health and Consumer Affairs. Commission of the European Communities, 2007, *Joint Report by the Commission and Council on Social Protection and Social Inclusion*. Directorate of Employment, Social Policy, Health and Consumer Affairs.

<sup>50</sup> OECD (2011) *Divided we stand. Why Inequality keeps rising*, Paris, OECD. According to this recent overview of long term inequality trends, the main driver for overall inequality were technology and globalization. Increasing female participation acted as a factor ameliorating inequality in all countries (p.34).

countries, in destination countries it may reinforce the double discrimination of female migrants as women and as foreigners.<sup>51</sup>

## 2. GENDER OBJECTIVES FOR ECONOMIC INDEPENDENCE

**A note on Methodology:** the Context Analysis has given us an indication of what needs to be done to deal with gender-based inequalities – i.e. analytical gender objectives. Using this as a starting point, we need to see how (a) EU *programme* statements tackle the underlying gender analytical objectives and (b) how EU financial *instruments* apportion budget funds among the various programme objectives. Thus a three stage process results, which is clarified in the following graphical schema:



- Stage 1: Are the gender objectives that result from analysis reflected **in programme statements (i.e. Europe 2020<sup>52</sup> and Strategy for Equality<sup>53</sup>)**? If so, in what form (Table 3)?
- Stage 2: How are the objectives of the **financial instruments, which the programme utilizes in order to tackle** its gender objectives (e.g. ESF, EGAF etc)?
- Stage 3: How are the **amounts budgeted** in the financial instruments distributed among the *analytical* objectives (*left* panel of the graphical schema)?

Stage 3 would correspond to full gender budgeting. However, in the present case, the detailed information necessary to produce a full correspondence between budget proposals and analytical objectives is not available. What can be attempted directly is to produce a correspondence between budget amounts and objectives of the *financial instruments* (and not directly the analytical objectives) (Table 4. on Budgeting Gender Objectives). In order to provide a bridge between the programme instruments and the underlying analytical gender objective, Table 5. produces a correspondence between the *instrument* goals and the gender objectives that were derived from the context analysis.

<sup>51</sup> Lyberaki, A. (2011) "Migrant Women, Care Work and Women's Employment in Greece", *Feminist Economics*, 17 (3): 103-131.

<sup>52</sup> COM (2010a) 2020 final, 3.3.2010. "Europe 2020: A strategy for smart, sustainable and inclusive growth", Communication from the Commission, European Commission.

<sup>53</sup> COM (2010b) 491 final, 21.9.2010. "Strategy for Equality between women and men 2010-2015", Communication from the Commission, European Commission.

The analytical gender objectives of **Table 3** reflect the context discussion<sup>54</sup>. The table shows how they are reflected in the two key programme statements: The EU 2020 Strategy and the Strategy for Equality 2010-2015.

It is worth noting that the EU 2020 Strategy contains wording that can encompass most of the major areas highlighted in the context analysis. However, in most cases gender remains in the background, being mentioned as an independent factor far less explicitly than in the Strategy for Equality. Thus, though gender cannot be said to be absent in the objectives, it is approached in an oblique and indirect manner. Gender could be there, but its presence must frequently be inferred.

Please see also the detailed gender objective tables of Annex 4.

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<sup>54</sup> They reproduce (with minor additions) the objectives highlighted in the Commission document "Report on the progress of Equality between Women and Men", op.cit.

**Table 3: Analytical Gender objectives for economic independence in EU2020 and Strategy for Equality (Programme Statements)**

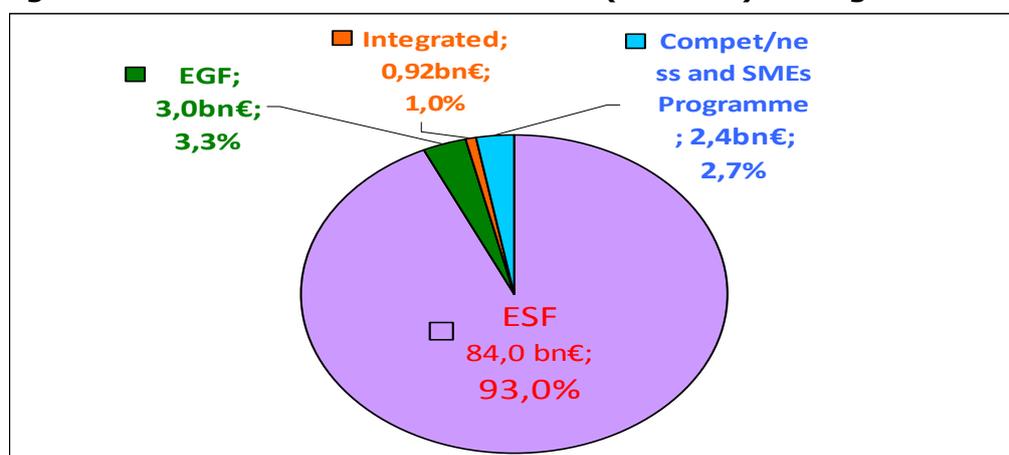
<b>Analytical Gender Objectives</b>	<b>Context Analysis</b>	<b>EU 2020 Strategy</b>	<b>Strategy for Equality 2010-2015</b>
<b>1. Gender equality and employment</b>			
1a Narrow gaps in employment participation	X	X 75% target for women and men	X 75% target for women and men
1b Reduce the gender pay gap	X		X No target
1c Reduce occupational segregation	X	'New skills', For both genders	X
1d Tax and benefit systems (financial disincentives)	X	'Modernisation of social protection systems	Active ageing 'Modernisation of social protection systems.'
1e Gender-sensitive analysis of the labour market	X	No mention of gender in 'Stronger Governance' section	Tools of gender equality
1f Self-employment and entrepreneurship	X		X No target
<b>2. Reconciliation between work and family life</b>			
2a Quality care for children	X	X Report on member state performance	X for Member States
2b Quality care for elderly and other dependants	X	Carers' leave?	X
2c Parental leave	X		Consultation with social partners
<b>3. Promoting social inclusion and gender equality</b>			
3a Securing equal access to employment (enabling services)	X		X No target
3b Problems faced by aged women	X	Active ageing (no gender reference)	Active ageing Pension measures
3c Multiple disadvantages of particular groups	X	Member States in context of Open Method of coordination	X Older women
3d Immigrants and ethnic minorities	X	gender not mentioned	X
<b>4.Preventing gender-based violence</b>			
4a Intra family violence	X		X
4b Trafficking and exploitation	X		
<b>5.Transforming commitment into action</b>			
5a Decision making structures	X	"Stronger Governance section	X Some targets set
5c Monitoring progress and gender awareness	X	" does not mention gender	X Annual report

### 3. GENDER ANALYSIS OF THE BUDGET ALLOCATION AND OF THE FINANCIAL TOOLS

#### 3.1. Financial instruments chosen to fund the policy interventions

The Budget for Europe 2020 states that “a European employment and social inclusion initiative will be set up through joint action in the fields of education and vocational training, employment and inclusion”.<sup>55</sup> Funding in this area will be delivered through three main instruments: **a)** the European Social Fund (**ESF** henceforth)<sup>56</sup>; **b)** the European Globalisation Adjustment Fund (**EGAF** henceforth)<sup>57</sup> and **c)** An integrated programme (direct management) for employment, social policy and inclusion (Programme for Social Policy and Inclusion - **PSCI** = henceforth)<sup>58</sup>. A further 400 million will be added from autonomous budget lines. In addition the Competitiveness and SMEs programme<sup>59</sup> promotes some gender sensitive objectives<sup>60</sup>.

**Figure 4: Allocation of the total amount (€90.3bn) among instruments**



Each financial instrument has its own objectives, which should promote the programme statements of the key documents. The ESF has 5 main policy objectives (itemised in Table 4, (which subdivide further into 18 separate items - Annex 2).

Table 5 attempts to produce a correspondence of the two – showing which analytical gender objective is supported by which financial instrument. We see that ESF covers

<sup>55</sup> COM (2011a) 500 final, 29.6.2011. ‘A budget for Europe 2020: Part II’. Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Available at: [http://europa.eu/press\\_room/pdf/a\\_budget\\_for\\_europe\\_2020\\_-\\_part\\_ii\\_policy\\_fiches\\_en.pdf](http://europa.eu/press_room/pdf/a_budget_for_europe_2020_-_part_ii_policy_fiches_en.pdf).

<sup>56</sup> COM (2011b) 607 final, 6.10.2011. Proposal for a Regulation of the European Parliament and of the Council on the European Social Fund and repealing Regulation (EC) No 1081/2006 Available at: <http://ec.europa.eu/esf/main.jsp?catId=62&langId=en>.

<sup>57</sup> COM (2011e) 608 final, 6.10.2011. Proposal for a Regulation of the European Parliament and of the Council on the European Globalisation Adjustment Fund (2014-2020) Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0608:FIN:EN:PDF>.

<sup>58</sup> COM (2011d) 609 final, 6.10.2011. The PSCI integrates three programmes: i) Progress (Programme for Employment & Social Solidarity), ii) EURES (European Employment Services) iii) the European Progress Microfinance Facility and extends their coverage. Available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0609:FIN:EN:PDF>.

<sup>59</sup> COM (2011e) 834 final, 30.11.2011. “Proposal for a Regulation of the European Parliament and of the Council: establishing a Programme for the Competitiveness of Enterprises and small and medium-sized enterprises (2014-2020)” Available at: [http://ec.europa.eu/cip/files/cosme/com\\_2011\\_0834\\_proposition\\_de\\_reglement\\_en.pdf](http://ec.europa.eu/cip/files/cosme/com_2011_0834_proposition_de_reglement_en.pdf).

<sup>60</sup> Annex 3 describes the instruments in greater detail.

virtually all the analytical objectives and that all objectives are served by at least one instrument (and frequently more than one).

The instruments' objectives, as stated, are general in nature. For example, the specific actions that 'employment promotion' can range from 'adaptation of workers', to 'active and healthy ageing' to 'modernisation of labour market institutions' while no indication is given of the budget shares of each item. The precise effects of the programme will, however, depend on these financial allocations.

### **3.2. Losing sight of the gender equality objective**

It is important to underline that gender equality – as a conscious and explicit component of economic independence – is largely absent in the statement of instruments objectives. Of the various instruments, only *parts* of the ESF and the Competitiveness & SMEs Programme adopt an *explicitly* gender-aware perspective, which is then reflected in their objectives<sup>61</sup>. EGAF (art 10) and PSCI (p. 5) mention gender in the context of a general non-discrimination article, without integrating it in the objectives. Indeed, to the extent that the EGAF aims to provide support to redundant workers (and farmers) it could be oriented towards men; a lack of gender awareness may mean that this important insight is missed.

According to the 2012 Draft Joint Employment Report<sup>62</sup>, the ESF has an important role in the Europe 2020 strategy, notably in supporting flagship initiatives, such as the European Platform against poverty and Youth on the Move. According to the Draft JER the present ESF finances a number of Operational Programmes while in the next MFF programming period it will concentrate support on Member State policies closely linked with the Integrated Guidelines'. Thus, the ESF is designed for a large part to influence, guide, inspire and direct policies which the Member States pursue and are responsible for.

Given that most actions in the field of economic independence (e.g. social inclusion, education and training) fall within the ambit of subsidiarity, this guiding or paradigmatic role can be of special importance. The ESF (and other Community instruments) in those cases can be seen to be playing a role as a lever for Member States policies, acting as a kind of multiplier. This added value can be expected to be larger in those cases where a Member State lags behind the Community average – i.e. where progress in economic independence is most needed.

In the course of parliamentary scrutiny of the budgetary process, the significance of this multiplicative role of Community instruments cannot be overstressed. The extent and success in this role will depend crucially on decisions taken in the course of determining the precise content of the general financial envelopes, and in the process of implementation by Member States. Drifting away from gender objectives is most likely to occur at those later stages; the payoff of gender monitoring and awareness will have to come in in order to preventing this kind of deviations.

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<sup>61</sup> ESF mentions gender in the context of gender equality actions (Code 69 for 2007-2013). In the Competitiveness & SMEs Programme, only the action promoting entrepreneurship refers to young people and women (see Annex 2).

<sup>62</sup> Draft Joint Empl. Report 2012, p. 13-14.

**Table 4: Budgeting gender objectives for economic independence**

ECONOMIC INDEPENDENCE OBJECTIVES OF FINANCIAL INSTRUMENTS*	MFF 2014-2020: Policy/Financial Instruments					Total estimate 2014-2020 (€b)
	The European Social Fund (Total= € 84 b) <sup>1</sup>		EGAF <sup>63</sup>	An integrated programme for employment, social change and innovation (PSCI)	Competitiveness and SMEs Programme	
	2007-13 % allocation	Estimated amount 2014-2020 ??? (€bn) <sup>2</sup>				
1. employment promotion	43%	37		? see below point 7		€37
2. investment in skills, education & life-long learning	30%	25	?			€25
3. social inclusion & the fight against poverty	20%	17				€17
4. enhancing institutional capacity and efficient public administration	3%	2				€2
5. strengthening gender equality and combating discrimination	3,72%	3				€3
6. Specific support to workers made redundant			(proposed €3bn)			€3 <sup>3</sup>
7. Promoting intra-EU labour mobility and improving access to employment opportunities				EURES Network (Proposed Amount: ≈ €138m in total)		0.138 <sup>3</sup>
8. Competitiveness and SMEs: i) Promotion of internationalisation; (ii) self-employment				European Progress Microfinance Facility (Proposed: €184m in total)	(all measures: €2.4bn)	€2.6 <sup>3</sup>
9. Platform for mutual learning processes to enhance the evidence base for reform design in policy-making and evidence-based social innovation				Progress Programme (Proposed: €554m in total)		0.5 <sup>3</sup>
Summary (by policy/financial instrument)		€84bn	€3bn	€876m + €46m reserve= €923 millions in total	€2.4bn	€90,3bn <sup>64</sup>

<sup>1</sup> For the ESF **only totals are known**. *On the assumption that the composition remains as before, 2007-13 disbursements are used to estimate amounts\*.*

<sup>2</sup> ESF total amount times 2007-13 percentage\*.

<sup>3</sup> Proposed amount\*.

<sup>63</sup> European Globalisation Adjustment Fund.

<sup>64</sup> Note that a further €400m is proposed from autonomous budget lines, resulting in a Total Amount of €90.7bn.

\* For a short presentation of the content of each instrument, see Annex 3.

**Table 5: Correspondence between Goals of Financial instruments (Table 4) and Analytical Gender Objectives (Table 3)**

Analytical Objectives from table 2.1.	Goals from table 3.1.								
	ESF Goals (from Table 3.1)					EGAF	MOB.	PCSI	Platform
	1	2	3	4	5	6	7	8	9
<b>1. Gender equality and employment</b>									
1a Narrow gaps in employment participation	X	X	X				X		
1b Reduce the gender pay gap	X	X	X		X				
1c Reduce occupational segregation	X	X	X		X	X	?		
1d Tax and benefit systems			?	X	?				X
1e Gender-sensitive analysis of labour								X	
1f Self-employment entrepreneurship	X		?			X	?	X	
<b>2. Reconciliation work and family life</b>									
2a Quality care for children	X	X	X						
2b Quality care for elderly and other dependants	?		X						
2c Parental leave									
<b>3. Promoting social inclusion &amp; gender equality</b>									
3a Securing equal access to employment (enabling services)	X	X	X			X	X		
3b Problems faced by aged women	X	?	X		X				
3c Multiple disadvantages of groups	?		X		X				
3d Immigrants and ethnic minorities	X	?	X	X	X		X?		
<b>4. Preventing gender-based violence</b>									
4a Intra family violence			X		X				
4b Trafficking and exploitation					X?				
<b>5. Transforming commitment into action</b>									
5a Decision making structures				X					X
5c Monitoring progress and gender awareness				X	X				X

### 3.3. Assessing the expected adequacy and effectiveness

The assessment of the expected adequacy and effectiveness of each financial instrument is necessarily based on information from existing gender evaluations for the previous programming period (2007-2013) and on the, probably unrealistic, assumption that the financial proportions devoted to particular objectives will stay the same as in the previous planning period. Thus the figures shown in Table 4 can be taken only as indicative.

Indeed, if we take the frequency of mentioning "gender" as an indicator, it might be even reasonable to assume that the proportion of given actions that will be aimed at gender equality may be *lower*. If so, the estimated amounts in Table 4. should more properly be thought as upper limits.

A number of additional points may also be raised:

- Only 3,7% on average for all Member States of the total ESF resources was allocated to *specific* gender-equality actions. In theory, it could be assumed that gender actions have been mainstreamed but there is no direct evidence for this. Therefore, this figure is alarming as mainstreaming combined with a lack of gender awareness could serve as a cloak for tacit downgrading of the gender objective. If gender imbalances are to be exclusively addressed by 3,7% of the budget, progress is unlikely to speed up.<sup>65</sup>
- Analysis of ESF outcomes in the framework of the present programming period, has shown that targets related to employment were more likely to be adopted by Member States<sup>66</sup>. *Other* gender sensitive objectives in relation to poverty, care, empowerment, etc, clearly appear to have been overlooked. This leads to focusing policy too narrowly, and entails the danger of missing the opportunities that a more holistic approach could offer for the elimination of barriers that perpetuate gender segregation.
- Similarly, an examination of the 2000-2006 programming period<sup>67</sup> has indicated that, despite the rhetoric of combating gender inequalities, in many cases, the proportion *actually* allocated to gender-equality action was clearly lower than intended in the programming documents. One of the reasons for this could be failure or inability to translate intentions to specific priorities of the national operational plans aimed at reducing gender inequalities.

<sup>65</sup> Referring to Code 69 of the present ESF programme: Measures to improve access to employment and increase sustainable participation and progress of women in employment to reduce gender-based segregation in the labour market, and to reconcile work and private life, such as facilitating access to childcare and care for dependent persons).

<sup>66</sup> GHK and Fondazione G. Brodolini (2011) "Final Synthesis Report: Evaluation of the European Social Fund's Support to Gender Equality", European Commission, DGEMPL. The report compared the 2007-13 programming period with historical data from 2000-2006. Available at: [http://ec.europa.eu/social/main.jsp?catId=701&langId=en&internal\\_pagesId=616&moreDocuments=yes&tabId=INTERNAL\\_PAGES](http://ec.europa.eu/social/main.jsp?catId=701&langId=en&internal_pagesId=616&moreDocuments=yes&tabId=INTERNAL_PAGES).

<sup>67</sup> Brodolini, *op.cit.*

## 4. ASSESSING GENDER ISSUES ON ECONOMIC INDEPENDENCE AREAS IN THE MFF 2014-2020

### 4.1. Is a larger/more generous budget good news for gender equality?

The proposed Budget (2014-2020) allocates more on ESF (€84bn), compared to the previous period (€75bn in 2007-2013). This represents an increase in real terms of more than 6.5%<sup>68</sup>. Other instruments also contribute more resulting in a total amount of €90.7bn. *However*, there has been a historic tendency for reducing resources addressing gender imbalances. **Previous experience** indicates that fewer ESF resources were allocated to specific gender-equality actions in the 2007-2013 programming cycle, than was done in the previous (2000-2006) cycle<sup>69</sup>. While the ESF budget (EU contribution only) has increased by almost 17% (between 2000-2006 and 2007-2013), the programmed resources specifically dedicated to gender-equality actions have *decreased* by 34%. Moreover, while the proportion of the ESF funds allocated to 'strengthening gender equality and combating discrimination' was over 4% in 2000-2006, it has been reduced to 3,72% on average in MFF 2007-2013.

Thus, and for as long as no more detailed information is available, it has to be concluded that, unless greater gender awareness is introduced, the larger budget might even disguise a lower priority and lower expenditure in gender-sensitive areas.

### 4.2. Does the setting up of the EGAF mean lesser emphasis on women?

The European Globalisation Adjustment Fund (EGAF) comes to the fore as an additional instrument to the ESF providing support to redundant workers, accounting for around 3% of total disbursements of the MFF 2014-2020. Given the sectoral distribution of disbursements, most beneficiaries are likely to be men;<sup>70</sup> if so, the EGAF may be thought as a step *away* from gender balance. However, this is not *necessarily* so, especially given its small budget relative to the total programme. A high profile – yet small in disbursement – programme like the EGAF could allow the ESF to focus on *more* gender-sensitive objects, such as social inclusion or Active Labour Market Policies for labour market outsiders. The target that 50% of those who lost their job should be back in employment within a year might bias effort in favour of 'easier cases' – which could, once more, be influenced by stereotypes. The possible male bias is unlikely to be fully compensated with the inclusion of workers on temporary or fixed-term contracts (which in practice affect predominantly women).

<sup>68</sup> If conversion of the constant 2004 prices to constant 2011 prices in order to produce comparable amounts uses the GDP EU27 deflator the real increase is 6.6%; if we use a Cohesion policy deflator (comparing cohesion policy in current and constant prices), the increase is 8.5%.

<sup>69</sup> GHK and Fondazione G. Brodolini (2011: p. 80-84).

<sup>70</sup> Available data about targeting over 2007-2010, show that regarding sectors, around 22% of all targeted workers were in the automotive sector, 16% in textiles sector and about 8% in the mobile phone sector. It is worth mentioning that, given that the direct effects of the downturn are more pronounced to male-dominated sectors, the male bias is likely to persist for the period 2014-2020. The inclusion of agriculture will only reinforce this tendency. European Commission (2010) Statistical Portrait of the EGF 2007-2010. Available at: <http://ec.europa.eu/social/main.jsp?catId=326&furtherPubs=yes&langId=en&pubId=444&type=2>

### **4.3. Is the ESF focus on employment too narrow?**

A narrow focus on policies and actions leading *directly* to employment may carry some risks, in the sense of shifting emphasis away from social inclusion-related actions. If combined with further narrowing of the explicit gender equality targets (all of which contribute to the goal of economic independence), it might lead to accentuating gender inequalities. Gender balance would be furthered if the discussion is broadened to accommodate people with low attachment to the labour market. In order to accommodate this kind of people, care, poverty, gender roles and stereotypes, careers and segregation need to be targeted in their own right (independently of immediate employment outcomes). Table 6. utilises the correspondence table 5., as well as insights of the Context Analysis, to grade the 9 gender objectives, as stated in the financial instruments, according to gender awareness, relevance and impact on a simple High/Medium/Low scale.

## **5. CONCLUSIONS**

Economic independence as a policy goal is of great importance for people's lives and well-being. At the same time, realising women's full potential is probably the greatest resource to be tapped to bolster Europe's long-term growth. Attaining economic independence targets allows simultaneous progress on a number of objectives often thought antithetical by policy analysts: economic growth and competitiveness on the one hand, and social justice and the alleviation of poverty on the other. Economic independence, though, is about more than simple employment parity. It comprises addressing the issues of non-labour time, non-labour income and the opportunities for reconciling professional and family responsibilities as well as not less than having access to resources and freedom to make choices.

In this sense, with the increased amounts proposed by the Commission for the next MFF, gender equality could be enhanced under the following three notes of caution:

First, the increased funding refers to financial programmes of which the exact composition and attribution to specific targets are still unknown. Wherever conclusions are drawn regarding increased funding in favour of policies enhancing economic independence, they are conditional upon equal emphasis being placed on each gender sensitive objective corresponding to the previous programming period. This, however, is unclear as there is no such explicit commitment in this sense in the documents.

**Table 6. Gender awareness, relevance and impact of instrument objectives**

<b>Gender sensitive Objective</b>	<b>Gender-Awareness</b>	<b>Relevance</b>	<b>Impact</b>
<b>1.</b> employment promotion	<b>Medium:</b> <b>Through</b> Equality between men and women and reconciliation between work and private life;	<b>High</b>	Direct (labour outcomes) and indirect (stereotypes, poverty)
<b>2.</b> investment in skills, education and life-long learning	<b>Low</b>	<b>Medium</b>	Direct (skills) and indirect (employment)
<b>3.</b> social inclusion and the fight against poverty	<b>Medium:</b> Combating discrimination based on sex	<b>High</b>	Direct
<b>4.</b> enhancing institutional capacity & public attention	<b>Low</b>	<b>Low</b>	Indirect (through visibility and monitoring)
<b>5.</b> strengthening gender equality and combating discrimination	<b>High</b>	<b>High</b>	Direct and indirect (stereotypes, visibility)
<b>6.</b> Specific support to workers made redundant	<b>Low</b>	<b>High</b>	Direct
<b>7.</b> Promoting intra-EU labour mobility & improving access to employment opportunities	<b>Low</b>	<b>Medium</b>	Direct
<b>8.</b> entrepreneurship & self-employment	<b>Medium:</b> Activities targeted to new entrepreneurs, young people and women	<b>High</b>	Direct and indirect (stereotypes and employment)
<b>9.</b> Europe-wide platform for mutual learning	<b>Low</b>	<b>Medium</b>	Indirect

Second, the increased funding for actions potentially related to gender equality will not necessarily lead to greater realisations of such actions. The documents related to the next MFF show reduced gender awareness in comparison to those of the previous programming period, most notably in the scarcity of explicit references to gender equality as a policy objective in its own right. Without clear objectives, the tool of gender mainstreaming as well as possible positive action in favour of gender equality is likely to fail despite increased financial means made available. Therefore, the MFF instruments will necessitate regular monitoring of its implementation in terms of priorities, actions and outcomes in order to realise the potential for more economic independence for women and men.

Third, the documents seem to embody a narrower focus of interventions on direct employment prospects than in the past. Although this could be seen as an appropriate short term measure to overcome the negative effects of the economic crisis on the labour market, improved economic independence of women and men will require a more holistic

approach in the long term, i.e. before the end of the EU2020 strategy. An emphasis on *immediate* results in employment would concentrate more actions on men rather than women and may prove – in the long- and medium - terms – to be counterproductive.

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## 7. ANNEXES

### ANNEX 1: ECONOMIC INDEPENDENCE LEGAL BASIS

#### Legal Basis for Economic Independence

Since 1957 and the **Rome Treaty**, the principle that men and women should receive equal pay for equal work has been enshrined in the EC Treaties.

#### ARTICLE 119<sup>71</sup>

Each Member State shall during the first stage ensure and subsequently maintain the application of the principle that men and women should receive equal pay for equal work. For the purpose of this Article, "pay" means the ordinary basic or minimum wage or salary and any other consideration, whether in cash or in kind, which the worker receives, directly or indirectly, in respect of his employment from his employer. Equal pay without discrimination based on sex means:

- (a) that pay for the same work at piece rates shall be calculated on the basis of the same unit of measurement;
- (b) that pay for work at time rates shall be the same for the same job.

The **Treaty of Amsterdam** made the principle of equality between men and women an objective and a fundamental Community principle (Article 2). Article 3(2) (article 8 TFEU) also gives the Community the task of integrating equality between men and women into all its activities (also known as 'gender mainstreaming'). The Treaty of Amsterdam also expanded the legal basis for promoting equality between men and women and introduced new elements of major importance. The Article 13 (Article 19 TFEU) makes provision for combating all forms of discrimination and Articles 137 (Article 153 TFEU) and 141 (157 TFEU) allow the EU to act not only in the area of equal pay but also in the wider area of equal opportunities and treatment in matters of employment and occupation. Within this framework, Article 141 authorises positive discrimination in favour of women.

From Treaty of Amsterdam<sup>72</sup>:

#### "Article 2:

The Community shall have as its task, by establishing a common market and an economic and monetary union and by implementing common policies or activities referred to in Articles 3 and 3a, to promote throughout the Community a harmonious, balanced and sustainable development of economic activities, a high level of employment and of social protection, equality between men and women, sustainable and non-inflationary growth, a high degree of competitiveness and convergence of economic performance, a high level of protection and improvement of the quality of the environment, the raising of the standard of living and quality of life, and economic and social cohesion and solidarity among Member States".

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<sup>71</sup> [http://ec.europa.eu/economy\\_finance/emu\\_history/documents/treaties/rometreaty2.pdf](http://ec.europa.eu/economy_finance/emu_history/documents/treaties/rometreaty2.pdf).

<sup>72</sup> Treaty of Amsterdam: <http://www.europarl.europa.eu/topics/treaty/pdf/amst-en.pdf>.

**3) Article 3** shall be amended as follows:

- a) the existing text shall be numbered and become paragraph 1;
- b) in new paragraph 1, point (d) shall be replaced by the following:  
“(d) measures concerning the entry and movement of persons as provided for in Title IIIa;”;
- c) in new paragraph 1, the following new point (i) shall be inserted after point (h):  
“(i) the promotion of co-ordination between employment policies of the Member States with a view to enhancing their effectiveness by developing a co-ordinated strategy for employment;”
- d) in new paragraph 1, the existing point (i) shall become point (j) and the subsequent points shall be renumbered accordingly;
- e) the following paragraph shall be added:

“2. In all the activities referred to in this Article, the Community shall aim to eliminate inequalities and to promote equality, between men and women”.

**Lisbon Treaty**

However, the first directives implementing this principle were not adopted on this basis but on the basis of Article 308 (supplementary powers) being today articles 352 and 353 of the Treaty on the Functioning of the European Union (TFEU), or article 115 TFEU of the approximation of laws and new Article 153 TFEU workers' health and safety.<sup>73</sup>

**Article 352** (ex Article 308 TEC)

1. If action by the Union should prove necessary, within the framework of the policies defined in the Treaties, to attain one of the objectives set out in the Treaties, and the Treaties have not provided the necessary powers, the Council, acting unanimously on a proposal from the Commission and after obtaining the consent of the European Parliament, shall adopt the appropriate measures. Where the measures in question are adopted by the Council in accordance with a special legislative procedure, it shall also act unanimously on a proposal from the Commission and after obtaining the consent of the European Parliament.
2. Using the procedure for monitoring the subsidiarity principle referred to in Article 5(3) of the Treaty on European Union, the Commission shall draw national Parliaments' attention to proposals based on this Article.
3. Measures based on this Article shall not entail harmonisation of Member States' laws or regulations in cases where the Treaties exclude such harmonisation.
4. This Article cannot serve as a basis for attaining objectives pertaining to the common foreign and security policy and any acts adopted pursuant to this Article shall respect

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<sup>73</sup> Consolidated version of the TFEU:  
<http://eurex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2008:115:0047:0199:en:PDF>.

the limits set out in Article 40, second paragraph, of the Treaty on European Union. C 115/196 EN Official Journal of the European Union 9.5.2008.

### **Article 353**

Article 48(7) of the Treaty on European Union shall not apply to the following Articles:

- Article 311, third and fourth paragraphs,
- Article 312(2), first subparagraph,
- Article 352, and
- Article 354.

### **Article 115** (ex Article 94 TEC)

Without prejudice to Article 114, the Council shall, acting unanimously in accordance with a special legislative procedure and after consulting the European Parliament and the Economic and Social Committee, issue directives for the approximation of such laws, regulations or administrative provisions of the Member States as directly affect the establishment or functioning of the internal market.

### **Article 153** (ex Article 137 TEC)

1. With a view to achieving the objectives of Article 151, the Union shall support and complement the activities of the Member States in the following fields:

- a) improvement in particular of the working environment to protect workers' health and safety;
- b) working conditions;
- c) social security and social protection of workers;
- d) protection of workers where their employment contract is terminated;
- e) the information and consultation of workers;  
C 115/114 EN Official Journal of the European Union 9.5.2008
- f) representation and collective defence of the interests of workers and employers, including codetermination, subject to paragraph 5;
- g) conditions of employment for third-country nationals legally residing in Union territory;
- h) the integration of persons excluded from the labour market, without prejudice to Article 166;
- i) equality between men and women with regard to labour market opportunities and treatment at work;
- j) the combating of social exclusion;
- k) the modernisation of social protection systems without prejudice to point (c).

2. To this end, the European Parliament and the Council:

- a) may adopt measures designed to encourage cooperation between Member States through initiatives aimed at improving knowledge, developing exchanges of information and best practices, promoting innovative approaches and evaluating experiences, excluding any harmonisation of the laws and regulations of the Member States;

- b) may adopt, in the fields referred to in paragraph 1(a) to (i), by means of directives, minimum requirements for gradual implementation, having regard to the conditions and technical rules obtaining in each of the Member States. Such directives shall avoid imposing administrative, financial and legal constraints in a way which would hold back the creation and development of small and medium-sized undertakings. The European Parliament and the Council shall act in accordance with the ordinary legislative procedure after consulting the Economic and Social Committee and the Committee of the Regions. In the fields referred to in paragraph 1(c), (d), (f) and (g), the Council shall act unanimously, in accordance with a special legislative procedure, after consulting the European Parliament and the said Committees. The Council, acting unanimously on a proposal from the Commission, after consulting the European Parliament, may decide to render the ordinary legislative procedure applicable to paragraph 1(d), (f) and (g).
3. A Member State may entrust management and labour, at their joint request, with the implementation of directives adopted pursuant to paragraph 2, or, where appropriate, with the implementation of a Council decision adopted in accordance with Article 155. In this case, it shall ensure that, no later than the date on which a directive or a decision must be transposed or implemented, management and labour have introduced the necessary measures by agreement, the Member State concerned being required to take any necessary measure enabling it at any time to be in a position to guarantee the results imposed by that directive or that decision. 9.5.2008 EN Official Journal of the European Union C 115/115.
4. The provisions adopted pursuant to this Article:
- shall not affect the right of Member States to define the fundamental principles of their social security systems and must not significantly affect the financial equilibrium thereof,
  - shall not prevent any Member State from maintaining or introducing more stringent protective measures compatible with the Treaties.
5. The provisions of this Article shall not apply to pay, the right of association, the right to strike or the right to impose lock-outs.

Again from TFEU<sup>74</sup>:

#### **Article 8 (ex Article 3(2) TEC)**

(1) In all its activities, the Union shall aim to eliminate inequalities, and to promote equality, between men and women.

#### **Article 19 (ex Article 13 TEC)**

1. Without prejudice to the other provisions of the Treaties and within the limits of the powers conferred by them upon the Union, the Council, acting unanimously in accordance with a special legislative procedure and after obtaining the consent of the European Parliament, may take appropriate action to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation.

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<sup>74</sup> Consolidated version of the TFEU:  
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2008:115:0047:0199:en:PDF>.

2. By way of derogation from paragraph 1, the European Parliament and the Council, acting in accordance with the ordinary legislative procedure, may adopt the basic principles of Union incentive measures, excluding any harmonisation of the laws and regulations of the Member States, to support action taken by the Member States in order to contribute to the achievement of the objectives referred to in paragraph 1.

### **Article 153 (ex Article 137 TEC)**

1. With a view to achieving the objectives of Article 151, the Union shall support and complement the activities of the Member States in the following fields:
  - a) improvement in particular of the working environment to protect workers' health and safety;
  - b) working conditions;
  - c) social security and social protection of workers;
  - d) protection of workers where their employment contract is terminated;
  - e) the information and consultation of workers;  
C 115/114 EN Official Journal of the European Union 9.5.2008
  - f) representation and collective defence of the interests of workers and employers, including codetermination, subject to paragraph 5;
  - g) conditions of employment for third-country nationals legally residing in Union territory;
  - h) the integration of persons excluded from the labour market, without prejudice to Article 166;
  - i) equality between men and women with regard to labour market opportunities and treatment at work;
  - j) the combating of social exclusion;
  - k) the modernisation of social protection systems without prejudice to point (c).

2. To this end, the European Parliament and the Council:

(a) may adopt measures designed to encourage cooperation between Member States through initiatives aimed at improving knowledge, developing exchanges of information and best practices, promoting innovative approaches and evaluating experiences, excluding any harmonisation of the laws and regulations of the Member States;

(b) may adopt, in the fields referred to in paragraph 1(a) to (i), by means of directives, minimum requirements for gradual implementation, having regard to the conditions and technical rules obtaining in each of the Member States. Such directives shall avoid imposing administrative, financial and legal constraints in a way which would hold back the creation and development of small and medium-sized undertakings.

The European Parliament and the Council shall act in accordance with the ordinary legislative procedure after consulting the Economic and Social Committee and the Committee of the Regions. In the fields referred to in paragraph 1(c), (d), (f) and (g), the Council shall act unanimously, in accordance with a special legislative procedure, after consulting the European Parliament and the said Committees.

The Council, acting unanimously on a proposal from the Commission, after consulting the

European Parliament, may decide to render the ordinary legislative procedure applicable to paragraph 1(d), (f) and (g).

3. A Member State may entrust management and labour, at their joint request, with the implementation of directives adopted pursuant to paragraph 2, or, where appropriate, with the implementation of a Council decision adopted in accordance with Article 155. In this case, it shall ensure that, no later than the date on which a directive or a decision must be transposed or implemented, management and labour have introduced the necessary measures by agreement, the Member State concerned being required to take any necessary measure enabling it at any time to be in a position to guarantee the results imposed by that directive or that decision. 9.5.2008 EN Official Journal of the European Union C 115/115.
4. The provisions adopted pursuant to this Article:
  - shall not affect the right of Member States to define the fundamental principles of their social security systems and must not significantly affect the financial equilibrium thereof,
  - shall not prevent any Member State from maintaining or introducing more stringent protective measures compatible with the Treaties.
5. The provisions of this Article shall not apply to pay, the right of association, the right to strike or the right to impose lock-outs

## **ANNEX 2: ESF MAIN POLICY OBJECTIVES AND POLICY ACTIONS**

### **Policy Actions facilitating the main policy objectives**

#### **1. Promoting employment and supporting labour mobility** through:

- (i) Access to employment for job-seekers and inactive people, including local employment initiatives and support for labour mobility;
- (ii) Sustainable integration of young people not in employment, education or training into the labour market;
- (iii) Self-employment, entrepreneurship and business creation;
- (iv) Equality between men and women and reconciliation between work and private life;
- (v) Adaptation of workers, enterprises and entrepreneurs to change;
- (vi) Active and healthy ageing;
- (vii) Modernisation and strengthening of labour market institutions, including actions to enhance transnational labour mobility;

#### **2. Investing in education, skills and life-long learning** through:

- (i) Reducing early school-leaving and promoting equal access to good-quality early-childhood, primary and secondary education;
- (ii) Improving the quality, efficiency and openness of tertiary and equivalent education with a view to increasing participation and attainment levels;
- (iii) Enhancing access to lifelong learning, upgrading the skills and competences of the workforce and increasing the labour market relevance of education and training systems;

#### **3. Promoting social inclusion and combating poverty** through:

- (i) Active inclusion;
- (ii) Integration of marginalised communities such as the Roma;
- (iii) Combating discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation;
- (iv) Enhancing access to affordable, sustainable and high-quality services, including health care and social services of general interest;
- (v) Promoting the social economy and social enterprises;
- (vi) Community-led local development strategies;

#### **4. Enhancing institutional capacity and efficient public administration** through:

- (i) Investment in institutional capacity and in the efficiency of public administrations and public services with a view to reforms, better regulation and good governance;
- (ii) Capacity building for stakeholders delivering employment, education and social policies and sectoral and territorial pacts to mobilise for reform at national, regional and local level.

## ANNEX 3: DESCRIPTION OF FINANCIAL INSTRUMENTS

**a) The European Social Fund (ESF)**, accounting for 93% of actions (Table 3.1) will provide for structural actions for economic, social and territorial cohesion. Funding will be channelled through four "investment windows": **i) employment promotion; ii) investment in skills, education and life-long learning; iii) social inclusion and the fight against poverty; and iv) enhancing institutional capacity and efficient public administration.** Within these windows, the ESF will *also* contribute to other gender-relevant policy objectives, such as strengthening gender equality and combating discrimination.). The total funding will be around €84 billion for the ESF (2014-2020), compared to the MFF 2007-2013 amount €76 billion an increase of 10.5%.

**b) The European Globalisation Fund (EGAF)** provides support to workers made redundant as a result of changes in world trade patterns or the financial and economic crisis. The aim is to achieve a 50% rate of assisted workers finding a new and stable job after 12 months. The *proposed* budget is €3bn.

**c) An integrated programme for employment, social policy and inclusion:** the PSCI is an instrument to be managed directly by the Commission, in support of employment and social policies across the EU. The PSCI will support policy coordination, sharing of best practices, capacity-building and testing of innovative policies, with the aim that the most successful measures be up-scaled with support from the European Social Fund. The total proposed budget is €923 millions.

Additionally, the **Competitiveness and SMEs Programme** funds gender sensitive objectives (mainly through promoting entrepreneurship, especially among young persons and women). Its budget is € 2.4 billion. Although it has a gender perspective in promoting entrepreneurship, it does not earmark a share for promoting entrepreneurship among women.

The integrated programme for social change and innovation (PSCI) is comprised of the following:

### Progress Programme

For the period 2014-2020, Progress will continue its current activities (analysis, mutual learning and grants) and will have a specific budget for **social innovation and experimentation**, i.e. testing of innovative policies on a small scale, with the aim that the most successful ones can be up-scaled, including with ESF support.

### EURES network

With the new proposal, EURES activities at national and cross-border level will be financed under the European Social Fund, supporting workers' mobility and helping companies recruit abroad. At EU level, the EURES Portal will offer modernised self-service tools for jobseekers and employers. Moreover, the EU level of EURES will be used to create and develop new targeted mobility schemes such as the Your First EURES Job scheme. The overall EURES budget is expected to remain the same, at around 20 million euro per year, but the budget foreseen for Your First EURES Job as from 2014 will be EUR 10 million per year.

### Microfinance facility and Social Entrepreneurship

The new programme will extend the support given to microcredit providers under the current European Progress Microfinance Facility (launched in 2010). The total proposed budget for the microfinance and social entrepreneurship axis is around EUR 184 million for the period 2014-2020.

## ANNEX 4: DETAILED GENDER OBJECTIVES TABLES

Gender sensitive Objective (pages refer to MFF 2014-2020)	Str. for equality 2010- 2015	EUROPE 2020	Gender sensitivity	G+ scale <sup>75</sup>
1. employment promotion (p. 32)	Page 4	Page 17-18	Directly related to EU 2020 targeting 75% employment rate for those aged 21-65. Women <b>benefit</b> due to their lower employment rates. <b>Target groups:</b> older women; single parents; disabled women; migrant women; women of ethnic minorities	H
2. investment in skills, education and life-long learning (p. 32)	Page 6	Page 17-18	Women <b>benefit</b> due to a gap between educational attainment and professional development. Longer working lives require the possibility to develop new skills (more important for women, due to the greater frequency of broken careers).	H
3. social inclusion and the fight against poverty (p. 32)	Page 5	Page 19	Women <b>benefit</b> more because women face higher poverty risk - particularly single parents and the elderly.	H
4. enhancing institutional capacity and efficient public administration (p. 32)	Page 4	Page 17-18	Women <b>benefit</b> since they have lower " <i>visibility</i> " and lower attachment. Monitoring of the proposed objectives plays crucial role in the implementation for their attainment	H
5. strengthening gender equality and combating discrimination (p.33)	Page 4-5 Page 3 Page 8-9	Page 17-18 Page 19	Women <b>benefit</b> through the elimination of the existing gender inequalities in these areas ( <i>segregation in the labour market</i> ); Areas of special relevance: discrimination of migrants in low paid work; and residual discrimination concerning pregnancy;	H
6. Specific support to workers made redundant (p. 35)	Page 4	Page 19	<i>Men benefit</i> more because they are more directly affected by the economic crisis (Bettio and Verashchagina 2011:p.6): a) men's employment and unemployment more affected so far. The main target group could be (previous) "insiders" who find themselves outside of the labour market; those who were previously outsiders will be unaffected. .The design of unemployment systems could introduce trade-offs (see footnote..)	L
7. Promoting intra-EU labour mobility & improving access to employment opportunities		Page 17-18 Page 13	Women are <i>less</i> mobile; However, independent female migration has increased considerably, both intra and extra community, especially in the area of care. A possible care drain needs to be addressed by the coordination of social protection systems.	M

<sup>75</sup> Ranked according to a gender sensitivity scale h=high, m=medium, l=low.

<p><b>8.</b> Competitiveness and SMEs: i) Internationalisation (p. 20); (ii) self-employment (p.34)</p>	<p><b>Page 5</b></p>	<p><b>Page 19</b> <b>Page 13</b></p>	<p>Women <b>will benefit</b> because most women still do not consider entrepreneurship as a relevant career option.</p>	<p><b>H</b></p>
<p>9. Platform for mutual learning processes to enhance the evidence base for reform design in policy-making &amp; evidence-based social innovation.</p>		<p><b>Page 13</b></p>	<p>There is considerable scope for transfer of good practice to points of policy delivery, especially in areas where gender awareness is not particularly strong. Examples: Smaller firms could be encouraged to adopt a more women friendly work organization/schedule; or could be helped to cope with maternity/paternity leave for they often bear high organizational costs in this respect.</p>	<p><b>M</b></p>

**Budgeting Gender Objectives Table (in detail)**

<b>Gender sensitive Objective</b>	<b>Context Analysis - who will benefit and which problem is addressed?</b>	<b>Strategy for equality 2010-2015</b>	<b>EUROPE 2020</b>
<p><b>1.</b> employment promotion (page 32)</p>	<p><b>Directly related to</b> the EU 2020 target of 75% employment rate for women and men aged 20-64 by 2020. Who will benefit?--&gt; men and women, particularly important for disadvantaged groups with lower employment rates</p>	<p><b>Addresses issues highlighted in:</b> 1. Equal economic Independence (promote EU2020 strategy Target of employment (p.4).</p>	<p><b>Addresses issues highlighted in:</b> Inclusive Growth (high employment economy) as included in flagship "An agenda for new skills and jobs" (p.17-18)</p>
<p><b>2.</b> investment in skills, education and life-long learning (page 32)</p>	<p><b>Directly related to</b> the Educational attainment (educational outcomes not reflected in employment outcomes) and skills (lifelong learning benefits)</p>	<p><b>Addresses issues highlighted in:</b> 1. Equal pay for equal work (page 6), particularly key action 4 "encourage women to enter non-traditional professions".</p>	<p><b>Addresses issues highlighted in:</b> Inclusive Growth (high employment economy) as included in flagship "An agenda for new skills and jobs" (p.17-18)</p>
<p><b>3.</b> social inclusion and the fight against poverty (page 32)</p>	<p><b>Directly related to</b> the higher risk of poverty and social exclusion of women (older workers and disadvantaged groups)</p>	<p><b>Addresses issues highlighted in:</b> 1. Equal pay for equal work (page 5)</p>	<p><b>Addresses issues highlighted in:</b> Inclusive Growth (social cohesion) as included in flagship "European Platform against poverty" (p.19)</p>
<p><b>4.</b> enhancing institutional capacity and efficient public administration (page 32)</p>	<p><b>Directly related to</b> the promotion of gender equality in the implementation of all aspects and Flagship initiatives of the Europe 2020 strategy as regards implementation of relevant national measures regarding economic independence ???.</p>	<p><b>Addresses issues highlighted in:</b> 1. Equal Economic Independence (page 4)</p>	<p><b>Addresses issues highlighted in:</b> Inclusive Growth as included in flagship "An Agenda for new skills and jobs" (p.17-18).</p>
<p><b>5.</b> strengthening gender equality and combating discrimination (p. 33)</p>	<p><b>Directly related to</b> the elimination of the gender stereotypes through the promotion of gender equality, so as to reduce gender segregation in the labour market</p>	<p><b>Addresses issues highlighted in:</b> 1. Equal Economic Independence (p. 4-5); 2. Equal Pay for Work (p. 6); 3. Equality in Decision Making (p.7-8); 4. Dignity, Integrity and an end to gender-based violence (p.8-9)</p>	<p><b>Addresses issues highlighted in:</b> Inclusive Growth as included in flagship "An Agenda for new skills and jobs" (p.17-18); and in flagship "European Platform Against Poverty" (p.19)</p>
<p><b>6.</b> Specific support to workers made redundant (p.35)</p>	<p><b>Directly related to</b> the impact of the economic downturn to labour market outcomes. Especially, " insiders ", non-migrant men being affected by the crisis. Also, disadvantaged groups (more vulnerable).</p>	<p><b>Addresses issues highlighted in:</b> 1. Equal economic Independence (promote EU2020 strategy Target of employment (p.4).</p>	<p><b>Addresses issues highlighted in:</b> Inclusive Growth (high employment economy) as included in flagship "An agenda for new skills and jobs" (p.17-18) and flagship "European Platform against poverty" (p.19).</p>

<p><b>7.</b> Promoting intra-EU labour mobility and improving access to employment opportunities (p.34)</p>	<p><b>Directly related</b> to the promotion of intra-EU labour mobility and better match between labour supply and demand. Covers activities of EURES network (information, advice and recruitment/employment services to workers and employers) as well as 'Your first Eures Job'</p>		<p><b>Addresses issues</b> highlighted in: Inclusive Growth as included in flagship "An Agenda for new skills and jobs" (p.17-18); as well as in Smart Growth as included in flagship "Youth on the Move" (p.13)</p>
<p><b>8.</b> Competitiveness and SMEs: i) Promotion of internationalisation and competitiveness of SMES in the EU and development of entrepreneurship (page 20); (ii) Supporting entrepreneurship and self-employment (p.34)</p>	<p><b>Directly related to</b> the development of entrepreneurial skills and attitudes (issues of competitiveness and SMEs), especially among new entrepreneurs, young people and women (low proportion of female entrepreneurs). Also related to microfinance activities (prolong support for providers of microfinance under the existing Progress Microfinance Facility).</p>	<p><b>Addresses issues highlighted in:</b> 1.Equal Economic Independence (page 5) <b>key action "promote female entrepreneurship and self-employment"</b></p>	<p><b>Addresses issues</b> highlighted in: Inclusive Growth as included in flagship "An Agenda for new skills and jobs" (p.19); as well as in Smart Growth as included in flagship "Youth on the Move" (p.13) (promoting entrepreneurship); also in Sustainable Growth</p>
<p><b>9.</b> Europe-wide platform for mutual learning processes to enhance the evidence base for reform design in policy-making and evidence-based social innovation</p>	<p><b>Directly related to</b> the activities of the existing (2007-2013 Programme for Employment and Social Solidarity (<b>Progress</b>), namely: analysis, mutual learning and grants. It will also support innovation and social experimentation, i.e. testing of innovative policies on a small scale before applying them on a larger scale.</p>		<p><b>Addresses issues highlighted in:</b> Smart Growth (an economy based on knowledge and innovation) as included in flagship "Innovation Union" (p.13)</p>



## BRIEFING NOTE ON EDUCATION

### KEY FINDINGS

- Gender inequalities still remain in opportunities, attainments and decisions with regard to education and training, despite EU's declared commitment to gender equality over the last decades.
- The most significant gender imbalances in education and training are related to the issues of learning of basic skills, early leaving from education, general and vocational education, tertiary level education, imbalance among graduates in Mathematics, Science and Technology (MST) and in lifelong learning.
- A review of EU's seminal policy documents reveal that even though reducing drop-out rates, increasing participation in vocational education and training and in lifelong learning have been mentioned in various capacities, however, these issues have been dealt in a gender neutral way and no gender specific targets have been set for men and women.
- A review of the available documents of EU's financial tools for education and training for 2014-2020, namely, Erasmus for All Programme and the European Social Fund reflect that while the ESF has a stated gender equality objective and strategy, Erasmus for all is clearly lacking a specified gender equality strategy.
- Specific budget allocations for gender equality are absent from Erasmus for All and there is no explicit mechanism mentioned to assess the amount of aid allocated to gender equality and women's empowerment. The use of gender-disaggregated data for monitoring and evaluation has not been specified in any of the documents for Erasmus for All.
- The ESF programme overall presents clear gender objectives, identifies targets and has a clear gender equality strategy through gender mainstreaming as well as specific actions. There are clear mission statements which give clarity to the programmes intention on promoting gender equality.
- The amount allocated to training and education through the Erasmus for All programme and the European Social Fund, cannot be debated as insufficient, however the integration of gender perspective is clearly missing in the Erasmus for All programme.

## 1. INTRODUCTION

The aim of this briefing paper is to assess from a gender perspective the objectives of the proposals for the MFF 2014-2020 regarding education, training and other strategies for lifelong learning.

The foundations for education and training policies lie in the Treaty on the Functioning of the European Union (Lisbon Treaty)<sup>76</sup>, Title XII Education, Vocational Training, Youth and Sport, more specifically in article 165 for education and in article 166 for vocational training<sup>77</sup>. Objectives for the European Union action in these two policy fields differ.

While for Education the European institutions are expected to encourage cooperation between Member States and, if necessary, by supporting and supplementing their action, while fully respecting the responsibility of the Member States for the content of teaching and the organisation of education systems, the Union is to develop the European dimension in education.

In the area of vocational training, the Union shall implement a vocational training policy which shall support and supplement the action of the Member States, while fully respecting, on the one hand, the responsibility of the Member States for the content and organisation of vocational training and, on the other hand, the Union's responsibility in order to facilitate vocational integration and reintegration into the labour market.

EU interventions in education and training have gained impetus since the adoption of the Lisbon Strategy in 2000 that focused on economic dynamism and competitiveness. In 2005 the Lisbon Strategy was relaunched stressing on growth and jobs and recognizing the importance of knowledge and innovation in the light of increasing global competition.

Furthermore, the EU has a strong track record of promoting gender equality within employment. However, the same could not be said for education and training. Training has been developed more as a tool to achieve higher participation of women in the labour market rather than to pursue gender desegregation and to tackle gender stereotypes:

In Member States the general trend of national policies with regard to education and training has been traditionally focused on attracting women into vocational training (even reinforcing gender horizontal segregation) as a way to increase their chances of entering the labour market, rather than pursuing desegregation in education programmes and tackling gender stereotypes. The majority of measures in Member States aim at enhancing the qualifications of women, thus improving their access to the labour market, whereas minor attention is devoted to the reduction of gender-based segregation in the labour market (despite the fact that segregation has been amply shown to be responsible for a large part of the gender wage gap) for which measures aimed at tackling gender stereotypes in education are a crucial step.

Reality shows that there still exists a number of barriers and effects of gender segregation still persist, despite the high levels of qualifications attained by women in many fields. In almost all Member States, training and education decisions are an important and a

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<sup>76</sup> Available at:

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2008:115:0047:0199:EN:PDF>.

<sup>77</sup> Full text of the TITLE XII: EDUCATION, VOCATIONAL TRAINING, YOUTH AND SPORT is available in Annex A.

determining factor contributing to unequal integration into the labour market and to horizontal segregation.

## 2. CONTEXT ANALYSIS

### 2.1. Policy context and strategies for education and training on the European level

EU Member States and the European Commission strengthened co-operation in 2009 within the **Strategic framework for European cooperation in education and training ("ET 2020")**, a follow-up to the earlier **Education and Training 2010 work programme** launched in 2010<sup>78</sup>. The approach recognizes that high-quality pre-primary, primary, secondary, higher and vocational education and training are fundamental to Europe's success.

From a gender perspective **"ET 2020"** does not explicitly refer to the promotion of gender equality. However, among its four Strategic objectives, the third (Promoting equity, social cohesion and active citizenship)<sup>79</sup> refers to the promotion of "intercultural competences, democratic values and respect for fundamental rights and the environment, as well as combat all forms of discrimination".

Therefore, for gender equality strategies in education and training, one has to rely on the **Roadmap for Gender Equality** (European Commission, 2006)<sup>80</sup> where a strong impetus was given to gender equality in these fields: aimed at promoting the elimination of gender stereotypes in education, training and culture. In the Roadmap it was highlighted that the participation of women in all educational sectors can contribute to increasing innovation, quality and competitiveness of scientific and industrial research. The **Strategy for Equality between Women and Men 2010-2015**<sup>81</sup> (March 2010), drawing on the Roadmap for Gender Equality 2006, recognises that there is a gap between women's educational attainment and professional development, thus special attention should be paid to the transition between education and the labour market. It stresses the importance of promoting non-discriminatory gender roles in all areas of life including education and careers. It should be highlighted that in this context the Strategy also mentions the necessity to make education accessible to migrant women in order to facilitate their integration in the labour market.

<sup>78</sup> Education and Training 2010 underlined the importance for the European Union of improving education and training systems, and set three strategic objectives: improving the quality and effectiveness of education and the measurement of progress through agreed instruments and training systems in the European Union; facilitating the access of all to education and training systems; opening-up education and training systems to the wider world.

<sup>79</sup> "Education and training policy should enable all citizens, irrespective of their personal, social or economic circumstances, to acquire, update and develop over a lifetime both job-specific skills and the key competences needed for their employability and to foster further learning, active citizenship and intercultural dialogue. Educational disadvantage should be addressed by providing high quality early childhood education and targeted support, and by promoting inclusive education. Education and training systems should aim to ensure that all learners — including those from disadvantaged backgrounds and those with special needs and migrants — complete their education, including, where appropriate, through second-chance education and the provision of more personalised learning. Education should promote intercultural competences, democratic values and respect for fundamental rights and the environment, as well as combat all forms of discrimination, equipping all young people to interact positively with their peers from diverse backgrounds".

Full text available at:

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52009XG0528%2801%29:EN:NOT>.

<sup>80</sup> Available at:

[http://europa.eu/legislation\\_summaries/employment\\_and\\_social\\_policy/equality\\_between\\_men\\_and\\_women/c10404\\_en.htm](http://europa.eu/legislation_summaries/employment_and_social_policy/equality_between_men_and_women/c10404_en.htm).

<sup>81</sup> Full text available at:

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52010DC0491:EN:NOT>.

In March 2010, the European Commission launched also "**Europe 2020**"<sup>82</sup>, a strategy for smart, sustainable and inclusive growth. One of the five headline targets in Europe 2020 is dedicated to education. Taken together, the EU2020 and the ET2020 Strategies, set five benchmark targets for education and training policies for 2020<sup>83</sup>. However, all of these benchmark targets are gender neutral.

Moreover, in 2010 the EC communication "**A new impetus for European cooperation in Vocational Education and Training to support the Europe 2020 strategy**"<sup>84</sup>, stated clearly that lifelong learning policies should be directed at providing young people with an opportunity to get acquainted with different vocational trades and career possibilities. In this document gender equality is particularly taken into consideration, as it is stated that specific attention should be paid to the issue of gender equality to make sure that more occupations are available to young men and women. The Commission staff working paper for the EU's financial framework "**Budget for Europe2020**"<sup>85</sup>, in preparation of the MFF, emphasises that without substantial investment in human capital, education, and in the talent of European citizens, none of the Europe 2020 objectives and headline targets will be met. The document identifies "gender inequalities in provision and access to learning opportunities" as one<sup>86</sup> of the main six problems to be solved by the EU and the Member States. Gender as well as "the socioeconomic background, age and citizenship/ migration, are in spite of the progress made over the last decades, still the most serious sources of inequality in education"<sup>87</sup>.

It is possible to conclude that in the most significant policy documents of the European Union the importance of achieving equality between women and men in education and training is accounted for. In the next section the analysis of the education and training policy documents inherent in the MFF will reveal if this is the case also for the next EU budget proposal of the European Commission.

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<sup>82</sup> EC COM(2010) 2020 "COMMUNICATION FROM THE COMMISSION EUROPE 2020 A strategy for smart, sustainable and inclusive growth". Available at: [http://eunec.vlor.be/detail\\_bestanden/doc014%20Europe%202020.pdf](http://eunec.vlor.be/detail_bestanden/doc014%20Europe%202020.pdf).

<sup>83</sup> They are:

1. at least 95% of children between the age of four and the age for starting compulsory primary education should participate in early childhood education;
2. the share of 15-years olds with insufficient abilities in reading, mathematics and science should be less than 15%;
3. the share of early leavers from education and training should be less than 10%;
4. the share of 30-34 year olds with tertiary educational attainment should be at least 40%;
5. an average of at least 15 % of adults (age group 25-64) should participate in lifelong Learning.

<sup>84</sup> Full text available at:

[http://europa.eu/legislation\\_summaries/education\\_training\\_youth/vocational\\_training/ef0023\\_en.htm](http://europa.eu/legislation_summaries/education_training_youth/vocational_training/ef0023_en.htm).

<sup>85</sup> Commission Staff Working Paper: "A Budget for Europe 2020: the current system of funding, the challenges ahead, the results of stakeholders consultation and different options on the main horizontal and sectoral issues".

Accompanying the document Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions A Budget for Europe 2020.

Full text available at:

[http://ec.europa.eu/budget/library/biblio/documents/fin\\_fw1420/SEC-868\\_en.pdf](http://ec.europa.eu/budget/library/biblio/documents/fin_fw1420/SEC-868_en.pdf).

<sup>86</sup> See page 179 in Commission Staff Working Paper: "A Budget for Europe 2020: the current system of funding, the challenges ahead, the results of stakeholders consultation and different options on the main horizontal and sectoral issues." It is the fifth in the list.

Full text available at:

[http://ec.europa.eu/budget/library/biblio/documents/fin\\_fw1420/SEC-868\\_en.pdf](http://ec.europa.eu/budget/library/biblio/documents/fin_fw1420/SEC-868_en.pdf).

<sup>87</sup> See page 179 in Commission Staff Working Paper: "A Budget for Europe 2020: the current system of funding, the challenges ahead, the results of stakeholders consultation and different options on the main horizontal and sectoral issues".

Full text available at:

[http://ec.europa.eu/budget/library/biblio/documents/fin\\_fw1420/SEC-868\\_en.pdf](http://ec.europa.eu/budget/library/biblio/documents/fin_fw1420/SEC-868_en.pdf).

## 2.2. Gender imbalances in education and training

Consideration of gender and education in the European Union (EU) is complex due to the uneven development and "wide divergence" in education and training generally across Member States. EU averages can indeed be averages of extremes. In fact, gender in education across the EU occupies a vast and varied conceptual landscape. There are persistent gender differences in education and training in both attainment and participation in courses of study. The nature of gender inequalities in education has changed profoundly over recent decades and has become even more complex. A 2010 study by the European Commission (IP/10/695Brussels, 2010)<sup>88</sup> shows that traditional stereotypes remain a major obstacle to gender equality in education and reflect heavily on the career opportunities available to women and men. While girls usually obtain higher grades and higher pass rates in school leaving examinations than boys, and boys are more likely to drop out of school or repeat school years, international surveys show that women represent the majority of students and graduates in almost all countries and dominate in education, health and welfare, humanities and arts. Men dominate in engineering, manufacturing and construction.

MST courses are predominantly male in profile and courses with a care bias are disproportionately female. Boys and men are underrepresented in education, health, welfare, and the arts and humanities.

On the other hand, there is evidence from across European countries that boys participate more in educational programs oriented towards the labour market while girls are more likely to be enrolled in courses preparing them for further education. Moreover, despite high female participation rates in formal education, women continue to be less represented in vocational and ongoing training. This can create obstacles to career progress and thus impact on the level of attachment to the labour market.

If we consider the life-course perspective, the main gender imbalances that emerge in education and training could be summed up as the following<sup>89</sup> (see Annex 1):

- Gender differences in the learning of basic skills<sup>90</sup>
- Gender differences in early leaving from education
- Gender differences in general and vocational education
- Gender imbalance at tertiary level education
- Gender imbalance among graduates in Mathematics, Science and Technology (MST)
- Gender differences in lifelong learning

<sup>88</sup> Gender Differences in Educational Outcomes: Study on the Measures Taken and the Current Situation in Europe full text available at:

[http://eacea.ec.europa.eu/education/eurydice/documents/thematic\\_reports/120EN.pdf](http://eacea.ec.europa.eu/education/eurydice/documents/thematic_reports/120EN.pdf).

<sup>89</sup> A detailed discussion of the factual basis of the argument has been included in the Annex B.

<sup>90</sup> There are several studies that discuss the issue of a gender gap in performance on tests of basic skills: boys tend to perform better at math, while girls get superior reading scores. It has been suggested by scientific journals (Guiso, Monte, Sapienza, Zingales, 2008, in Science Vol. 320 no. 5880 pp. 1164-1165, available at <http://www.sciencemag.org/content/320/5880/1164>) that these gaps are the result of biological differences, as males tend to have better spatial reasoning skills and females better word recall. But the recent PISA surveys suggest that there are factors other than biology that influence this gender gap, such as social and economic inequalities, which play a dominant role in test scores.

## **Lifelong learning**

In the debate on lifelong learning, gender does not play a prominent role. However, lifelong learning may play a different role in the life course of men and women. Firstly, the shift towards a service economy may have a different impact on men and women, which would imply different needs for lifelong learning. Men, for example, have been over-represented in the primary and secondary sectors, and will therefore be more likely to face a decline in employment. Secondly, women have a higher risk of an interrupted career due to care responsibilities; this might pose specific problems with regard to maintaining and updating knowledge and skills. In addition to the differences in the overall aim and use of lifelong learning, there may also be differences in restrictions. Women are for example, overrepresented among the flexible work force, which may have a negative impact on the availability and accessibility of additional training. The low profile of gender issues in the field of lifelong learning makes it impossible, however, to both analyse the use of lifelong learning over the male and female life course as well as monitor the impact.

### **2.3. Gender objectives in education and training**

From the literature review of various European level studies commissioned by the European Commission as well as other independent studies on gender gaps in education and training, and from a review of statistical datasets such as Eurostat and She Figures (see Annex B), our context analysis of the gender imbalances in education and training indicate to the following main set of 'Gender Sensitive Objectives':

1. Reducing gender differences in learning of basic skills
2. Reducing drop-out rate for young boys
3. Increasing participation of women in vocational education and training
4. Gender imbalance at tertiary level education
5. Increasing number of female graduates in Mathematics, Science and Technology
6. Increasing participation of women in lifelong learning

Having identified the primary 'gender objectives in education and training', we now seek to make a cross reference with the seminal policy documents at the EU level that deal with education and training policies, namely the EU 2020 Strategy, the ET 2020 Strategy and the Strategy for Equality between Women and Men. In the following table we have tried to review these documents to find if any of the identified gender objective have been mentioned, and if so, if any targets have been set addressing these objectives.

**Table 7: Gender objectives for education and training**

<b>Gender Objectives</b>	<b>Context Analysis</b>	<b>EU 2020 Strategy</b>	<b>Strategy for Equality 2010-2015</b>	<b>ET 2020 Strategy</b>
<b>Reducing gender differences in learning of basic skills</b>	x			
<b>Reducing drop-out rate for young boys</b>	X	gender neutral target set	X no specific target set	gender neutral target set
<b>Increasing participation of women in vocational education and training</b>	X	gender neutral target set	X no specific target set	
<b>Gender imbalance at tertiary level</b>	X			
<b>Increasing number of female graduates in MST</b>	X		X no specific target set	
<b>Increasing participation of women in lifelong learning</b>	x	gender neutral target	X no specific target	

As we can see from the table above, the documents reviewed make references to the issues of early school leaving, participation in vocational training and lifelong learning. However, these issues have been dealt with in a gender neutral way and no gender specific targets have been set for men and women. In the Strategy for Equality, although they have been mentioned from a gender perspective, no specific targets have been set to monitor progress. With regard to the issue of gender imbalance in the tertiary sector, although the context analysis finds this to be an important issue, the same is not reflected in the strategy papers.

### **3. GENDER ANALYSIS OF BUDGET AND FINANCIAL TOOLS FOR EDUCATION AND TRAINING**

The instruments proposed by the Commission to support education and training for the MFF 2014-2020 are primarily the programme 'Erasmus for All' and the European Social Fund. The Erasmus for All programme will bring together the currently separate sub-programmes of the Lifelong Learning Programme, the international aspects of Higher Education, including Erasmus Mundus, and Youth in Action. The ESF will provide funds for structural actions of which one of the four 'investment windows' is investment in skills, education and

lifelong learning. The Erasmus for All programme has an overall budget of €19bn while ESF accounts for €84 bn<sup>91</sup>.

The policy documents scrutinised for this paper are those related to the EU programme for Education, Training, Youth and Sports, Erasmus for All and the European Social Fund

### **3.1. Erasmus for All<sup>92</sup>**

In the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions "Erasmus for All: The EU Programme for Education, Training, Youth and Sport"<sup>93</sup> the issue of gender inequalities in education and training is acknowledged in the first section "A new programme of new challenges", where it is highlighted that "while women have surpassed men in both participation and attainment in higher education, the fields of study remain segregated, with women notably underrepresented in science and engineering; boys perform less well on reading literacy and tend to leave school early more often than girls". However no mention is made in the rest of the document on how to address the issue, i.e. no strategy to tackle the inequalities is proposed, no gender objective is indicated and no gender-specific target is mentioned<sup>94</sup>.

It is stressed that the actions envisaged are in line with the EU 2020 Strategy but no explicit reference to its gender objectives in the field of education and training is made. It is also pointed out that the programme is in line with Education and Training 2020 and Youth Strategies and the priorities of the EU's external action. Considering that both the EU2020 and ET2020 Strategies have not laid down any specific actions for promoting gender equality or a strategy to integrate gender mainstreaming within education programmes, it is not surprising that gender equality has not been given the due importance needed to respond to the gender gaps existing in education and training.

Available documents also indicate that Erasmus for All will enhance synergies with other sources of EU funding. In particular, with Structural Funds to increase access of under-represented groups into education and training and with Horizon 2020 to support researchers' mobility through the Marie Curie programme. However, also in this case no mention of gender specific imbalances in advanced education is made. As regards continuing training of adults in the labour market this will be financed by the European Social Fund.

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<sup>91</sup> [http://ec.europa.eu/budget/library/biblio/documents/fin\\_fw1420/MFF\\_COM-2011-500\\_Part\\_II\\_en.pdf](http://ec.europa.eu/budget/library/biblio/documents/fin_fw1420/MFF_COM-2011-500_Part_II_en.pdf).

<sup>92</sup> The programme website: [http://ec.europa.eu/youth/erasmus-for-all/index\\_en.htm](http://ec.europa.eu/youth/erasmus-for-all/index_en.htm).

<sup>93</sup> COM(2011) 787 final: ERASMUS FOR ALL: The EU Programme for Education, Training, Youth and Sport. Brussels, 23.11.2011: Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. Full text available at: [http://ec.europa.eu/education/erasmus-for-all/doc/com\\_en.pdf](http://ec.europa.eu/education/erasmus-for-all/doc/com_en.pdf).

<sup>94</sup> By objective is meant an explicit statement on the results to be achieved by a public intervention. They might be Specific when they concern the results of an intervention relative to direct beneficiaries. They might be global objective when they correspond to the aim of the intervention. Objectives might be operational when they specify the outputs to be produced. While the targets are the intended beneficiaries (individuals, households, groups, firms) of the intervention. There is obviously a direct relation between objectives and targets but they differ as target groups are clearly specified as individuals. For more information see also: Evaluated site at:

[http://ec.europa.eu/regional\\_policy/sources/docgener/evaluation/evaluated/glossary/glossary\\_o\\_en.htm](http://ec.europa.eu/regional_policy/sources/docgener/evaluation/evaluated/glossary/glossary_o_en.htm)  
<http://www.undp.org/evaluation/documents/mec4-6.htm>.

## The Regulation

In the proposed Regulation establishing the programme the issue of gender inequalities is mentioned in point (7) of the preamble, stating that:

“Pursuant to Articles 8 and 10 of the Treaty on the Functioning of the European Union, as well as the articles 21 and 23 of the Charter of Fundamental Rights, the Programme shall promote equality between women and men and combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation”.

In Art. 4 it is highlighted that:

- “1. The Programme aims to contribute to the objectives of the Europe 2020 strategy and of the Education and Training strategic framework 2020 (ET2020), including the corresponding benchmarks established in those instruments, to the renewed framework for European Cooperation in the Youth field (2010-2018), to the sustainable development of third countries in the field of higher education and to developing the European dimension in sports.
2. It particularly aims to contribute to reach the following Europe 2020 headline targets:
  - (a) Reduction of early school leaving rates;
  - (b) Increase of 30-34 year-old students having completed the third level of education”.

Among the specific objectives envisaged none directly refers to gender gaps and the related indicators are never disaggregated by sex (so no gender disaggregated information is ensured).

Only in Art. 17 regulating the access, paragraph 2 states that “When implementing the Programme, the Commission and the Member States shall ensure particular efforts to facilitate the participation of people with difficulties for educational, social, gender, physical, psychological, geographical, economic and cultural reasons”<sup>95</sup>. In Chapter III, devoted to Sport a generic mention of Equal Opportunities is made but no specific reference to gender can be found.

As far as the budget is concerned the financial envelope for the implementation of this Programme as from 1 January 2014 is set at €17.3 bn.

### Additional funds from external instruments

Additionally, €1.8 bn from the different external instruments (Development Cooperation Instrument, European Neighbourhood Instrument, Instrument for Preaccession Assistance, Partnership Instrument and the European development Fund) will be spent to promote the international dimension of higher education. The funding will be made available through 2 multi-annual allocations only covering the first 4 years and the remaining 3 years

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<sup>95</sup> Proposal for a Regulation of the European Parliament and of The Council establishing "ERASMUS FOR ALL" The Union Programme for Education, Training, Youth and Sport, Brussels, 23.11.2011 COM(2011) 788/final 2011/0371 (COD). Full text available at: [http://ec.europa.eu/education/erasmus-for-all/doc/legal\\_en.pdf](http://ec.europa.eu/education/erasmus-for-all/doc/legal_en.pdf).

respectively. The allocations can be revised in case of major unforeseen circumstances or important political changes in line with the EU's external priorities<sup>96</sup>.

### **The present programming cycle**

It is difficult at this point, based on the information available on the Erasmus for All programme, to make an ex-ante evaluation of its impact and adequacy with regard to the gender objectives identified in the previous section.

However, we could look at the financial instruments presently in place for education and training and gauge their gender impact so far in order to draw conclusions on what we may expect from the designed policy interventions in the next Multi-annual Financial Framework. To this aim we shall look at the intermediate evaluations of the following programmes currently in implementation.

**Lifelong Learning Programme (LLP, including Erasmus, Comenius and Gruntvig programmes)** with an overall budget of €6.9 billion, the LLP was adopted for 2007- 2013. During its first three years, the Programme has financed, with almost €3 billion, transnational education and training activities promoting the modernisation of education systems in 31 European countries. It has catered for 900,000 learning mobility periods of European citizens, of which more than 720,000 by students and almost 180,000 by teachers/trainers/staff.

According to the Eurostat database, in 2010, the proportion of persons aged 25 to 64 in the EU receiving some form of education or training in the four weeks preceding the labour force survey was 9.1%; a share that was 0.7 percentage points lower than the corresponding share for 2005. The proportion of the population who had participated in such lifelong learning activities was higher among women (10.0% in 2010) than among men (8.3%).

The mid-term review of the lifelong learning programme stresses that the LLP acted as a catalyst for structural change through support to policy development, cooperation and mobility. The fact that the programme's quantitative targets are all gender neutral is reflected in the mid-term report as statistics presented are not gender disaggregated.

Here, it is important to stress gender-sensitive monitoring of progress of the programme since lifelong learning may play a different role in the life course of men and women, as shown in the context analysis above. Besides, considering the statistics of Eurostat, we could debate that the programme has not been adequate in the sense that the proportion of the population who participated in some kind of LLP activity is not only low but has significantly decreased over recent years. An evaluation of the impact of the programme on gender equality is therefore not possible.

**Youth in Action (YiA)** with a budget of €885 million, the Youth in Action (YiA) Programme was adopted for 2007-2013 with the aim of:

- i. offering non-formal learning opportunities to all young people, with a view to enhancing their skills and competences as well as their active participation in society and

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<sup>96</sup> More details on the Budget are available in Chapter IV Financial Provisions Article 13 Budget, in the Proposal for a Regulation of the European Parliament and of The Council establishing "ERASMUS FOR ALL" The Union Programme for Education, Training, Youth and Sport, Brussels, 23.11.2011 COM(2011) 788/final 2011/0371 (COD). Full text available at: [http://ec.europa.eu/education/erasmus-for-all/doc/legal\\_en.pdf](http://ec.europa.eu/education/erasmus-for-all/doc/legal_en.pdf).

- ii. offering to youth organisations and youth workers opportunities for training and cooperation, with a view to enhancing the professionalism and the European dimension of youth work in Europe.

The overall aim of the programme is to promote mobility of youth in the EU. The Youth in Action Programme aims at reaching an equal number of male and female participants and one of the core elements of the programme is to promote anti-discrimination on the basis of gender. In 2010 one of the priorities of YiA were projects tackling the issue of marginalisation and various forms of discrimination, such as those based on gender, disability or ethnic, religious, linguistic or migrant grounds.

The mid-term evaluation of Youth in Action declares that the programme has been effective in meeting its objectives related to young people and has social impacts beyond non-formal learning. However, there is no reference to the amounts allocated to projects aimed at antidiscrimination and neither is there any gender disaggregated information on participation rates.

This makes it difficult to actually evaluate if the programme met the anti-discrimination objectives set out initially.

### **3.2. European Social Fund (2014-2020)**

The European Commission's proposal for a Regulation of the European Parliament and of the Council on the ESF (2014-2020)<sup>97</sup>, in the following ESF, highlights in several parts the importance of achieving gender equality through ESF funded programmes. The document states that "the draft Regulation clarifies and strengthens the ESF contribution to the Union's commitment to eliminate inequalities between women and men and prevent discrimination. Member States should combine a robust mainstreaming approach and specific actions to promote gender equality and non-discrimination." Moreover, promotion of gender equality has been explicitly mentioned in the mission statement of the ESF draft Regulation.

Under the chapter on specific provisions for programming and implementation, art. 6 of the draft Regulation specifies that with regard to involvement of partners "To encourage adequate participation of and access by non-governmental organisations to actions supported by the ESF, notably in the fields of social inclusion, gender equality and equal opportunities, the managing authorities of an operational programme in a region as defined in Article 82(2)(a) of Regulation (EU) No [...] or in Member States eligible for Cohesion Fund support shall ensure that an appropriate amount of ESF resources is allocated to capacity-building for nongovernmental organisations".

Art. 7 in the same chapter is devoted to the commitment of promoting equality between men and women through gender mainstreaming and specific targeted actions, with particular mention of combating gender stereotypes in education and training. One of the most important and indicative strategies of the ESF draft regulation has been to stress that data presented in annual implementation reports must be broken down by gender.

As stated in the proposal for the ESF Regulation (2014-2020), the total funding will be around €84 billion for the ESF (2014-2020), compared to the MFF 2007-2013 amount of €76 billion which means an increase of 10.5%. In case the previous allocation to the

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<sup>97</sup> <http://ec.europa.eu/esf/BlobServlet?docId=231&langId=en>.

investment windows would remain the same, the budget allocated to investment in skills, education and lifelong learning will be around €25bn, which is 30% of the total ESF budget.

### **The present programming cycle**

The ESF gender evaluation report of programming documents for the programme period 2007-2013, conducted in 2010, highlights that in the Operational Programmes (OP) analysed in the Member States, gender equality in education and training is identified as a key challenge in only six countries. In general, OPs refer to horizontal segregation – especially in science and technology – and equal access to employment, yet without providing adequate gender statistics and targets. Emphasis is also placed on issues such as supporting women in education for in-work training and for achieving basic skills; supporting women in ICT; development of gender sensitive curricula and learning materials; achieving a more equal distribution among employees in academia; fighting gender stereotypes; supporting specific programs for women's access to the labour market; supporting women in life-long learning; supporting gender training of professionals; improving career and guidance services for graduates and post-graduates.

### **3.3. Overall assessment**

Of the programmes discussed above, only the ESF seems to have an effective documented impact on women. Provisions of the ESF programming take into account gender mainstreaming at the planning as well as the implementation level. More important, the ESF programme has a specific gender related objective of supporting actions priority a) (expanding and improving investment in human capital) 'to promote increased participation in education and training [...] through actions aiming to achieve a reduction [...] in gender-based segregation of subjects' (ESF Regulations, article 3.2, a, ii) which enhances the practicability of monitoring of gender impact.

To sum up, specific budget allocations for gender equality are clearly lacking in education and training programmes in past, present and future Union programmes funding education and training measures. To date no established mechanism exists to assess the amount of aid allocated to gender equality and women's empowerment through all the thematic instruments. The use of gender-disaggregated data is still far from sufficient and the new aid modalities are providing new and even more complex challenges when it comes to tracking the funds for gender equality and women's empowerment and accounting for the results.

Specific budget lines would give all stakeholders a clear picture of where the EU stands, as the protector and promoter of rights of European citizens, when it comes to gender equality and women's human rights in education and training and allow them to hold the EU accountable.

**Table 8: Budgeting the gender objectives**

<b>Policy/ financial instrument</b>	<b>Erasmus for all<sup>98</sup></b>	<b>European Social Fund</b>	<b>Summary (by Gender Objective)</b>
<b>Gender Objective</b>			
<b>Reducing gender gaps in learning of basic skills</b>	no detailed documentation available	not an objective of the ESF programme	no detailed documentation available
<b>Reducing drop-out rate for young boys</b>	no detailed documentation available		not detailed in the documents
<b>Increasing participation of women in vocational education and training</b>	no detailed documentation available	Expected positive impact	not detailed in the documents
<b>Gender imbalance at tertiary level</b>			
<b>Increasing number of female graduates in MST</b>	no detailed documentation available		not detailed in the documents
<b>Increasing participation of women in lifelong learning</b>	no detailed documentation available	Expected positive impact	
<b>Summary (by policy/financial instrument)</b>	<b>€19 billion (includes €1.8 billion for international cooperation)</b>	<b>€ 25 bn<sup>99</sup></b>	<b>€ 44bn</b>

With regard to the issue of gender imbalance in the tertiary sector, the context analysis finds that participation in tertiary education has been increasing substantially in recent years, but faster among women than among men and the gender balance now favours females: their participation exceeded 50% of all tertiary students in the 90s to reach 54%

<sup>98</sup> See [http://ec.europa.eu/education/erasmus-for-all/doc/com\\_en.pdf](http://ec.europa.eu/education/erasmus-for-all/doc/com_en.pdf).

<sup>99</sup> 25 bns are estimated as the 30% of the ESF budget (tot 84 bns), where the 30% is the percentage of the ESF 2007-13 dedicated to the same objectives. For more details see Briefing Paper on Economic Independence.

in 2000 and 55% according to the latest figures (2008)<sup>100</sup>. Gender imbalance in favour of female graduates is most pronounced in teacher training, education science and in health and welfare fields. In these fields more than three quarters of graduates are female (see Annex B). Also important to note at this point is that female participation rates have in recent years largely increased on the back of the expansion of the service sector, while there has been a decline in manufacturing (recently further exacerbated by the economic crisis). A re-assessment of future-oriented professions is therefore needed, which could be in care or technology sectors, and it needs to be ensured that gender segregation in training and access to such occupations is reduced. However, considering the importance of this gender imbalance as a relevant issue, the same is not reflected in the budgetary proposals.

It should be highlighted that mentioning gender inequality and the intention to tackle the issue in budgetary documents is not sufficient to ensure effective actions. It is important to define gender specific targets and set out a clear strategy to achieve them. This is all the more important in the context of the recent economic crisis, considering that many European countries have already implemented or are in the process of planning austerity measures that will introduce cuts in spending, especially in public services, of which women are primary users. Studies have shown that such cuts might affect women's access to several services that indirectly affect their employability and participation in the labour market. In view of the fact that increasing women's employability through education and training, is an important way to achieve many of the targets set in the EU2020 Strategy, cuts must be viewed with caution if Europe aims to achieve its planned "smart, sustainable and inclusive growth".

#### **4. POTENTIAL DIRECT AND INDIRECT IMPACT OF THE POLICY INTERVENTIONS ON THE GENDER OBJECTIVES**

The education and training context analysis, as presented in previous sections of this paper, established a set of gender gaps in education and training, which have been well documented in several studies. However, considering the gravity of the situation, it is remarkable that the EU's umbrella programme for education and training does not mention the promotion of gender equality as one of its key areas of action, which are namely: i) promoting learning opportunities for individuals and increasing mobility, ii) promoting institutional cooperation between educational institutions and iii) supporting policy reform in Member States and cooperation with non-EU countries.

From the information made available for the Erasmus for All programme, it is difficult to ascertain a potential direct or indirect gender impact specifically because even though the programme document recognizes that gender differences exist in education, there is no clear strategy to respond to the gaps, such as:

- There are no gender specific targets set in the programme with regard to participation.
- There is no indication of specific budget allocations to activities within the programme to promote equal access to education and training for men and women.

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<sup>100</sup> Turchetti P. and Géré E., Education in Europe - Key statistics 2008, Eurostat, Population and social conditions, Data in focus 37/2010 elaborations on UOE (Unesco-OECD-Eurostat) data on Education Systems. Full text available at: [http://epp.eurostat.ec.europa.eu/cache/ITY\\_OFFPUB/KS-QA-10-037/EN/KS-QA-10-037-EN.PDF](http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-QA-10-037/EN/KS-QA-10-037-EN.PDF)

- There is no indication of a gender mainstreaming strategy in the planning, implementation and monitoring process of the programme.

Even though the programme states that it will focus on promoting access of under-represented groups into education and training, this seems to be more of a broad generalization and may not directly address the gender differences in education and training. In view of a lack of gender equality strategy ingrained in the Erasmus for All programme itself, it is difficult to assess the relevance, adequacy or sustainability of gender equality in education and training programmes.

Contrarily, in the ESF draft regulation for 2014-2020, a clear gender equality strategy has been integrated into the planning, implementing and monitoring of the programmes. Gender equality is part of the mission statement that indicates a commitment to promoting gender equality through ESF funded education and training programmes. It has a stated objective to combat gender stereotypes in education and training. In the presence of a clear gender strategy in the ESF funded programme, through gender mainstreaming and specific actions, it is more possible to assume a positive gender impact.

As indicated in the draft Regulation<sup>101</sup>, if monitoring and evaluation is made with a gender perspective, providing gender disaggregated data, it will be possible to assess the direct gender impact of the future ESF programme ex-post. The programme seems extremely relevant to closing gender differences in education and training and the increase in its budgetary allocation could be noted as a positive sign for the sustainability of the programmes<sup>102</sup>.

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<sup>101</sup> In Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the European Social Fund and repealing Regulation (EC) No 1081/2006, Brussels, 6.10.2011COM(2011) 607 final 2011/0268 (COD) SEC(2011) 1130 final} {SEC(2011) 1131 final}ANNEX Common output and result indicators for ESF investments "These data on participants entering an ESF supported operation are to be provided in the annual implementation reports as specified in Article 44(1) and (2) and Article 101(1) of Regulation (EU) No [...]. All data are to be broken down by gender." on page 21.

<sup>102</sup> In Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the European Social Fund and repealing Regulation (EC) No 1081/2006, Brussels, 6.10.2011COM(2011) 607 final 2011/0268 (COD) SEC(2011) 1130 final} {SEC(2011) 1131 final}ANNEX Common output and result indicators for ESF investments "These data on participants entering an ESF supported operation are to be provided in the annual implementation reports as specified in Article 44(1) and (2) and Article 101(1) of Regulation (EU) No [...]. All data are to be broken down by gender." on page 21.

<sup>102</sup> This increase should be read with caution. The Gross Domestic Product deflator, could be applied to adjust the values of the appropriations in the EU budget. More details and tables for the Index are available on the Eurostat website:

<http://appsso.eurostat.ec.europa.eu/nui/show.do> and

[http://epp.eurostat.ec.europa.eu/portal/page/portal/national\\_accounts/data/database](http://epp.eurostat.ec.europa.eu/portal/page/portal/national_accounts/data/database).

However, every year there are financial adjustments of the EU budget according to the Interinstitutional Agreement (IIA) of 17 May 2006, Point 16: where it is stated that each year the Commission will, ahead of the budgetary procedure for year n+1, make a technical adjustment to the financial framework in line with movements in the EU's gross national income (GNI) and prices. Movements in GNI have been updated with the latest economic forecasts available. As far as prices are concerned, the IIA (point 16) foresaw a fixed 2 % deflator for all expenditure, which was applied for the technical adjustment for 2007, 2008, 2009, 2010. Later on the Interinstitutional Agreement was changed in the face of the financial and economic crisis for further details see: [http://ec.europa.eu/budget/biblio/documents/fin\\_fwk0713/fin\\_fwk0713\\_en.cfm](http://ec.europa.eu/budget/biblio/documents/fin_fwk0713/fin_fwk0713_en.cfm).

## 5. CONCLUSIONS

The EU's declared commitment to gender equality over the last decades has produced important achievements in enhancing women's empowerment. However, gender inequalities still remain in opportunities, attainments and decisions with regard to education and training. Perhaps the most visible of these gender gaps is girls' low rates of participation in MST fields and boys' relatively higher rate of early school leaving. There is also very much evidence for gender stereotypical subject participation and occupational decisions.

According to our analysis in chapter 2, the EU's budgetary tools for funding education and training programmes could be described as responsive to gender differences only to a low extend, while for a larger part, they appear to be gender blind.

The documents examined for the *Erasmus for All* programme, which is the EC's umbrella programme for education, youth and sports for the MFF 2014-2020 show that a gender equality strategy is clearly lacking. None of the identified gender objectives in training and education have been highlighted. Specific budget allocations for gender equality are absent for education and training programmes. Moreover, there is no explicit mechanism mentioned to assess the amount of aid allocated to gender equality and women's empowerment through all the thematic instruments. The use of gender-disaggregated data for monitoring and evaluation has not been specified in any of the documents for Erasmus for All.

On the contrary, the *ESF programme* overall has a clear gender equality strategy for education and training through gender mainstreaming as well as specific actions. There are clear mission statements which give clarity to the programmes intended to promote gender equality.

The ESF programme overall presents clear gender objectives, identifies targets and has a clear gender equality strategy through gender mainstreaming as well as specific actions. There are clear mission statements which give clarity to the programmes intention on promoting gender equality.

### Gender mainstreaming

In its October 2010 Communication on the budget review<sup>103</sup>, the Commission stressed the fact that the EU budget should be grounded in a series of core principles. Gender mainstreaming has been a core principle of the EU and the need to systematically incorporate gender issues throughout all governmental institutions and policies was formalized in its 1996 communication<sup>104</sup> that stated:

"The systematic integration of the respective situations, priorities and needs of women and men in all policies and with a view to promoting equality between women and men and mobilizing all general policies and measures specifically for the purpose of achieving equality by actively and openly taking into account, at the planning stage, their effects on the respective situation of women and men in implementation, monitoring and evaluation".

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<sup>103</sup> IP/10/1351, Brussels, 19 October 2010.

<sup>104</sup> COM(96)67 final of 21 February 1996, "Communication from the Commission: Incorporating Equal Opportunities for Women and Men into All Community Policies and Activities".

Considering the importance that has been attached to gender mainstreaming by the European Union, it could be an important value addition to support the budgetary planning of Member States by incorporating gender perspective in the financial instruments of the EU. However, an overview of the EU's financial tools for education and training provide little insight into its strategy of gender mainstreaming in its planning, implementation and monitoring and evaluation stage. The gender gaps in education and training as highlighted in this briefing paper are extensive and could hardly be ignored.

The amount allocated to training and education cannot be debated as insufficient, however the integration of gender perspective is clearly missing. The adequacy of the programmes cannot be evaluated only by the amount of budgetary allocation but have to be scrutinized also according to their objectives and commitment to support the implementation of the core principles of the European Union. Therefore, we call for better planning and strategizing in education and training programmes towards promoting gender equality.

As Europe still struggles to come out of the economic crisis and in a scenario of several Member States planning or already implementing austerity measures, several studies have shown that the issue of gender equality has been put in the back burners of national agendas. This presents a remarkable opportunity to the European Union to step in to integrate a women's rights and gender equality perspective in the forthcoming decisions about the scope, priorities, and financing of the 2014-2020 EU multi-annual financial framework (MFF). A gender-responsive MFF that takes into account the differential impact of budgetary decisions on women and men, allocates sufficient funding for women-specific actions, and encourages gender mainstreaming in all EU financing instruments will make the limited EU budget more effective. It can also help the EU to reach the targets of the Europe 2020 Strategy and to enhance economic growth. However, these outcomes require political will to prioritise gender equality in budgetary decisions and it is now more than ever important for the EU to show its commitment to its founding principles.

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## 7. ANNEXES

### **ANNEX 1: TREATY ON THE FUNCTIONING OF THE EUROPEAN UNION (LISBON TREATY)**

TITLE XII: EDUCATION, VOCATIONAL TRAINING, YOUTH AND SPORT is available in Annex A.

Article 165 (ex Article 149 TEC)

1. The Union shall contribute to the development of quality education by encouraging cooperation between Member States and, if necessary, by supporting and supplementing their action, while fully respecting the responsibility of the Member States for the content of teaching and the organisation of education systems and their cultural and linguistic diversity.

The Union shall contribute to the promotion of European sporting issues, while taking account of the specific nature of sport, its structures based on voluntary activity and its social and educational function.

2. Union action shall be aimed at:

- developing the European dimension in education, particularly through the teaching and dissemination of the languages of the Member States,
- encouraging mobility of students and teachers, by encouraging inter alia, the academic recognition of diplomas and periods of study,
- promoting cooperation between educational establishments,
- developing exchanges of information and experience on issues common to the education systems of the Member States,
- encouraging the development of youth exchanges and of exchanges of socio-educational instructors, and encouraging the participation of young people in democratic life in Europe,
- encouraging the development of distance education,
- developing the European dimension in sport, by promoting fairness and openness in sporting competitions and cooperation between bodies responsible for sports, and by protecting the physical and moral integrity of sportsmen and sportswomen, especially the youngest sportsmen and sportswomen.

3. The Union and the Member States shall foster cooperation with third countries and the competent international organisations in the field of education and sport, in particular the Council of Europe.

4. In order to contribute to the achievement of the objectives referred to in this Article:

- the European Parliament and the Council, acting in accordance with the ordinary legislative procedure, after consulting the Economic and Social Committee and the Committee of the Regions, shall adopt incentive measures, excluding any

harmonisation of the laws and regulations of the Member States, C 115/120 EN Official Journal of the European Union 9.5.2008

- the Council, on a proposal from the Commission, shall adopt recommendations.

Article 166 (ex Article 150 TEC):

1. The Union shall implement a vocational training policy which shall support and supplement the action of the Member States, while fully respecting the responsibility of the Member States for the content and organisation of vocational training.
2. Union action shall aim to:
  - facilitate adaptation to industrial changes, in particular through vocational training and retraining,
  - improve initial and continuing vocational training in order to facilitate vocational integration and reintegration into the labour market,
  - facilitate access to vocational training and encourage mobility of instructors and trainees and particularly young people,
  - stimulate cooperation on training between educational or training establishments and firms,
  - develop exchanges of information and experience on issues common to the training systems of the Member States.
3. The Union and the Member States shall foster cooperation with third countries and the competent international organisations in the sphere of vocational training.
4. The European Parliament and the Council, acting in accordance with the ordinary legislative procedure and after consulting the Economic and Social Committee and the Committee of the Regions, shall adopt measures to contribute to the achievement of the objectives referred to in this Article, excluding any harmonisation of the laws and regulations of the Member States, and the Council, on a proposal from the Commission, shall adopt recommendations.

## ANNEX 2: DETAILED DISCUSSION OF GENDER GAPS IN EDUCATION AND TRAINING

- **Gender differences in the learning of basic skills:** Girls outperform boys in reading in every European country that participated in the 2009 PISA survey. The average gender gap in reading proficiency in the OECD stood at 39 points (the difference between boys' and girls' scores on the reading scale), representing about a year's worth of schooling. Among the EU27 countries, the gap in favour of girls ranged between 24 points in the Netherlands and 72 points in Malta. Very high gaps are also observed in Finland (55 points), Slovenia (55 points), Lithuania (59 points), and Bulgaria (61 points).

While boys score higher in mathematics in more than half of the participating countries and economies, in 25 countries there is no difference in mathematics performance between boys and girls, and in five countries, girls have slightly higher scores in mathematics. On average across OECD countries, there was a significant difference in mathematical literacy of 12 PISA score points in favour of boys. Among the EU27 countries, there are also wide differences. The gender gap in performance on the mathematics scale is in favour of girls in 4 countries: Sweden (2 points), Bulgaria (4 points), Lithuania (6 points) and Malta (15 points). In the remaining EU countries the gap is in favour of boys. However, it is very small in a large number of countries: 1 point in Slovenia, 2 points in Latvia, 3 points in Finland, Slovakia, Poland and Romania. Large gender gaps in favour of boys (above 20 points) are observed in the UK (20 points) and Belgium (22 points).

The gender gap is narrowest in science, where in most participating countries, there is no significant difference between girls' and boys' performance. On average across OECD countries, there was no statistically significant difference in the performance of boys and girls in scientific literacy. It is striking to see that in the vast majority of EU27 countries, girls outperform boys on the science scale: the gap in favour of girls is as high as 20 points in Bulgaria and 35 points in Malta.

Across the three subjects covered by PISA, reading, mathematics and science, and across all participating countries and economies, girls are as likely to be top performers as boys

- **Gender differences in early leaving from education:** The LFS data indicate that early school dropout is not a gender neutral phenomenon. The share of early school leavers is higher among young men than among young women in most EU Member States. The reason for drop-out may often differ for young men and women. Moreover, available figures seem to suggest that a disadvantaged background contributes to a higher risk of early school leaving for both girls and boys. Particularly children from low-income households and young immigrants are at risk of dropping out of school. The 2009 study on progress towards the Lisbon objectives for education and training (LFS data)<sup>105</sup> showed that at the level of EU-27, the risk of school drop-out among young immigrants is almost double that of a native young person (26.8% compared to 13.6% respectively).

Early school leaving is gendered, with young men predominating among those leaving school without formal qualifications. This trend can also be found among

<sup>105</sup> Full text available at: [http://ec.europa.eu/education/lifelong-learning-policy/doc/report09/report\\_en.pdf](http://ec.europa.eu/education/lifelong-learning-policy/doc/report09/report_en.pdf).

migrant populations and ethnic minorities (with the Roma population being an exception). It could be that boys are less adaptive to school environment than girls and also tend to start working earlier than girls. As a result, some countries have introduced measures to address the causes that determine the lack of male adaptation to schooling institutions. However, there is a need for more gender-aware policies to address the gender dimension of early school leaving.

- **Gender differences in general and vocational education:** A strong link has been established between women's educational level and their participation and permanent attachment to the labour market (especially in terms of continuity of work after marriage and having children). The higher the level of qualifications, the narrower the gender gap in terms of activity and employment rates. On average, in the EU, students in upper secondary education are almost equally distributed between general and vocational/pre-vocational programmes, but the gender imbalance is pronounced, with a clear prevalence of girls in general courses and of boys in vocational streams. This kind of horizontal segregation with boys participating more in educational programs oriented towards the labour market and girls more likely to be enrolled in courses preparing them for further education, can be found in almost all European countries. Gender-related stereotypes still influence educational decisions in terms of both field and level of study and, consequently, career aspirations. This has an impact on the life trajectories of men and women, beyond their occupational opportunities and career progress. Moreover, despite high female participation rates in formal education, women continue to be less represented in vocational and ongoing training. This can create obstacles to career progress and thus impact on the level of attachment to the labour market. It could also be argued that given women's lower labour market attachment (part-time, etc.) they have less vocational training opportunities.
- **Gender imbalance at tertiary level:** Participation in tertiary education has been increasing substantially in recent years, but faster among women than among men and the gender balance now favours females: their participation exceeded 50% of all tertiary students in the 90s to reach 54% in 2000 and 55% according to the latest figures (2008)<sup>106</sup>. In 2008 out of 19 million tertiary students in the EU 10.5 million were female compared to only 8.5 million male students; females thus outnumber males by 2 million. As a result of a lower dropout rate among women, this imbalance is even more pronounced among graduates. In 2000 58% of graduates in the EU-27 were female and their share increased further to 60% in 2008. For every one male graduating from tertiary education today, there are 1.5 female tertiary graduates.

Gender imbalance in favour of female graduates is most pronounced in teacher training, education science and in health and welfare fields. In these fields more than three quarters of graduates are female.

Also important to note at this point is that participation in tertiary education has been increasing substantially in recent years, but faster among women than among men. Female participation rates have in recent years largely increased on the back of the expansion of the service sector; while there has been a decline in manufacturing (recently further exacerbated by the economic crisis). A re-

<sup>106</sup> Turchetti P. and Géré E., Education in Europe - Key statistics 2008, Eurostat, Population and social conditions, Data in focus 37/2010 elaborations on UOE (Unesco-OECD-Eurostat) data on Education Systems. Full text available at: [http://epp.eurostat.ec.europa.eu/cache/ITY\\_OFFPUB/KS-QA-10-037/EN/KS-QA-10-037-EN.PDF](http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-QA-10-037/EN/KS-QA-10-037-EN.PDF).

assessment of future-oriented professions is therefore needed, which could be in care or technology sectors, and it needs to be ensured that gender segregation in training and access to such occupations is reduced.

- **Gender imbalance among graduates in Mathematics, Science and Technology (MST):** the growing proportion of women with tertiary education and employed in highly qualified jobs has been one of the most significant structural changes in European societies in recent decades. Nevertheless, significant differences persist between the genders with regard to the field of tertiary study. A significantly lower proportion of women obtain degrees in science or engineering studies. Thus, education and occupational trajectories of men and women are different, with involvement in certain study subjects still conforming to gender stereotypes.

While females outnumber male students in almost all fields of study males still predominate in maths, science and technology. Despite policy efforts to get more women into these fields at the EU level - decreasing the gender imbalance is a secondary objective of the benchmark for 2010 to increase MST graduates - the female share of MST graduates increased only moderately, from 30.7% in 2000 to 32.6% in 2008<sup>107</sup>.

A look at the share of female MST graduates by field reveals that the gender imbalance is mainly attributed to gender differences in the fields of computing and engineering, where males represent more than 80% of graduates. The indicators in She Figures 2009 (European Commission 2009) on gender equity and science reflect the following trends:

Women in scientific research remain a minority, accounting for 30% of researchers in the EU in 2006. On average in the EU-27, women represent 37% of all researchers in the Higher Education Sector, 39% in the Government Sector and 19% in the Business Enterprise Sector, but in all three sectors there is a move towards a more gender-balanced research population.

In the EU-27, 45% of all PhD graduates were women in 2006; they equal or outnumber men in all broad fields of study, except for science, mathematics and computing (41%), and engineering, manufacturing and construction (25%).

Over the period 2002-2006, there has been an increase in the overall number of female researchers in almost all fields of science in the EU-27: the most positive growth figures characterised the fields of the medical sciences (+5.6% in HES and +12% in GOV), the humanities (+6.8% in HES and +4% in GOV), engineering and technology (+6.7% in HES and +10% in GOV) and the social sciences (+6.5% in HES and +3% in GOV).

Women's academic career remains markedly characterised by strong vertical segregation: the proportion of female students (55%) and graduates (59%) exceeds that of men, but men outnumber women among PhD students and graduates (the proportion of female students drops back to 48% and that of PhD graduates to

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<sup>107</sup> Turchetti P. and Géré E., Education in Europe - Key statistics 2008, Eurostat, Population and social conditions, Data in focus 37/2010 elaborations on UOE (Unesco-OECD-Eurostat) data on Education Systems. Full text available at: [http://epp.eurostat.ec.europa.eu/cache/ITY\\_OFFPUB/KS-QA-10-037/EN/KS-QA-10-037-EN.PDF](http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-QA-10-037/EN/KS-QA-10-037-EN.PDF).

45%). Furthermore, women represent only 44% of grade C academic staff, 36% of grade B academic staff and 18% of grade A academic staff.

Empirical evidence shows that women are significantly under-represented in some scientific and technological disciplines. In most countries such gendered decisions are attributed to deeply ingrained cultural factors. The way in which many countries have sought to address this is by re-shaping curricula, textbook contents and teaching methods and by refocusing the training of primary and secondary school teachers and educational inspectors on gender issues, as well as the design of specific strategies to encourage women's integration into more male-dominated scientific disciplines (ESF evaluation 2010). At this point it is important to note that efforts should just as well be made to diversify men's educational decisions in order to fight against their concentration in just a few study fields. This is completely lacking: gender segregation in education continues to be seen as women's fault because women insufficiently go into science, computing, engineering, technology, etc. However, men's decisions also call out for policy action.



## BRIEFING NOTE ON HEALTH / WELL BEING / ENVIRONMENT

### KEY FINDINGS ON HEATH / WELL BEING / ENVIRONMENT

1. The areas of health, well-being and environment are crucial for the quality of life of men and women and could be the source of gender based inequities – directly and indirectly.
2. These areas mostly fall within the competence of national and regional authorities, in the field of subsidiarity. Hence, the role of the EU and of the EU budget must be indirect. In such cases actions in the EU may play a paradigmatic or demonstration role for national authorities, social partners or NGOs. In such cases, where the EU dimension acts as a lever for other actors, the significance of EU action may be understated by EU direct budget outlays.
3. Ensuring good and equitable health outcomes, addressing the social and material determinants of well-being and improving environmental quality are becoming more urgent in the face of the prolonged recession and the prospects of an upturn in Europe. At the same time, ambitious objectives must be realised with constrained resources.
4. EU-wide objectives in these areas (stated in the budget and other key documents) - and their gender sub-text, are similar to *public goods*, characterised by indivisibilities and difficulties in pinpointing direct beneficiaries.
5. The connection between **gender and health** is familiar (avoidable gender gaps in access and outcomes, as well as in employment, professions and skills).
6. With respect to **well-being**, the link is less immediately obvious. A number of issues regarding the gender dimension need further clarification and analysis. For example, recent research in economics has uncovered that women (even after controlling for all other factors) experience lower life satisfaction for any given income. The reasons for this are unclear; they are likely to be due to deeper reasons than a simple measurement issue, possibly dealing with empowerment of women in our societies. Thus, there is a broader well-being issue to be addressed, in addition to actions relating to the field of consumer protection.
7. In the field of **environment**, the key policy concerns refer to large-scale societal and economic issues such as climate change with limited *prima facie* gender relevance. Yet, the direction of research and innovation in energy and the environment has some direct employment implications. In addition, women are affected by actions in these fields as users of public transport, as well as in actions that affect the urban and rural environment. The emphasis on global issues such as climate change has reduced such issues' prominence in the environment agenda.
8. A gender analysis of the context in the areas of health, well-being and environment reveals numerous gender gaps and inequalities, equally present in the supply, in the demand and the access fronts. Furthermore, if one includes the social determinants of health, well-being and environmental quality, the terrain becomes very broad: the list of factors to be included is long and it is impossible to avoid repetitions and overlaps with other policy areas.
9. Partly as a result of the breadth of the area defined as health, well-being and environment, the stated programme objectives tend to be expressed in broad terms while others are concrete and can be pinned down easily. Gender-sensitive objectives mostly tend to fall in the former category. So, although the MFF as well as the Europe

2020 Strategy contain wording that can encompass most of the analytical gender objectives, they do so indirectly and hardly ever mention gender explicitly.

10. Overall, taking a closer look at the ten objectives of the financial instruments comprising the budget, one ends up by assessing their gender awareness as uniformly low, their gender relevance as mixed (2 Objectives display high gender relevance, 5 objectives having medium gender relevance and 3 objectives low) while their impact is mostly indirect.
11. It is unfortunate that while objectives related to health, well-being and the environment acquire new importance (and are endowed with more generous funding), they remain mostly silent vis a vis gender. Such gender-blindness may jeopardise their gender equality potential in jobs creation, skills formation and decision-making structures (especially in research and environment where women find themselves in a disadvantaged position from the start).
12. The areas of health, well being and the environment, while important in themselves, nevertheless feed into a broader gender picture where other dimensions may be more important or salient. In this sense, they are unlikely to alter the overall gender picture in a fundamental way (with the possible exception of health). On the other hand, if gender-sensitive issues become more visible (in the objectives, in the implementation, the monitoring and continuous assessment), they can contribute a step towards a more equitable Europe.
13. If no corrective action is taken early (embedding a gender perspective in the operation of specific financial instruments) and without careful gender monitoring of progress with the utilisation of gender-sensitive indicators, the renewed emphasis on these important areas for the quality of life of European citizens may even end up accentuating gender imbalances rather than addressing them.

## 1. INTRODUCTION

The areas of **health, well-being and environment** are critical in terms of differences in quality of life and hence carry important gender implications. However, in the European Union context they lie mostly in the field of competence of national and regional authorities. Where **subsidiarity** dominates, the European Union budget may still play an important, yet indirect, role. For example, the EU budgetary involvement could act as a facilitator and could leverage actions of non-EU bodies- national or regional governments, social partners or NGOs<sup>108</sup>. Its potential impact may thus be understated by an exclusive focus on direct disbursement from the EU. Similarly, many of the objectives pursued by health, well-being and environment policies, have the character of **public goods**, in the sense that exclusive 'consumption' or attribution may not be easily identified and externalities may dominate. For example, clean air or the prevention of climate warming benefits all and the benefit cannot be attributed to any individual or group of individuals. Finally, a problem that Parliamentarians will have to face at this stage is that many objectives are stated in very broad terms, and the extent of their gender sensitivity can only be inferred, frequently only by assuming no change has taken place since the previous programme.

Thus, 'classic' gender budgeting, in the sense of attributing expenditure to specific objectives, may only reveal a part of the story, especially when benefits are diffused and/or indirect effects are important. In such cases gender budgeting may serve as a starting point to a fuller analysis. Indirect effects should not be hidden from view – even if their quantification is conceptually difficult. This applies, in particular, to the leading role of the EU budget as a catalyst in gender-relevant decisions taken at other – national and regional - levels.

This note starts by providing a context analysis (by highlighting the main gender gaps in the areas covered, their likely causes, the role of stereotypes, and also the broader policy context for the planning period). It then proceeds to presenting a summary version of those objectives that can be gender-sensitive in each separate area. Subsequently, it offers an overview of the budget allocation and its financial tools from the point of view of gender analysis, alongside a summary table "Budgeting Gender Objectives" and the main financial instruments. The assessment of the expected adequacy and effectiveness of the financial instruments and the policy actions forms the last section of the analysis.

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<sup>108</sup> This applies, most obviously, in the transfer of best practice across borders. Many ESF initiatives in the field of gender balance or consumer protection and empowerment have 'migrated' across the EU thanks to the original ESF initiative, sometimes transformed into private sector initiatives. Initiatives by NGOs and social partners also spread.

## 2. CONTEXT ANALYSIS

### 2.1. Gender gaps in the area of health, well being and the environment

The three areas covered are key constituent elements of the quality of life for all European citizens and hence are both a consequence and a cause of gender imbalances.<sup>109</sup> Gender differences are ubiquitous, while the relevant gender gaps exhibit sharp differentiation by country or population group. The two graphs below, drawn from data of the Survey of Health, Ageing and Retirement in Europe<sup>110</sup>, illustrate the kind of gender differences prevalent in health, both physical and mental.

We focus first on *processes* which can possess a gender dimension and then, on particular *population groups* where disadvantage is concentrated. The Appendix supplies statistical information which can serve as backdrop for the gender sensitivity analysis.

In the field of **Health**, the pace of **Ageing** is expected to accelerate and to characterize developments in all Member States without exception (probably at different speeds)<sup>111</sup>. Gender differences persist in physical health, access to health care, social networks, but also family solidarity<sup>112</sup>. Those gender differences, furthermore, exhibit marked geographical and social diversity, the sources of which may be amenable to correction.

Of specific interest is **long term care**, amongst whose beneficiaries but also providers (formal or informal, paid or unpaid) women predominate<sup>113</sup>. **Family policy** and actions aiding the reconciliation of family and professional life are of key importance for gender

<sup>109</sup> WHO (2008). *Strategy for integrating gender analysis and actions into the work of WHO*. Department of Gender, Women and Health. World Health Organization, Geneva. [http://whqlibdoc.who.int/hq/2008/WHO\\_FCH\\_GWH\\_08.1\\_eng.pdf](http://whqlibdoc.who.int/hq/2008/WHO_FCH_GWH_08.1_eng.pdf).

Equity Channel Policy Precip (2011) Gender and Health Equity: Connecting People for Fair Health. EuroHealthNet, February 2011. <http://www.equitychannel.net/uploads/Fact-Sheet-Gender-V3.pdf>

EGGSI (2010) *Access to Healthcare and long-term care: Equal for women and men? Final Synthesis Report*. Expert Group on Gender Equality and Social Inclusion, Health and Long-term Care Issues., Directorate-General for Employment, Social Affairs and Equal Opportunities, European Commission.

<http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=558&type=2&furtherPubs=yes>. Thümmler, K., Britton, A., and Kirch, W. (2009) *Data and Information on Women's Health in the European Union*. Directorate-General for Health and Consumers, European Communities. [http://ec.europa.eu/health/population\\_groups/docs/women\\_report\\_en.pdf](http://ec.europa.eu/health/population_groups/docs/women_report_en.pdf).

WHO (2009), *Addressing Gender Inequalities in Health and Environment*. World Health Organization, Geneva. Report of the VI Forum on gender and health, Madrid, 11-12 November 2009. [http://www.euro.who.int/\\_data/assets/pdf\\_file/0019/123049/E94318.pdf](http://www.euro.who.int/_data/assets/pdf_file/0019/123049/E94318.pdf)

<sup>110</sup> The Survey of Health, Ageing, Retirement in Europe is a large scale interdisciplinary panel survey of Europeans aged 50+. To date it has undertaken three interviewing waves and covers 21 European countries. It has been financed by the European Commission through the 5th framework programme (project QLK6-CT-2001- 00360 in the thematic programme Quality of Life), through the 6th framework programme (projects SHARE-I3, RII-CT- 2006-062193, COMPARE, CIT5-CT-2005-028857, and SHARELIFE, CIT4-CT-2006-028812) and through the 7th framework programme (SHARE-PREP, 211909 and SHARE-LEAP, 227822) and is now a European Science Forum Research Infrastructure. For more information see [www.share-project.org](http://www.share-project.org).

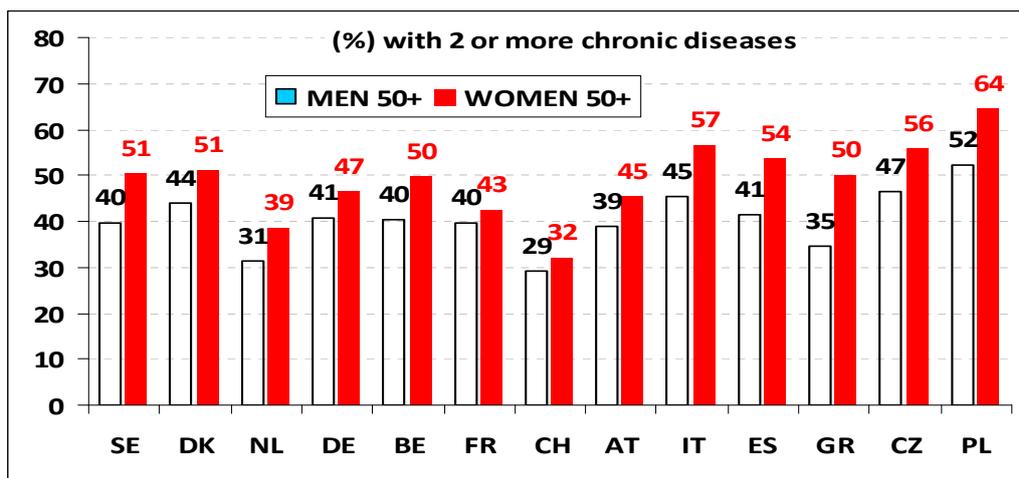
<sup>111</sup> Economic Policy Committee, 2009, *2009 Ageing Report: Economic and budgetary projections for the EU-27 Member States (2008-2060)*, European Economy, 2. [http://ec.europa.eu/economy\\_finance/publications/publication14992\\_en.pdf](http://ec.europa.eu/economy_finance/publications/publication14992_en.pdf) Economic Policy Committee, (2011). *The 2012 Ageing Report: Underlying Assumptions and Projections Methodologies*. European Economy, 4. [http://ec.europa.eu/economy\\_finance/publications/european\\_economy/2011/pdf/ee-2011-4\\_en.pdf](http://ec.europa.eu/economy_finance/publications/european_economy/2011/pdf/ee-2011-4_en.pdf).

<sup>112</sup> See European Commission (2010), Joint Report on Health Systems. European Economy. Occasional Papers 74. December 2010. [http://ec.europa.eu/economy\\_finance/publications/occasional\\_paper/2010/pdf/ocp74\\_en.pdf](http://ec.europa.eu/economy_finance/publications/occasional_paper/2010/pdf/ocp74_en.pdf) European Commission (2010). Joint Report on Social Protection and Social Inclusion 2010. Annex 6500/10 <http://ec.europa.eu/social/main.jsp?catId=757&langId=en>.

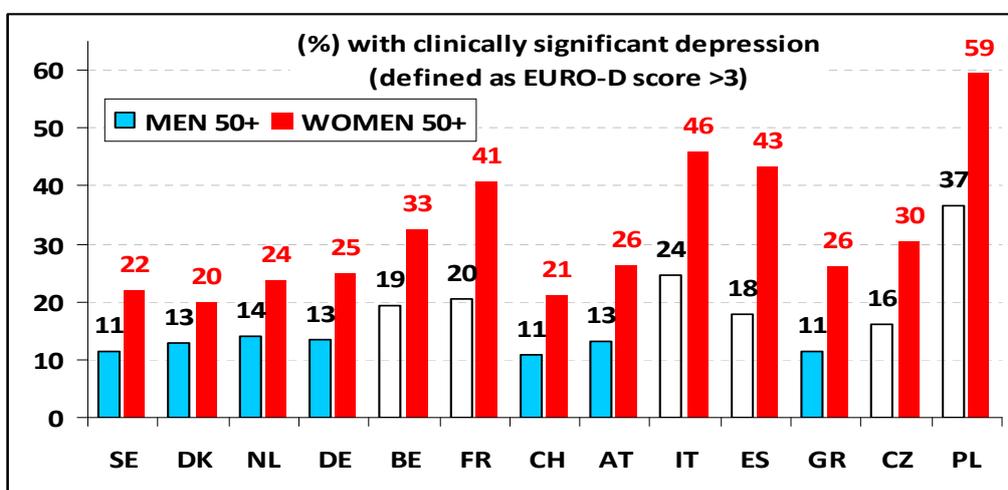
<sup>113</sup> See for a recent overview OECD, (2011). Help Wanted? Providing and Paying for Long-Term Care, Paris. <http://www.oecd.org/dataoecd/30/24/47836116.pdf>.

balance. Finally, turning to more medical matters, **research and innovation** undertaken by the private sector (pharmaceuticals, medical equipment, etc) dwarfs the European Union budget. Gender gaps may appear on the supply side (researchers), but also through the focus on specific conditions or research priorities. The incidence of health conditions is heavily gendered – for physiological and also for economic and social reasons. The process of prioritisation in health and care governance and in funding priorities could *create* gender gaps by affecting *access* to health care services. Such access problems are especially salient for gender balance in **preventive care and medicine**, as in **peri-natal, child care**, and **mental health**.

**Figure 5: Gender gaps among people aged 50+ in physical health (SHARE w2),**



**Figure 6: Gender gaps among people aged 50+ in mental health (SHARE w2),**



**Source:** Author’s calculations from SHARE w2 data.

**Well-being** even in market economies, such as in EU, is not necessarily synonymous with economic or financial independence. Material deprivation is not simply a result of lack of financial means. It may also be due to difficulties of access, due to problems of financial literacy, or inability to participate in the information society. Women’s roles in administering the family budget is one half of the ‘double burden’ that working women have to face, assuming new employment responsibilities without shedding existing responsibilities in the family. Consumer protection in this case will ease women’s time input

into unpaid labour, and moreover, by raising quality standards, will lead to a direct increase in real incomes. On a different tack, safeguarding quality standards in consumer products could also be instrumental in safeguarding a level playing field between EU and third country *producers*<sup>114</sup>; this can prevent job losses in consumer goods industries, which happen to have a high proportion of women workers.

Does well-being convey something more / different from access to financial resources? Economists in recent years have investigated this question in the context of the Economics of Happiness<sup>115</sup>. Despite substantial improvements in most of the measures of subjective well-being, evidence suggests that women's happiness has declined both absolutely and relatively to that of men, a finding which has been called "*the paradox of declining female happiness*"<sup>116</sup>. A number of explanations have been supplied to account for this trend, including the continuation of unequal sharing of housework between partners<sup>117</sup> and that women react more negatively to rising overall inequality. Without dismissing altogether the interpretations suggesting that earlier reporting of well-being were too influenced by gender-stereotypes, it appears that the available evidence indicates persistent gender differences in the correlation between income and happiness. Given equal access to financial resources, (*and controlling for all other influences*) women appear to be able to derive smaller levels of well-being than men. Moreover, their well-being is more loosely related to finance than men's well-being.<sup>118</sup>

Finally, in the field of **environment/ climate change**, most initiatives at European Union level are characterized by large scale and heavy utilization of capital and machinery for each job (i.e. capital intensity, on the *producer's* side). In contrast it is the smaller-scale actions that take place at the regional level that impact people's lives directly. An example, of special relevance to women, is public transport – which women use to a greater extent than men. Similarly, **energy efficiency and energy conservation** involve smaller scale interventions, with a higher potential to create 'green' jobs for women. By their favourable impact on household budgets, they might impact women (in their capacity as consumers) to a greater extent (in comparison to the equivalent energy gain which results from larger projects). The EU-value added is also likely to be more marked, taking into account that smaller-scale projects may face bureaucratic obstacles and may need aid in governance structures in order to take off. On the *user's* side the interventions aim at the corrections of externalities (e.g. climate change, pollution), the effects of which are gender neutral. However, the quality of the lived environment does have a gender dimension: in the **urban setting**, women tend to be more frequent users of social infrastructure and may suffer more from urban problems such as insecurity and crime. They are also likely to be more affected by localized environmental problems such as pollution, which also feed into quality of life issues. Similarly, **rural development** may also have gender implications under the environment heading, given problems of access and transport to social and health services. Recapitulating, there are particular groups who will benefit from policy intervention in the areas of health, well-being and environment which can be identified as:

- Aged women, especially widows
- Disabled women

<sup>114</sup> A level playing field is a concept about fairness in competition. It is not, so much, that each player has an equal chance to succeed, but that they all play by the same set of rules. Ensuring that all products keep to the same high standards would prevent unwarranted competition.

<sup>115</sup> See, e.g. R. Layard, 2011, *Happiness: Lessons from a New Science*, 2<sup>nd</sup> Edition, Penguin.

<sup>116</sup> (Stevenson & Wolfers, 2008).

<sup>117</sup> (Sironi & Mencarini, "Happiness, Housework and Gender Inequality in Europe", 2010).

<sup>118</sup> Esa Mangelaja, 2007, "WVS, Economists and Happiness", FSD Bulletin (Finnish Social Science Data Archive Newsletter, issue 20 (1/2007)).

- Cross-border workers
- Carers and providers of personal services
- Consumers and shoppers
- Women researchers and scientists
- Producers of consumer goods subject to low quality competition
- Public transport users

## 2.2. Likely causes of inequalities in health, well-being and the environment

In the field of health and well-being the immediate causes of measured inequalities may be *biological* (women's greater longevity), *social* (prevalence of widows at older ages), *economic* (gender resource gaps) or political (participation in policy making). Of key importance for policy, given the potential for amelioration, are **inequalities of access**. The Open Method of Coordination in social protection mentions the following access barriers to care: lack of health insurance, direct financial costs of care, geographical disparities in provision, waiting times, lack of information, discrimination, language barriers, health literacy and socio-cultural expectations in relation to life and care use<sup>119</sup>. Many of these barriers interact with *other* handicaps that women experience in other areas of their life. In health, as in other areas, path dependence implies that past inequities continue affecting organisational behaviour. For instance, this could apply to decision structures of the *private* sector, which might bend interest away from ailments more affecting women (e.g. due to women's lower purchasing power); in the *public* or NGO sector the under-representation of women among decision makers could play a role.

Given that in the fields of environment and well-being, there is often little *essential* cause for gender imbalances, gender inequalities may often be reflections of women's disadvantage in *other* fields. They may be the consequence of decision structures not allowing women a say in how the field is organised. As regards the production side, the co-existence of capital intensity with medium and small-size projects could bias decisions in favour of larger projects and could militate against smaller projects. Governance shortcomings and bureaucratic procedures may also act as 'fixed costs' to prevent entry in an industrial sector and could hence prejudice smaller initiatives. This point is of some importance as 'green jobs' will account for a growing share of employment creation.

In such areas the EU may play a facilitating or paradigmatic role for national or regional governance. In other words gender mainstreaming at EU level may encourage equivalent actions at lower levels and hence could have a kind of 'multiplier' effect.

Finally, taking into account the long horizon of the MFF, as well as the key role it accords to research and innovation, it is worth putting the question of the long term determinants of gender inequalities and the potential role played by technology in that. Innovation configures the framework in which economic and social relations will operate; it thus offers a possibility to influence the situation of gender inequalities in the *future*. This is most obviously the case in health, where the development of technology affects relative costs, but also the possibilities of treatment of particular conditions. It also, crucially, can affect *access* to care – e.g. in e-health or in the development of new treatments. In **consumer affairs** technology can offer new potential (e.g. e-commerce, new products), but can also create new sources of disadvantage by groups who find adapting difficult. In the field of

<sup>119</sup> European Commission (2010). Joint Report on Social Protection and Social Inclusion 2010. <http://ec.europa.eu/social/main.jsp?catId=757&langId=en>.

**environment**, technology can affect the labour intensity and scale neutrality of future production – and hence alter the characteristics of future employment creation. It can also alter the relative importance of energy efficiency *vis-a-vis* other forms of reaction to climate change, such as the use of filters, Renewable Energy sources or even nuclear energy.

### 2.3. Gender stereotypes and roles

Many of the above disadvantages stem from views about appropriate gender roles. Those roles are implicit and change much slower than the conditions that originally supported them; they can thus be more resistant to change and their influence may reappear in times of crisis. Of great importance in this field is the underrepresentation of women amongst decision makers in both the private and public sectors, especially the case among older women. Their needs are frequently side-stepped by their 'invisibility' – borne out of the operation of the political system but also of the diffidence showed by many women of older cohorts<sup>120</sup>.

Gender stereotypes also support **occupational segregation**, which lies behind many gender gaps on the supply side.

### 2.4. Inequalities in society that policies target

Decisions taken in health and well-being affect everyday lives of people all over Europe. Choices taken in the health field e.g. the allocation of research funds to particular conditions could have important effects far into the future affecting relative morbidity and quality of life. Health, after all, is a key input in human capabilities and should be at the base of well-being comparisons. Similarly quality of life interventions, such as ensuring minimum access to health, long-term and social services, act to correct pre-existing inequalities and create a level playing field from which men and women proceed to realise their potential for production and well-being. The crucial objective must be to ensure that avoidable, unnecessary and unjust inequalities between women and men are eliminated. This also applies *a fortiori* in the field of public transport, where women are the predominant users.

In another targeted policy such as energy, the measures to ensure efficiency and conservation, if applied to the household level – as alternatives to large scale investments in expanding energy infrastructure, have the potential of promoting *both* economic and environmental efficiency. They can do this by economising on finance, but also by transferring resources to households and by reducing the effective price that households face in the use of energy. Thus, an emphasis on efficiency and conservation could also influence the distribution of income.

### 2.5. The broader policy context for the planning period

The MFF 2014-2020 will unfold at a time when policy has to meet major challenges, which distinguishes it from previous periods. These challenges can be divided into long-term secular trends<sup>121</sup> and macroeconomic medium-term considerations linked to the exit of the current financial crisis.

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<sup>120</sup> S.Ainsworth 2003, The Feminine advantage: a discursive analysis of the invisibility of older women workers, *Gender, Work and Organisation*, vol 9, 5, pp 579-601. K.D. Scheib, 2004, Challenging Invisibility: Practices of care with older women, Chalice press, Danvers.

<sup>121</sup> The secular variation of a time series is its long-term non-periodic variation.

**Long term secular trends:** Demographics. Population ageing will accelerate together with associated changes (pensions, long term care, health trends, smaller families, technological change in health care<sup>122</sup>).

The EU is taking the lead in world climate action, as exemplified by the Durban round of the Climate Change Conference<sup>123</sup>.

**Macroeconomic effects of the crisis:** The planning period 2014-2020 is likely to play a key role in the context of the EU establishing a new growth path, after the setbacks brought on by the current financial crisis. Investment in energy infrastructure is likely to play a role in the recovery, while one of the areas expected to grow most is that of green/sustainable energy. These developments are likely to lead to major restructuring of production and –should there be no corrective action – could lead to new forms of occupational segregation and new gender imbalances. It is important that ‘green jobs’ are – at the very least- gender neutral; they should not reproduce the male occupational segregation currently ruling the energy sector.

In the field of health, and according to the 2010 Joint social protection report,<sup>124</sup> the economic crisis will increase the demand for health care (through effects on morbidity and direct effects of job insecurity on mental health), at the same time as curtailing the resources available to meet this demand. The crisis will also affect the composition of spending in the direction of greater pressure on the public sector.

The fact that long term trends will operate during the exit phases of the economic crisis could alter the way some effects may operate. For example, investment towards green energy and, more generally, in green technology are likely to account for a larger proportion of total investment and of total demand. Hence some of their characteristics (such as gender emphasis in employment) would have higher significance than otherwise.

### 3. STRATEGIC GENDER OBJECTIVES AND MFF 2014-20

#### 3.1. Analytical gender objectives and programme statements

**A note on Methodology:** The context analysis has given us an indication of what needs to be done to deal with gender-based inequalities – i.e. analytical gender objectives. Using this as a starting point, we need to see how (a) EU *programme* statements tackle the underlying gender analytical objectives and (b) how EU financial *instruments* apportion budget funds among the various programme objectives and in this way, impact on gender objectives. Thus a three stage process results, which is clarified in the following graphical schema:

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<sup>122</sup> Economic Policy Committee, (2011). *The 2012 Ageing Report: Underlying Assumptions and Projections Methodologies*. *European Economy*, 4.

[http://ec.europa.eu/economy\\_finance/publications/european\\_economy/2011/pdf/ee-2011-4\\_en.pdf](http://ec.europa.eu/economy_finance/publications/european_economy/2011/pdf/ee-2011-4_en.pdf).

<sup>123</sup> The EU road map had a catalytic effect on negotiations, as attested by the Commissioner [http://ec.europa.eu/commission\\_2010-2014/hedegaard/headlines/articles/2011-12-14\\_01\\_en.htm](http://ec.europa.eu/commission_2010-2014/hedegaard/headlines/articles/2011-12-14_01_en.htm).

<sup>124</sup> European Commission (2010). Joint Report on Social Protection and Social Inclusion 2010. Annex 6500/10 <http://ec.europa.eu/social/main.jsp?catId=757&langId=en>.



- Stage 1: Are the gender objectives that result from analysis reflected **in programme statements (i.e. Europe 2020<sup>125</sup> and Strategy for Equality<sup>126</sup>, or in sectoral EU programmes in Health, Consumer Affairs, Environment)<sup>127</sup>** If so, in what form? (Table 10)
- Stage 2: What are the objectives of the **financial instruments<sup>128</sup> which the programme utilizes in order to tackle** its gender objectives (e.g. ESF, EGAF etc)?
- Stage 3: What are the **amounts budgeted** in the financial instruments distributed among the *analytical* objectives (*left* panel of the graphical schema)?

Stage 3 would correspond to full gender budgeting. However, in the present case, the detailed information necessary to produce a full correspondence between budget proposals and analytical objectives is not available. What can be attempted directly is to produce a correspondence between budget amounts and objectives of the *financial instruments* (and not directly the analytical objectives), (see Table 10 on Budgeting Gender Objectives). In order to provide a bridge between the programme instruments and the underlying analytical gender objective, the next section examines from a gender standpoint the ten objectives contained in the MFF. By way of recapitulation, Table 12 produces a

<sup>125</sup> C.E.C. (2010), COM 2020 final, 3.3.2010. "Europe 2020: A strategy for smart, sustainable and inclusive growth", Communication from the Commission, European Commission.

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:2020:FIN:EN:PDF>

<sup>126</sup> C.E.C. (2010), COM 491 final, 21.9.2010. "Strategy for Equality between women and men 2010-2015", Communication from the Commission, European Commission. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:0491:FIN:EN:PDF>

<sup>127</sup> European Commission (2007). *Combating climate change: The EU leads the way. Europe on the movies series*. European Communities.

<http://ec.europa.eu/publications/booklets/move/70/en.pdf>.

European Commission (2006). *The European Climate Change Programme: EU Action against Climate Change*. European Communities. [http://ec.europa.eu/clima/publications/docs/eccp\\_en.pdf](http://ec.europa.eu/clima/publications/docs/eccp_en.pdf) C.E.C. (2011) COM 571 final, 20.9.2011. *Roadmap to a Resource Efficient Europe*.

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0571:FIN:EN:PDF>.

C.E.C. (2011). COM 1068 final, 20.9.2011. *On the Progress of the Thematic Strategy on the Sustainable Use of Natural Resources*.

[http://ec.europa.eu/environment/resource\\_efficiency/pdf/sec2011\\_1068\\_final.pdf](http://ec.europa.eu/environment/resource_efficiency/pdf/sec2011_1068_final.pdf)

C.E.C. (2011). *A resource-efficient Europe- Flagship initiative under the Europe 2020 Strategy*. European Commission, 26.1.2011.

[http://ec.europa.eu/resource-efficient-europe/pdf/resource\\_efficient\\_europe\\_en.pdf](http://ec.europa.eu/resource-efficient-europe/pdf/resource_efficient_europe_en.pdf).

<sup>128</sup> C.E.C. (2011), COM 500 final, 29.6.2011. 'A budget for Europe 2020: Part II'. Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions.

[http://europa.eu/press\\_room/pdf/a\\_budget\\_for\\_europe\\_2020\\_-part\\_ii\\_policy\\_fiches\\_en.pdf](http://europa.eu/press_room/pdf/a_budget_for_europe_2020_-part_ii_policy_fiches_en.pdf)

correspondence between those ten *instrument* goals and the analytical gender objectives that were derived from the context analysis.

The two general programme statements that have been examined are **Europe 2020** and the **EU strategy for Equality 2010-2015**. In the three sectoral areas, there exist, as yet, no approved programmes covering the same time period; to remedy this, this briefing note examines policy documents which can be taken as representative of policy thinking:

- in the field of **Health**: the 2010 Joint Social protection and Inclusion Report;<sup>129</sup>
- in the field of **consumer affairs**: the road map to the proposed Consumer Agenda (expected to be approved in mid-2012)<sup>130</sup>;
- in the field of environment, the road map to the 7<sup>th</sup> Environment Action Programme (expected to be approved in 2012)<sup>131</sup>.

**See Table 10, p.108.**

Looking first at the rows of Table 10, in the field of health, they distill *seven* analytical gender objectives from the discussion of the context. These concern the supply side, (occupational segregation), but chiefly focus on users/patients. Dealing with inequalities of *access*, figures prominently, referre to infrastructure and to problems of specific categories of people, usually as a result of multidimensional deprivation (e.g. elderly women, migrants). Similar objectives can be formulated on the demand (user side), dealing with avoidable inequalities arising from the allocation of resources (to health conditions/ to groups), or the need for a holistic interdisciplinary approach in ageing. Given the significance of technology and the consequent significance of innovation and research, objective 4 turns to affecting preventable gender inequalities.

In well-being, the systematic (and still largely unexplained) gender difference in the link between income and life satisfaction motivates a (rather discursive) gender objective. This pervasive – almost *existential* - inequality needs to be understood better, and if so, ameliorated. More concretely, actions in the field of consumer protection could contribute towards alleviating women's double burden (of combining work and family responsibilities), as well as consumer empowerment gap related to the increasing complexity of choices faced by consumers.

In environment and energy policy, on the *supply side* there are possibilities for correcting the existing gender imbalance in employment. On the demand side, women tend to be users of public transport, while gender inequalities may result from localized environmental or pollution problems, both in the rural and urban setting.

It is worth noting that the EU 2020 Strategy contains wording that can encompass most of the major areas highlighted in the context analysis. However, in most cases gender remains in the background, being mentioned as an independent factor far less explicitly than in the Strategy for Equality. Thus, though gender cannot be said to be *absent* in the

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<sup>129</sup> European Commission (2010). Joint Report on Social Protection and Social Inclusion 2010. Annex 6500/10. <http://ec.europa.eu/social/main.jsp?catId=757&langId=en>

<sup>130</sup> European Commission (2011) *Roadmap: European Consumers Agenda*. October 2001. [http://ec.europa.eu/governance/impact/planned\\_ia/docs/2012\\_sanco\\_005\\_consumer\\_agenda\\_en.pdf](http://ec.europa.eu/governance/impact/planned_ia/docs/2012_sanco_005_consumer_agenda_en.pdf)

<sup>131</sup> European Commission (2011). *Roadmap: 7<sup>th</sup> Environmental Action Programme*. October 2001. [http://ec.europa.eu/governance/impact/planned\\_ia/docs/2012\\_env\\_013\\_7th\\_environmental\\_action\\_programme\\_en.pdf](http://ec.europa.eu/governance/impact/planned_ia/docs/2012_env_013_7th_environmental_action_programme_en.pdf)

objectives, it is approached in an oblique and indirect manner. Gender could be there, but its presence must frequently be inferred.

**The columns of Table 10** survey the gender objectives as they can be inferred from the MFF 2020.

They match each gender-sensitive objective with equivalent statements in two other important EU documents: the Strategy for Equality 2010-15 and Europe 2020. As it is obvious from the table, there is, in general, a *broad* correspondence between the three documents.

This is most obvious in the case of health, where the programme statements lay stress on access problems, as well as mentioning explicitly matters such as access to care (both long-term and child care). Even there, however, gender can be inferred, rather than being mentioned (with the exception of older women). This observation applies *a fortiori* to well-being and environment, where Europe 2020 is silent on gender issues. In the case of environment, the emphasis on 'macro' issues such as climate change or energy conservation and efficiency appears to obscure quality of life issues related to the *lived* environment – in rural or in urban areas.

The sectoral programmes in the areas of Well-being (the Consumer Agenda) and the environment (the 7<sup>th</sup> Environment Action Programme) will be finalised in 2012; the information of Table 10. was gathered from the Roadmaps published ahead of time. It might well be that the final completed version of those programmes may fill some of the gaps and may, in the end, contain some references to gender; however, such an about-turn would require an increase in the level of awareness.

### **3.2. The EU financial instruments and the analytical gender objectives**

The European Union financial instruments documents, i.e. the Multi Annual Financial Statement 2014-2020, contain their *own* statements of objectives. It is those statements to which budget amounts are attributed in the budget statements, most of which make no mention of gender. Given that gender inequalities in the fields of health, well being and environment, as in other fields, remain, it is important to clarify and discuss whether these instrument objectives can have a gender dimension, and what could that be. This would be a step in the process of relating them to the analytical gender objectives that are the result of the context analysis. (All page references are to Budget for Europe 2020<sup>132</sup>).

Table 12 provides a diagrammatic illustration of the discussion that follows, relating the ten objectives (2 in health, 3 in well being, 5 in environment).

**Objective 1: To protect and improve the health of European citizens** (part II, p. 49).<sup>133</sup>

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<sup>132</sup> Part II - Policy fiches: "Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions", COM(2011)500 final.

<sup>133</sup> See also: C.E.C. (2011), COM 709 final, 9.11.2011. Proposal for a Regulation of the European Parliament and of the Council on establishing a Health for Growth Programme, the third multi-annual programme of EU action in the field of health for the health for the period 2014-2020.  
[http://ec.europa.eu/health/programme/docs/prop\\_prog2014\\_en.pdf](http://ec.europa.eu/health/programme/docs/prop_prog2014_en.pdf).

The attention is almost exclusively on cross-border actions and other areas with an added-value from the European Union. This objective is analysed within four areas: (a) common tools of mechanisms at EU level to address shortages of resources (b) increased access to medical expertise (c) best practices for prevention measures (obesity, smoking, HIV) (d) cross border health threats. This objective is gender sensitive through two paths:

- **Production of Health services:** in the caring professions women are greatly overrepresented. According to the ILO, the female/male ratio in nursing and obstetrics is 11.86 in Sweden, 6.34 in German, 8,09 in France, 4,19 in Spain and 9.87 in Greece. Though data does not exist, informal caring duties in the context of the family are undertaken overwhelmingly by women. Given women's preponderance on the supply side of the health care sector, increases in funding for health are likely to benefit women more than men. This also applies to the monitoring of member states as regards child care infrastructures.
- **Access to health services:** specific groups of women are especially disadvantaged as to access – such as migrant women and older women-. Securing equal access to health services is singled out as a target in the context of social inclusion and also feeds into the reconciliation of work and family life (in the context of child care services and long term care)<sup>134</sup>.

## **Objective 2: Research and innovation in health area** (part II, p. 50).

This objective is gender sensitive through two paths:

- First, **the supply side – R & D production:** women are severely underrepresented among research workers. UNECE data show that in 2008/9 women in tertiary education accounted for 37,8% of all university teachers in France, 38,7% in Germany, 38,9% in Spain and 44,2% in Sweden. These figures refer to all disciplines (not just medicine) and exclude the private sector (which in medical fields is active in research). It is conceivable, thus, that the complete picture shows a greater imbalance than is apparent from these data. Budget emphasis in further developing research and innovation in the health sector will undoubtedly result in more jobs in research; women could benefit from this expansion – should new hires correct existing gender imbalances (which is to be expected, given that the outflow of well-qualified graduates is far more gender balanced than the current stock of researchers).

However, it remains an open question whether this opportunity will be realized. The European Strategy for Equality 2010-15 presumably recognised the need for corrective action to narrow the gender gap amongst researchers, by setting a minimum percentage of participation by women of 25% in decision making positions. This type of initiative is totally absent both from Europe 2020 and the MFF 2014-2020, which could mean that certain complacency about gender sensitivity is creeping into policy documents.

- Secondly, **women and the distribution of the benefits from research and innovation.** Most improvements in health and utilization of new technology (e.g. e-health) are designed to be gender neutral. Nevertheless, some groups will stand to

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<sup>134</sup> See, for example recent Joint Reports on Social Protection and Social Inclusion, <http://ec.europa.eu/social/main.jsp?catId=757&langId=en>.

be differential gainers or losers (e.g. older women, disabled and migrant women). The distribution of relative gains and losses is likely to depend on a range of factors, some of which may be affected by women's current disadvantaged status (e.g. representation in decision making structures, financial factors). Ageing is mentioned as a distinct research area. However, the gender impact of innovation improvement will be filtered through the gender impact of different conditions. (e.g. research on prostate cancer benefits men, breast cancer women), a fact on which budget documents are largely silent.

**Objective 3: to ensure that food is safe and wholesome** (part II, p49).

Women are expected to deal with food preparation, which thus accounts for a larger part of their time input and is an important constituent of their double burden. Even in member states with a tradition in emphasizing gender balance, such as the Netherlands, UNECE data (Appendix) show women spend 2,13 times more time on food preparation than men. Freeing some of this time may feed into economic independence by lightening women's double burden. Poorer individuals stand to benefit more from an improvement in food quality, as food accounts in all countries for a greater part of their expenditure, as evidenced by all Household Budget Surveys<sup>135</sup>; quality improvements for the same cash outlays are equivalent to a rise in real incomes.

**Objective 4: investment in skills, education and life-long learning** (part II, p. 32).

Some of the earnings gaps are attributable to education patterns. Investment in education, by correcting these gaps should lead to a further shrinking of gaps. Education also alters meaningfully the *capabilities* for well being and impacts quality of life directly, e.g. through affecting the use of free time or empowering consumers. It achieves this independently of effects on earnings potential. Given that this objective appears in both the well-being and the economic independence areas, a distinction could be drawn between "education as human capital" (focused on independence) and "education as consumption input" (well-being).

**Objective 5: to empower European consumers** (part II, p. 49).

Increasing shares of information reaching consumers does so via channels like the internet or in forms that some consumers may have limited access to or have limitations to make full use of. Despite the pivotal role they play in household management, women, and especially older women, consistently rank behind men in internet use<sup>136</sup>, due to occupational, financial or cultural reasons; their possibility to benefit from consumer empowerment is thus hampered. For these reasons, the importance of media other than the internet should not be ignored. Migrants face similar participation barriers through language; the flow of information available in other languages in print as well as on the internet should help.

Attention should also be focused on content being phrased in an intuitive manner, to reach a less technically-competent audience, which one would expect to characterize disadvantaged groups. Finally, financial literacy and innumeracy could in themselves form

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<sup>135</sup> See, for instance the Eurostat page on Budget Surveys.

[http://epp.eurostat.ec.europa.eu/portal/page/portal/household\\_budget\\_surveys/Data](http://epp.eurostat.ec.europa.eu/portal/page/portal/household_budget_surveys/Data).

<sup>136</sup> The Statistical Appendix shows that this gap applies to all member states and is more pronounced for older women.

separate targets<sup>137</sup>. Explicit attention to these aspects could help shift the focus of this objective to more disadvantaged groups.

**Objective 6: Research and innovation in environment area** (part II, p. 38).

First, **the Supply side – R&D production:** women's participation in research in engineering is especially low and that carries into environmental R&D. The reasons for that may be sought in gender imbalance in the scientific education, by stereotypes or by inequalities in the hiring process caused by path dependence. UNECE data (quoted in Appendix) show the improvement in gender ratios to be halting. The opportunity to correct this by new hires may be jeopardized by male-dominated decision structures, which could reinforce path dependence. However, as in objective 2, Europe 2020 is silent on gender gaps among researchers.

Second, **women and the distribution of the *benefits* from R&D:** small scale innovation (eco-innovation) is mentioned as an explicit goal. Such innovation should give women in rural areas a chance to be more actively involved. 'Smart and sustainable growth' (Europe 2020) should, also, in principle, work towards gender balance in primary production, by technological innovations in sustainable agriculture-. Favouring scale-neutral technology should also favour the exercise of entrepreneurship, in which women appear especially disadvantaged.

**Objective 7: improve the competitiveness of the agriculture and forestry sectors and promote the diversification of economic activity and quality of life in rural areas** (part II, p. 3).

The quality of life of women living in rural areas could benefit indirectly; rejuvenation of rural areas may bring with it improvements in areas such as social infrastructure.

**Objective 8: creation of platforms for the exchange of best practices for improved compliance with EU environmental policy priorities** (part II, p. 39).

The underrepresentation of women in decision making is likely to prove an obstacle in attaining gender balance for this objective, in a manner similar to objective 2 or 5.

**Objective 9: Reduce energy consumption by 20% through increased energy efficiency** (part II, p. 12).

**The Supply side – production:** ILO data confirm male domination in engineers, technical staff and machine operators. The target of reducing energy consumption through energy efficiency will create new jobs in innovation, as well as new demand for vehicles through the modernization of the current fleet. New technology uses electronics to a greater extent, which could provide a way in for women in traditionally male dominated sectors. (e.g. the new generation of trains – in contrast to older technology can be operated in a gender neutral fashion).

**The Demand (consumption) side:** modernisation of public transport will benefit women who are more likely to be their users. Moreover, the 'smart homes' initiatives will benefit more those individuals already facing a double burden in time allocations<sup>138</sup>.

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<sup>137</sup> For a recent survey, see OECD 2011 *Improving financial education efficiency*, Also, the OECD financial education project:  
[http://www.oecd.org/document/42/0,3343,fr\\_2649\\_15251491\\_25696983\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/42/0,3343,fr_2649_15251491_25696983_1_1_1_1,00.html)

**Objective 10: cut Greenhouse Gases (gsg) by 20% and 20% of energy needs from Renewable Energy Sources (RES)** (part II, p. 12)

The other two targets of the 20/20/20 schema refer to reduction of gsg by 20% and ensuring that 20% of energy needs are met from RES. This implies major investments in energy production, especially electricity (cut back on fossil fuels, increase RES); the general trend is for more decentralized, smaller scale production than currently. This displacement could correct current imbalances, given that today's large scale electricity production units are male-dominated. New forms of energy production rely more on process technology and require greater supervision; this, also, should give the opportunity to correct imbalances. It should be noted that, should the reduction in Green house emissions be achieved through increases in the use of nuclear power (a point on which the document, is neutral), this will mean a lower participation by women.

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<sup>138</sup> Goldin C. (2006). The Quiet Revolution that Transformed Women's Employment, Education and Family. *American Economic Review*, 96, 1–21, lays stress on improvements in household appliances freeing US women to enter employment in the 1950s.

**Table 9: Evaluating the MFF objectives in Health, Well-being and environment as to gender effect**

	<b>PROGRAMME OBJECTIVE</b>	<b>GENDER AWARENESS</b>	<b>GENDER RELEVANCE</b>	<b>GENDER IMPACT</b>
<b>HEALTH</b>	1. Protect health of European citizens	LOW	HIGH	DIRECT
	2. Research and innovation in health area	LOW	MEDIUM	INDIRECT
<b>WELL-BEING</b>	3. Food safety	LOW	LOW	INDIRECT
	4. Skills, education and life-long learning	LOW	HIGH	INDIRECT
	5. Consumer empowerment	LOW	MEDIUM	INDIRECT
<b>ENVIRONMENT</b>	6. R&D in environment, agriculture, energy, transport, climate action	LOW	MEDIUM	INDIRECT
	7. Competitiveness of agriculture and forestry - diversification of economic activity in rural areas	LOW	MEDIUM	INDIRECT
	8. Improved compliance with EU environmental policy priorities	LOW	LOW	INDIRECT
	9. Energy consumption by 20% through energy efficiency	LOW	MEDIUM	INDIRECT
	10. Cut ghg by 20% and 20% of energy needs from RES (part II, p. 12)	LOW	LOW	INDIRECT

**Table 10: Analytical Gender objectives for Health, Well-being and the Environment in EU2020 and Strategy for Equality (Programme Statements)**

Analytical Gender Objectives	Context Analysis	EU 2020 Strategy	Strategy for Equality 2010-2015	Sectoral programme Statements
<b>A. HEALTH</b>				Joint Report for social protection <sup>1</sup>
<b>1. Health Supply Side</b>				
<b>1.1</b> Avoid gender Polarisation In Health Sector professions. Ensure gender neutrality of new jobs.	X	X 75% labour participation in general.	X (in general, not for health)	
<b>2. Access to Health and Care Services</b>				
<b>2.1</b> Ensure equal access (both physical and financial) to Health Infrastructure, health insurance systems, treatment and prevention. Embed gender sensitivity in decision systems.	X	X Better access to health care Promote e-health (gender not mentioned)	? Monitor gender issues in the field of health	Health inequality within and between Member states
<b>2.2</b> Ensure access by <i>specific</i> groups. Eradicate current access problems faced by migrant women, elderly women, minorities)	X	'Poverty platform' Action for groups in particular risk. Older women mentioned.	X Facilitating migrant women's access to health care	Social determinants of health
<b>2.3</b> Ensure access to quality and affordable Long-term care, both formal- and family-based.	X	X Access to care and child care facilities	X Report on Member State performance on family care	
<b>3. Health Demand Side</b>				
<b>3.1</b> Avoid inequalities in the allocation of resources for treatment of specific conditions which affect women disproportionately – both mental and physical	X	X Reduce health inequalities Gender not mentioned	? Monitor gender issues in the field of health	Challenges due to the financial crisis
<b>3.2</b> Avoid inequalities in the allocation of resources to ill health prevention and promotion of healthy lifestyles.	X			Social determinants of health
<b>3.3</b> Promote a holistic response to health issues of specific population groups (the aged, abused women, single mothers)	X	Healthy and active ageing population	Strategy on combating violence against women; Increase the knowledge base	Healthy ageing?
<b>4. Avoid preventable gender inequalities in the long-term.</b>	X	X R&D focus on Health	X 25% target for women in decision-making positions in research Increase the knowledge base	

<b>B. WELL-BEING</b>				<b>Road map to Consumer Agenda (2012)<sup>2</sup></b>
<b>1. Alleviate women's double burden</b> (reconciliation of family and work, time input into unpaid labour)	X	X promoting work-life balance	Reconciliation of family and work	Consumer rights; Digital marketplace
<b>2.</b> Investigate and, if necessary, ameliorate the gaps in women's subjective well-being (i.e. the apparent lesser capacity by women to transform financial resources to feelings of well-being).	X	Social inclusion??	X Overcome Rigid Gender roles Increase knowledge base	
<b>3. Overcome the obstacles standing in the way of consumer empowerment</b> (equal capacity to use available information and exercise of consumer rights, e.g. financial literacy, e-learning,)	X	Education & training Digital agenda		Lack of skills & knowledge; Vulnerable consumers
<b>C. ENVIRONMENT</b>				<b>7<sup>th</sup> Environment Action Programme<sup>3</sup></b>
1. Avoid Gender polarisation in employment. Promote gender neutrality of 'green jobs'.	X	? New skills and jobs; Green jobs. Restructuring	X To encourage women to enter green and innovative sectors	n.a.
2. Improve the quality, reliability and affordability of public transport (as Women are the main users of public transport).	X	X To modernise the transport sector		
3. Eliminate gender inequalities in quality of life in the <i>rural</i> environment: social infrastructure, transport	X	? Rural development for climate change		
4. Eliminate gender inequalities in quality of life in the <i>urban</i> environment: Social infrastructure, security	X		Combating violence?	n.a.
5. Address low representation of women in environment related research, especially green technology. Overcome possible in-built biases towards large scale production and against smaller scale energy efficiency and conservation initiatives.	X	X R&D focus on Climate Change, Energy and Resource Efficiency	X 25% target for women in decision-making positions in research	n.a.

<sup>1</sup> Sectoral programme statement on health used: Joint report on Social protection and inclusion 2010 and EPC/EC Joint Report on Health systems

<sup>2</sup> Sectoral programme statement for well-being used. (Roadmap to) Consumer Agenda – to be adopted in 2012.

<sup>3</sup> Sectoral programme statement for environment used. (roadmap to) 7<sup>th</sup> Environment Action Programme – to be adopted 2012. The information currently (1/12) available is insufficient to isolate the gender relevance of EAP objectives.

## 4. BUDGET ALLOCATION ANALYSIS

Table 11 codifies budget figures for the ten objectives discussed in the preceding section.

**Table 11: Budget allocation analysis (in million euro, MFF 2014-2020)**

	Health for Growth	Strategic Framework for Research and Innovation	Food Safety	European Social Fund	Consumers Programme	Common Agricultural Policy (Pillar II - rural developoen)	LIFE+ (environment sub-programme)	LIFE+ (climate sub-programme)
1. Protect health of European citizens	446							
2. Research and innovation in health area		9,077						
3. Food safety			2,177					
4. Skills, education and life-long learning				14,300 <x<25,000 <sup>2</sup>				
5. Consumer empowerment					175			
6. R&D in environment, agriculture, energy, transport, climate action		22,494						
7. Competitiveness of agriculture - diversification of economic activity in rural areas						89,900		
8. Improved compliance with EU environmental policy priorities							404.2	
9. Energy consumption by 20% through energy efficiency								
10. Cut ghg by 20% and 20% of energy needs from RES								904.5
Total	446	31,571	2,177	14,300 <sup>3</sup>	175	89,900	404.2	904.5
% of total 2014/20 Budget	0.04	3.08	0.21	1.40	0.02	8.77	0.04	0.09
2007-13 Budget (2004 prices)	321	Total <sup>1</sup> 16335	n.a.	12,300 <sup>2</sup>	157	96,000	171.4	300
2007-13 Budget (2011 prices) <sup>4</sup>	353	18005	n.a.	13557	173	105	188	330
% Change over previous period (in <b>real terms</b> )	26.1	75.3	n.a	5.5	1.1	-15.0	113	173

### Notes

<sup>2</sup> The minimum amount corresponds to the previous period's proportion for "promoting education throughout working life". The maximum amount imputes for the total of the objective.

<sup>3</sup> Minimum amounts used for ESF – based on 2007-13 proportions.

<sup>4</sup> Using the GDP deflator for EU-27 to inflate 2004 prices.

**Table 12: Correspondance between Goals of Financial Instruments and Analytical Gender Objectives**

Analytical Objectives/ Objectives of financial instruments	HEALTH		WELL-BEING			ENVIRONMENT & CLIMATE CHANGE				
	1	2	3	4	5	6	7	8	9	10
<b>A. HEALTH</b>										
<b>1. Health Supply Side</b>										
<b>1.1</b> Avoid gender Polarisation In Health Sector professions. Ensure gender neutrality of new jobs.	X			X						
<b>2. Access to Health and Care Services</b>										
<b>2.1</b> Ensure equal access (both physical and financial) to health infrastructure, health insurance systems, treatment and prevention. Embed gender sensitivity in decision systems.	X			?	?					
<b>2.2</b> Ensure access by <i>specific</i> groups. Eradicate current access problems faced by migrant women, elderly women, minorities)	X			X	X					
<b>2.3</b> Ensure access to quality and affordable long-term care, both formal- and family-based.	X			X	?					
<b>3. Health Demand Side</b>										
<b>3.1</b> Avoid inequalities in the allocation of resources for treatment of specific conditions which affect women disproportionately – both mental and physical	X		X	X						
<b>3.2</b> Avoid inequalities in the allocation of resources to ill health prevention and promotion of healthy lifestyles.	X		X	X	X			?	X	
<b>3.3</b> Promote a holistic response to health issues of specific population groups (the aged, abused women, single mothers)	X	X	X		X			?	?	
<b>4. Avoid preventable gender inequalities in the long-term.</b>			X			?			?	?
<b>B. WELL-BEING</b>										
<b>1. Alleviate women's double burden</b> (reconciliation of family and work, time input into unpaid labour)	X	?	?	X	X				X	
<b>2.</b> Investigate and, if necessary, ameliorate the gaps in women's <b>subjective well-being</b> . (i.e. the apparent lesser capacity by women to transform financial resources to feelings of well-being)	X	X		X	?		?	?		
<b>3. Overcome the obstacles standing in the way of consumer empowerment</b> (equal capacity to use available information and exercise of consumer rights, e.g. financial literacy, e-learning,)			X	X	X		X	?	?	
<b>C. ENVIRONMENT</b>										
<b>1.</b> Avoid gender polarisation in employment. Promote gender neutrality of 'green jobs'.				X	X				X	X
<b>2.</b> Improve the quality, reliability and affordability of public transport (as women are the main users of public transport).					X	?			X	X
<b>3.</b> Eliminate gender inequalities in quality of life in the <i>rural</i> environment: social infrastructure, transport.	X			?	?		X	X		
<b>4.</b> Eliminate gender inequalities in quality of life in the <i>urban</i> environment: Social infrastructure, security	X			?	X				X	X
<b>5.</b> Address low representation of women in environment related research, especially green technology. Overcome possible in-built biases towards large scale production and against smaller scale energy efficiency and conservation initiatives.		?				X			X	X

In some cases the approach is only approximate, as in Research, where the structure of financing has altered in the transfer to the Common Strategic Framework for Innovation and Technology.

The objectives as stated are general by nature. Competitiveness of agriculture and forestry (total € 89.9 bn) *may* include some items that may be gender sensitive; the majority though is unlikely to be so. At this level of generality and at this point of the discussions, it is not possible to estimate the part of this grand total that can be gender sensitive. The same comments apply for research and innovation<sup>139</sup>; some part of it may be more gender sensitive than other. The gender impact will be decided, once discussions proceed towards a lower level of generality and as the programmes are implemented.

Similar comments apply for the ESF<sup>140</sup>, with the added issue that only regional data are published, so an attribution of funds to objectives was not feasible. In order to take the analysis forward, on the assumption that the proportions devoted to different objectives remain unchanged from the previous planning period, an *estimate* of the amounts devoted to 'skills education and life-long learning' was imputed to the table (EUR 25 bn). Education and training, however, in addition to 'well being' may also be ascribed to the economic independence objective. In order to approach a figure, which may be thought to approximate more closely to the funds which would impact well-being, we may isolate the amounts corresponding to 'promoting education and training throughout the working life'. We would thus exclude 'reforming education and training systems' as peripheral to the well-being area<sup>141</sup>. We can thus quote an upper figure for the ESF and a lower figure corresponding to life long learning.

The overall impression is of a considerable redistribution of resources in favour of the general areas covered under this theme. The only area with a diminution of outlays is agriculture (-15%), while in the case of the LIFE+<sup>142</sup> programme there appears a trebling of disbursements. Caution is required, however, as the inability at this stage to distinguish gender-sensitive areas beyond broad programme aggregates, does not allow us to conclude with confidence that more funds are devoted to gender-sensitive programmes.

## **5. ASSESSMENT OF DIRECT AND INDIRECT IMPACT OF POLICY INTERVENTION**

### **Overall assessment**

The possibility of *direct* impact concerns primarily the Health field, where the greatest extent of gender gains are concentrated, but where intervention lies in areas with European Union's value added, such as cross-border health issues. In the other fields gender sensitivity is assessed to be medium or lower. In order for gains to be realised, complementary actions are necessary, most often in decision making structures.

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<sup>139</sup> C.E.C. (2011), COM 809 final, 30.11.2011. Proposal for a Regulation of the European Parliament and of the Council establishing Horizon 2020 – The Framework Programme for Research and Innovation (2014-2020). [http://ec.europa.eu/research/horizon2020/pdf/proposals/com\(2011\)\\_809\\_final.pdf](http://ec.europa.eu/research/horizon2020/pdf/proposals/com(2011)_809_final.pdf).

<sup>140</sup> C.E.C. (2011) COM 607 final, 6.10.2011. Proposal for a Regulation of the European Parliament and of the Council on the European Social Fund and repealing Regulation (EC) No 1081/2006. <http://ec.europa.eu/esf/main.jsp?catId=62&langId=en>.

<sup>141</sup> We may think of ascribing 'education as consumption' to well being and 'education as investment' to economic independence.

<sup>142</sup> C.E.C. (2011), COM 874 final, 12.12.2011. Proposal for a Regulation of the European Parliament and of the Council on the establishing of a Programme for the Environment and Climate Action (LIFE). [http://ec.europa.eu/environment/life/about/documents/COMM\\_PDF\\_COM\\_2011\\_0874\\_F\\_EN.pdf?reference=IP/11/1526&format=PDF&aged=0&language=EN&guiLanguage=en](http://ec.europa.eu/environment/life/about/documents/COMM_PDF_COM_2011_0874_F_EN.pdf?reference=IP/11/1526&format=PDF&aged=0&language=EN&guiLanguage=en).

## Assessment of the potential indirect impacts

Many fields, given subsidiarity, are areas where the EU budget can operate only indirectly.

Nevertheless, in the past the EU has been responsible for considerable gains in Member States, by forcing the pace of gender change, playing a facilitating role or through the spread of best practices.

### Gender Criteria

**Relevance:** *No* explicit mention of gender is made in the budget documents; the gender sensitivity results from secondary (textual) analysis and could, therefore, run the risk of being 'lost' along the way.

**Effectiveness:** Much depends on decision structures being able to correct past gender imbalances, most commonly in areas where current 'objective' circumstances could support greater gender neutrality. However, current structures may well themselves reflect gender stereotypes. Without awareness of this issue, there is a danger that potential gender gains may not be realized.

**Adequacy:** In many cases parallel complementary actions may be necessary (Especially in fields other than health). Monitoring and gender awareness would be necessary, as would of interim initiatives halfway through the planning period.

**Efficiency:** Given that most of the gender effects are not explicitly stated as objectives, there is a possibility that introducing gender planning from the initial stages of programming would achieve both gender-based and other targets with lower cost.

**Utility:** The areas of Health, Well-being and the Environment, while important in themselves, feed into a global gender picture that is determined by other dimensions. Hence *on their own*, they are unlikely to be seen as fundamentally altering the overall gender picture; however, and if they acquire some visibility, they can constitute an important ingredient in the overall balance.

**Sustainability:** Most gender impacts envisaged are of the kind that would *not* require continued expenditure outlays in order to reach a given desired level of gender balance. The reason for that, is that most of the change refers to gender practice lagging behind 'objective conditions', so that gender balance amounts to catching up with reality. No cases of subsidizing gender balance were located.

## 6. CONCLUSIONS

Health, Well-being and Environment are areas receiving considerably greater emphasis in terms of the European Union budget. Disbursements in some cases have more than trebled an increase which carries with it the prospect of many thousands of new jobs in related areas. However, the objectives as they stand are silent as to a gender impact; the groups identified in the context analysis as potential beneficiaries (aged women, widows, etc) hardly figure in the programme statements. Moreover, the starting point in some of the sectors with the largest increases (research, environment) is very heavily weighted against women. Whilst it is true that the expansion of funding could carry the promise of corrections to pre-existing imbalances, this would have to be implemented by decision structures heavily influencing and reflecting the previous gender situation. So, there is the

danger that potential gender balance gains will fail to be reaped, unless (a) corrective action is taken early on and (b) careful monitoring of progress via gender-sensitive indicators is built in to the structure of the programmes.

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## 8. ANNEXES

### ANNEX 1: MFF INSTRUMENTS OBJECTIVES AND GENDER RELEVANCE

	Gender sensitive Objective	Problem/observation	Context Analysis	Strategy for equality 2010-2015	EUROPE 2020
H E A L T H	1. to protect and improve the health of European citizens (part II, p. 49)	ratio women/men (in nursing 2000): Sweden: 11,86 /Germany: 6,34 /France: 8,09 /Spain: 4,19 /Greece: 9,87 (source: LABORSTA) more details in <i>LABORSTA spreadsheet</i>	women, as <b>the main providers of care</b> informally (family, child care) and formally (health sector) are benefited from any further improvement	report on the Member States' performance with regard to <b>childcare facilities</b> (key actions p.6)	
			physical health/ access to health care (e-health)	facilitating <b>migrant women's</b> access to health care (p. 5)	EU: better access to health care systems ('Euro Platform against Poverty',2020, <b>also Member States</b> ) /Member States: facilitate the reconciliation work/ family ('Agenda new skills, 2020)
	2. research and innovation in health area (part II, p. 50, 2.1.1)	2008-2009 women in tertiary education 37,8% France/ 38,7% Germany/ 38,9% Spain/ 44,2% Sweden (more details in <i>tertiaryeducation_gender spreadsheet</i>	<b>women scientists</b> participation in R&D	monitor the 25% target for women in top level decision-making positions in research (key actions p. 7)	<b>No</b> reference for women participation in 'Innovation Union' flagship (2020 p. 12)
			easier access to health services (e.g. e-health) for disadvantaged groups (aged, migrants, disabled)		European Research Area will focus on challenges such as,health and ageing, ('Innovation Union' flagship 2)
W E L L - B	3.to ensure that food is safe and wholesome (part II, p.49)		physical health/ consumption of safe food- women as <b>consumers</b>		
	4. investment in skills, education and life-long learning (part II, p. 32)	<u>gender pay gap see gender pay gap spreadsheet</u>	free time, leisure for women	institute a European Equal Pay Day (p. 7)	

	<b>Gender sensitive Objective</b>	<b>Problem/observation</b>	<b>Context Analysis</b>	<b>Strategy for equality 2010-2015</b>	<b>EUROPE 2020</b>	
<b>E I N G</b>	5. to empower European consumers (part II, p.49)	<u>internet user (age 55-74): indicative example: germany 37% female, 56%male (source UNECE) full data in internetuser_gender_age spreadsheet</u>	women's role as <b>consumers/</b> improving the information flow to consumers, <b>aged or cross-border workers</b> women are benefited		EU level: to allow elderly people to live independently in society/ flagship 'Innovation Union' can improve information flow to consumers (In. Un., 2020, p.12)	
	<b>E N V I R O N M E N T</b>	6. research and innovation in environment area (part II, p. 38)	<u>female in advanced research engineering programmes, indicative example 2007-2008: Austria: 24,7%, France 29,1% (source UNECE)</u>	women scientists participation in R&D	monitor the 25% target for women in top level decision-making positions in research (key actions p. 7)	
			<u>low selfemployment and employment in agriculture for women</u>	eco-innovation, opportunities for female entrepreneurship/ self-employment <b>in rural areas</b> -reconciliation of family and professional life	promote female entrepreneurship and self-employment (key actions, p. 5)	rural development as goal in 'Innovation Union' flagship (p. 12)
	7.improve competitiveness of agr. and forestry and promote the diversification of activity and quality of life in rural areas	<u>low selfemployment and employment in agriculture for women</u>	quality of life for <b>women in rural areas</b> where the life is more difficult for women		rural development as goal in 'Resource efficient Europe' flagship (p. 15)	
	8. creation of platforms for the exchange of best practices for improved compliance with environmental policy priorities	<u>low women presence as heads of univeristies (some countries (Cyprus, Ireland,...)):</u>	wide dissemination of project results- <b>women participation in decision-making</b> - good governance	gender balance in decision making (key actions p. 7)		
	9. reduce energy consumption by 20% through increased energy efficiency (part II, p. 12)	<u>low women participation in engineering and especially in transport sector (more details in LABORSTA spreadsheet)</u>	job creation in technology field (e.g. public trasport, energy efficiency in households) <b>ATTENTION</b> male dominated field <b>BUT</b> opportunities for women entry	encourage women to enter non-traditional professions, i.e. green sector' (p. 7)	Resource efficient Europe' flagship, p. 15 please clarify in few words	

Gender sensitive Objective	Problem/observation	Context Analysis	Strategy for equality 2010-2015	EUROPE 2020
10. cut ghg by 20% and 20% of energy needs from RES (part II, p. 12)	UK 2003: 11% of women worker use bus, 67% use car/ 5% of men worker use bus, 74% use car	public transport benefits women (proposal p. 19)/ increased energy efficient in households		Resource efficient Europe' flagship, p. 15
	ratio women/men (in power production): Sweden: 0 /Germany: 0,02 /France: 0 /Spain: 0 /Greece: 0,07 (source: LABORSTA) more details in LABORSTA spreadsheet	20/20/20 can create over 1 million new jobs- <b>male dominated</b>	encourage women to enter non-traditional professions, i.e. green sector' (p. 7)	Resource efficient Europe' flagship (p. 15)

## ANNEX 2: STATISTICAL ANNEX

**Table A.1: Employees in different sectors, selected countries**

<b>Nursing and midwifery associate professionals</b>			ratio
	Men	Women	women/men
Sweden	3355	39803	11,86
Germany	105534	668900	6,34
France	44796	362182	8,09
Spain	29365	123099	4,19
Greece	3203	31613	9,87

<b>Physical and engineering science technicians</b>			ratio
	Men	Women	women/men
Sweden	138894	27405	0,20
Germany	861775	238442	0,28
France	663638	85354	0,13
Spain	105551	28089	0,27
Greece	33862	8807	0,26

<b>College, university and higher education teaching professionals</b>			ratio
	Men	Women	women/men
Sweden	17402	9221	0,53
Germany	67835	27557	0,41
France	47872	44633	0,93
Spain	40709	25627	0,63
Greece	9971	4310	0,43

<b>Power production and related plant operators</b>			ratio
	Men	Women	women/men
Sweden	9644	0	0,00
Germany	64740	1594	0,02
France	19782	0	0,00
Spain	9480	0	0,00
Greece	1559	107	0,07

**Source:** <http://laborsta.ilo.org/default.html>

**Table A.2.:** gender gap in internet use

<b>(% of male using internet)-(% of female using internet)</b>		
<b>age 55-74</b>	<b>2005</b>	<b>2010</b>
Austria	14	19
Belgium	13	17
Bulgaria	..	1
Cyprus	5	11
Czech Republic	5	10
Denmark	8	8
Estonia	..	-3
Finland	11	6
France	..	13
Germany	17	19
Greece	3	8
Hungary	4	8
Ireland	5	2
Italy	..	15
Latvia	4	2
Lithuania	1	1
Luxembourg	40	23
Malta	9	..
Netherlands	23	14
Poland	4	8
Romania	..	3
Slovakia	6	10
Slovenia	..	8
Spain	9	12
Sweden	16	6
United Kingdom	16	8

**Source:** UNECE Statistical Division Database

**Table A.3.:** gender gap in teachers in tertiary education, indicative countries

<b>(male teachers in tertiary education)-(female teachers in tertiary education)</b>		
<b>% of total</b>	<b>2003-2004</b>	<b>2008-2009</b>
France	21,40	24,40
Germany	32,60	22,60
Greece	27,00	..
Spain	23,20	22,20
Sweden	16,60	11,60

**Source:** UNECE Statistical Division Database

<b>Table A.4.: gender gap in research engineer students (male engineers in advanced research programs)-(female engineers in advanced research programs)</b>		
<b>% of total</b>	<b>2002-2003</b>	<b>2007-2008</b>
Austria	57,8	50,6
Belgium	61,2	46,4
Bulgaria	25,6	31,6
Cyprus	..	44,2
Czech Republic	58,6	53,8
Denmark	51,4	44,4
Estonia	36,4	20
Finland	48,8	43
France	..	41,8
Hungary	3,4	37,8
Ireland	50,4	53,2
Italy	34	..
Latvia	35,6	28,8
Lithuania	29,8	27,4
Malta	..	78,8
Poland	45	39,8
Portugal	39,8	24,6
Romania	38	38,4
Slovakia	51,6	43,2
Slovenia	..	41,6
Spain	45,2	34,8
Sweden	42,8	38,4
United Kingdom	58,8	54,4

**Source:** UNECE Statistical Division Database

**Table A.5.:** Gender gap in agriculture sector

<b>(male in agricultural sector)-(female in agricultural sector)</b>		
<b>% of total</b>	<b>2002</b>	<b>2008</b>
Austria	4,2	8,5
Belgium	48,2	49
Bulgaria	27,6	..
Cyprus	29	43
Czech Republic	38,2	38,8
Denmark	52,3	61,4
Estonia	35,2	38,8
Finland	34,6	42,7
France	38,6	41,4
Germany	29,6	35
Greece	16,6	18,6
Hungary	45	51,2
Ireland	79,6	76,6
Italy	39,8	39,8
Latvia	25,4	30,3
Lithuania	21	..
Netherlands	40	40,8
Poland	11,6	..
Portugal	0	3,2
Romania	1,6	4,8
Slovakia	40,2	52
Slovenia	8,2	..
Spain	49,2	48
Sweden	53,2	..
United Kingdom	54	47,4

**Source:** UNECE Statistical Division Database

<b>Table A.6: Gender gap in heads of universities</b>		
<b>Heads of universities by Measurement, Sex, Country and Year</b>		
	<b>2005</b>	<b>2008</b>
<b>Male as % of total for both sexes</b>		
Austria	100.0	95.0
Bulgaria	91.8	88.0
Cyprus	..	100.0
Denmark	..	100.0
Estonia	81.8	80.0
Finland	..	64.3
France	88.7	..
Hungary	90.1	94.3
Ireland	100.0	100.0
Latvia	..	79.4
Lithuania	100.0	100.0
Luxembourg	100.0	100.0
Netherlands	100.0	92.9
Portugal	87.5	93.8
Slovenia	..	88.2
Sweden	72.3	66.0

**Source:** UNECE Statistical Division Database

**Table A.7.:** gender pay gap

<b>Gender Pay Gap by Reference Period, Country and Year</b>		
	<b>2000</b>	<b>2007</b>
<b>Gender pay gap</b> as difference in monthly <b>earnings</b>		
Belgium	26.5	..
Bulgaria	24.2	16.6
Cyprus	..	22.7
Czech Republic	..	24.8
Finland	21.2	19.8
France	18.6	..
Ireland	20.9	..
Latvia	21.4	16.1
Lithuania	18.3	20.7
Luxembourg	19.1	17.7
Netherlands	42.9	..
Romania	..	10.6
Slovakia	25.0	25.8
Slovenia	12.2	..
Spain	18.5	..
Sweden	17.6	16.1
United Kingdom	26.9	23.6

**Source:** UNECE Statistical Division Database

**Table A.8.:** gender gap in time spent in domestic activities

<b>Time Spent in Domestic Activities by Activity, Sex, Country and Year</b>							
	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>
<b>Food Preparation, Dish Washing</b>							
<b>Female</b>							
Austria	..	..	..	..	..	..	..
Denmark	..	1.35	..	..	..	..	..
Estonia	1.72	..	..	..	..	..	..
France	1.37	..	..	..	..	..	..
Germany	..	1.08	..	..	..	..	..
Italy	..	..	1.90	..	..	..	..
Latvia	..	..	..	1.47	..	..	..
Lithuania	..	..	..	1.68	..	..	..
Netherlands	1.24	..	..	..	..	1.19	1.17
Poland	..	..	..	..	1.98	..	..
<b>Male</b>							
Austria	..	..	..	..	..	..	..
Denmark	..	1.03	..	..	..	..	..
Estonia	0.46	..	..	..	..	..	..
France	0.38	..	..	..	..	..	..
Germany	..	0.38	..	..	..	..	..
Italy	..	..	0.28	..	..	..	..
Latvia	..	..	..	0.32	..	..	..
Lithuania	..	..	..	0.40	..	..	..
Netherlands	0.58	..	..	..	..	0.52	0.55
Poland	..	..	..	..	0.52	..	..

**Source:** UNECE Statistical Division Database



## BRIEFING NOTE ON FUNDAMENTAL RIGHTS

### KEY FINDINGS

The analysis of the documentation for the MFF 2014-2020 and the Programme in the area of fundamental rights points to challenges and policy implications that can serve as guidelines for a better gender integrated approach to the EU budget process. In particular, Regulations should provide clearly dedicated budget lines for women's rights and gender equality with targets that can be verified.

Following the analysis of the present Regulations relevant for the realisation of fundamental rights for women, these requirements can only be regarded as fulfilled in those case where specific gender objectives exist (i.e. Daphne III, the "Gender Equality" and anti-discrimination sections in PROGRESS, FRA annual report), while the gender dimension tends to disappear in those programmes with only general objectives and is limited at best to the generic concept of gender equality with no specific actions or conditions laid down to provide concrete assistance in realizing the objective.

A failure to adequately address gender equality issues could lead to an attenuation of the attention paid to women's rights and gender equality. **The main risks that apply to all programmes when gender equality is not directly specified are:**

- gender equality will be blended with other forms of inequality and dissimulate multiple discrimination, making the policy intervention less efficient in addressing and promoting equality between women and men;
- due to the lack of proposals for concrete positive actions, the promotion of equality between women and men is dependent only on the application of gender mainstreaming, which by itself is not sufficient to ensure that gender inequalities are made visible or to address specific gender gaps;
- the budget provisions for ensuring that gender equality is promoted as a fundamental human right are proposed to be more limited under the next MFF (as shown by the last row of table 14) and could furthermore be subject to reduction if forced to compete with more pressing immediate policy concerns.

**These risks may be mitigated or avoided by:**

- Inclusion of direct and feasible targets for gender equality allocated with dedicated, predictable and visible budgets;
- Adoption of the dual approach of gender mainstreaming complemented by specific actions to overcome inequality between women and men (including measures to improve equal participation of women and men in projects and the collection of gender disaggregated statistics);
- Monitoring and evaluation of the effects of budgetary implementation on gender equality, including collection of gender disaggregated statistics.

**In view of the potential negative effects of the current financial and economic crisis it is also suggested that:**

- instead of cuts to the budgets, at a minimum the same level of funding for gender equality as a fundamental right should be maintained for the period 2014-2020. Improvements in the allocation and use of resources should be sought so that more can be achieved with the same funding levels.
- the integration in the 2014-2020 period under a single programme (Rights and Citizens programme) of programmes that in the 2007-13 period had specific budget lines related to gender equality (particularly Daphne III and the gender equality section of PROGRESS) into a general regulation on fundamental rights and citizens should not result in a diminution of spending on gender equality. This means that it is vital to monitor and to make visible any changes in funds directed to gender equality, particularly in the current and next phases of the crisis.
- the impact of economic and social developments on gender equality should be monitored and assessed in order to safeguard the freedom for everyone to seek employment and choose an occupation, provided by the Charter of Fundamental Rights (2000: Art 15), but there are real dangers that such freedoms may be put in question for women if there are, for example, disproportionate cuts in the support for childcare and working mothers. These evaluations could be used as input into the decision-making process and direct political priorities and budget allocations to where they are needed.
- the EU's support of the networks, civil organizations and stakeholders working to promote gender equality in order to increase awareness continues to be even more vital if women are to be empowered, to participate in the smart, sustainable and inclusive growth announced by the 2020 EU strategy.

## 1. CONTEXT ANALYSIS

### 1.1. Introduction: The importance of a dual gender equality approach

There is a broad consensus that the Europe 2020 Strategy for smart, sustainable and inclusive growth should be the general political framework for the next Multiannual Financial Framework (MFF). Equality between women and men as a fundamental right constitutes one of the essential values and principles of the Treaty of Lisbon and consequently of the EU 2020 Strategy. Commitments to the safeguarding and promotion of fundamental rights should therefore be reflected in EU spending under all the budget headings of the 2014-2020 MFF and in all steps of the budgetary process.

Besides, equality between women and men is a key aspect of inclusive growth and funding in this area is vital to attaining the headlines target set by the EU 2020 Strategy and the priorities in the MFF. The EU's financial programmes should take into account the dual approach of supplying positive actions targeted at women and implementing gender mainstreaming. Promoting gender equality must be a horizontal priority of the MFF.

Against this backdrop, it is regrettable that the Regulation for the MFF<sup>143</sup> does not explicitly include a gender mainstreaming requirement, nor does it include any commitment for the adoption of a gender-responsive budgeting procedure, which means also that there are no provisions for evaluation and monitoring of the implementation processes according to gender impacts. Furthermore, there is a lack of clear and visible budget lines aimed at promoting gender equality, making it difficult to assess the gender impact of the MFF.

Given this lack of information on budget lines, this briefing could be considered a means of starting the first stage in gender budgeting, as specified by Rhonda Sharp<sup>144</sup>, that is that of 'awareness raising about the differential impact of fiscal measures and budgets on women and men'. The second and third stages of raising the accountability of budgets and changing and refining budgets according to the goal of gender equality are dependent upon more progress following the awareness raising phase.

The need for budget lines to take gender equality goals into account and where possible to promote gender equality and women's rights is fundamental to ensuring that the EU budget reflects the commitments on gender equality. The MFF should provide a gender analysis of its budget priorities together with a detailed breakdown of any budgetary provision for gender specific policies in all areas of EU competencies, thereby ensuring compliance with the horizontal integration of gender equality as required by the Treaty, and facilitating the transparency of funding allocated to gender equality in order to allow for the identification of such spending in all budgetary steps, from planning to monitoring and evaluation. This should be done as a standard assessment for each period of budgetary planning with a particular focus on changes from one planning cycle to another and the implications of these changes for gender equality.

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<sup>143</sup> [http://ec.europa.eu/budget/library/biblio/documents/fin\\_fw1420/proposal\\_council\\_regulation\\_COM-398\\_en.pdf](http://ec.europa.eu/budget/library/biblio/documents/fin_fw1420/proposal_council_regulation_COM-398_en.pdf).

<sup>144</sup> Rhonda Sharp (2003) Budgeting for Equity: Gender Responsive Budgeting within a Framework of Performance Oriented Budgeting, (2003) UNIFEM: New York.

## **1.2. A European approach to the implementation of Fundamental Rights**

The Stockholm programme adopted by the European Council in December 2009<sup>145</sup> sets the priorities for developing the European area of freedom, security and justice that is, together with the Europe 2020 strategy, a key element of the EU's response to the global long-term challenges and a contribution to strengthening and developing the European model of social market economy in the 21st century.

A European area of freedom, security and justice must be an area where all people, women and men and both EU citizens and third country nationals, benefit from the effective respect of the fundamental rights enshrined in the Charter of Fundamental Rights of the European Union.

The Charter of Fundamental Rights of the European Union was solemnly proclaimed in 2000 and has become legally binding with the entry into force of the Lisbon Treaty in 2009. The entry into force of the Lisbon Treaty enables the Union to demonstrate greater ambition in responding to the day-to-day concerns and aspirations of all people in Europe. It establishes the new EU objectives of combating social exclusion and discrimination while reaffirming the objective of promoting equality between women and men.

The Charter of Fundamental Rights constitutes a catalogue of civil, political, economic and social rights addressed to women and men in Europe. More explicitly from a gender perspective, the Charter and the Stockholm Programme directly address the principles of antidiscrimination, gender equality, prohibition of human trafficking and the fight against gender-based violence.

## **1.3. Mainstreaming and the principle of Gender Equality**

Gender equality is a policy field in which the EU has been one of the pioneers. In this respect, the most direct gender impact of the inclusion of the Charter into the Lisbon Treaty is the legal establishment of the principle of equality between women and men. The Charter prohibits any discrimination on grounds of gender and enshrines the right to equal treatment between men and women in its Article 23.

Furthermore, according to Article 8 of TFEU, the European Union shall implement gender mainstreaming as an integral part of policy making in order to promote equality between women and men in all its policies. This is in line with the commitments made in the EU Strategy for Equality between Women and Men 2010-2015 and in the European Pact for Gender Equality 2011-2020. The adoption of the Strategy commits the EU to the promotion of gender equality and the implementation of gender mainstreaming as an integral part of policy making. The Pact on Gender Equality builds on already existing objectives; in particular the follow-up of the Beijing Platform for Action, and it serves especially to commit EU Member States to enhancing women's participation in the labour market.

Besides, in 1997 the Treaty of Amsterdam introduced a broad anti-discrimination provision in its Article 13<sup>146</sup>, enabling European legislation to combat discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. Article 21 of the Charter of Fundamental Rights as adopted in 2000 further promoted the development

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<sup>145</sup> Council document 17024/09, adopted by the European Council on 10/11 December 2009.

<sup>146</sup> Today Article 19§1 of the Treaty on the Functioning of the European Union with unchanged content and the application of a special procedure (unanimity in the Council, consent of the European Parliament).

of legislation on the basis of this new Treaty provision, for example regarding equal treatment between persons irrespective of racial or ethnic origin<sup>147</sup>, and equal treatment of men and women regarding access to and supply of goods and services<sup>148</sup>.

Most developed is the legislation on equality between women and men in employment, work and pay<sup>149</sup>. In the workplace, men and women are protected against harassment and sexual harassment. Women are also protected against any discriminatory practices on account of pregnancy. In this respect, the Council Directive to implement the principle of equal treatment between women and men in self-employment<sup>150</sup> is a further policy development. This Directive provides for a maternity allowance for female self-employed workers and female spouses and life partners, enabling them to interrupt their professional activities.

#### **1.4. A new approach to the concept of Dignity, Freedom, and Citizens' Rights**

The relevance of the Charter from a gender perspective is not limited to the equality principle but extends to other transversal gender issues associated with the six chapters of the Charter (Dignity, Freedoms, Equality, Solidarity, Citizens' Rights and Justice).

In this respect, it should be recalled that, according to present understanding, the rights enshrined in the Freedoms chapter are guaranteeing rights without taking into account the preconditions for being able to exercise these rights. For gender equality to be truly realised, this approach to the rights enshrined in the Charter would have to be changed in accordance with Sen's notion of capabilities<sup>151</sup> integrating in the concept of the Charter the ability to pursue each particular freedom. The concept of the Charter guaranteeing today the absence of obstacles, barriers or constraints through so called "negative" freedoms would in such a way be turned into a "positive" freedom concept based on the possibility of acting. This approach is very much in line with gender mainstreaming as it allows for the analysis of policies by looking into their capacity to support women and men in exercising their fundamental rights. For example, the right to seek employment and to engage in work (Article 15) might be considered to cover also the access to care facilities for children.

Also included in the Freedom chapter are the fundamental rights related to migration, asylum, and family reunification. The increasing number of migrant women, who by 2009 already represented 48% of the total number of migrants<sup>152</sup> and accounted for 30% of asylum seekers in the Union<sup>153</sup>, results in growing importance of gender issues with respect to these rights.

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<sup>147</sup> Council Directive 2000/43/EC of 29 June 2000, <http://eurlex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2000:180:0022:0026:EN:PDF>.

<sup>148</sup> Council Directive implementing the principle of equal treatment between women and men in the access to and supply of goods and services, <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32004L0113:EN:HTML>.

<sup>149</sup> The Charter of Fundamental Rights (2000: Article 23) and COUNCIL DIRECTIVE 2000/78/EC of 27 November 2000 establishing a general framework for equal treatment in employment and occupation: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2000:303:0016:0022:EN:PDF>.

<sup>150</sup> Directive 2010/41/EU of the European Parliament and of the Council of 7 July 2010 on the application of the principle of equal treatment between men and women engaged in an activity in a self-employed capacity and repealing Council Directive 86/613/EEC. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2010:180:0001:0006:EN:PDF>.

<sup>151</sup> See Sen, Amartya, *Development as Freedom*, Oxford, Oxford University Press, 1999.

<sup>152</sup> Among all immigrants into EU Member States in 2009, 18 % were nationals, 31 % were citizens of other EU Member States, and 51 % were third country nationals, that is citizens of non-member countries. [http://epp.eurostat.ec.europa.eu/statistics\\_explained/index.php/Migration\\_and\\_migrant\\_population\\_statistics](http://epp.eurostat.ec.europa.eu/statistics_explained/index.php/Migration_and_migrant_population_statistics)

<sup>153</sup> Fig.3, p4 [http://epp.eurostat.ec.europa.eu/cache/ITY\\_OFFPUB/KS-QA-09-039/EN/KS-QA-09-039-EN.PDF](http://epp.eurostat.ec.europa.eu/cache/ITY_OFFPUB/KS-QA-09-039/EN/KS-QA-09-039-EN.PDF)

The Dignity chapter reasserts the fundamental right to human dignity that prohibits any forms of violence and human trafficking and turns gender-based violence into a violation of human rights. It should be noted that according to the Women's Lobby no less than 45% of women in Europe today have at some point experienced such a violation of their human rights<sup>154</sup>.

Furthermore, the political objectives outlined by the Charter and the Stockholm Programme cannot be achieved without effectively empowering European citizens and strengthening their confidence in the European judicial area. Citizens need to be able to benefit from their rights stemming from European integration, as well as being entitled to invoke these rights in any Member State.

### **1.5. Identification of areas in relation to Fundamental Rights of particular importance for gender equality**

To build on what has been said above and in particular in relation to Article 15 of the Charter, the issue of women's full participation in the labour market has to receive special attention. The financial crisis has put in danger progress reached in terms of the fundamental right of gender equality<sup>155</sup>. Women face not only reductions in employment in the public sector where they hold proportionately more jobs than men but also cutbacks in welfare services in support of care and reconciliation. Gender equality issues are also being moved to the margin of the agenda, on the grounds that economic and financial issues should come first. This approach fails to recognise that there is still an obligation to fulfil the objective of gender equality and that gender equality has a strong impact on economic and financial developments. If the objectives of the Europe 2020 Strategy are to be achieved and the demographic and economic challenges countered, there is an indispensable need for EU funding to promote gender equality as a common shared value across the EU. This funding has already and should continue to support activities to increase women's employment rate and promote quality employment, to improve reconciliation policies for both women and men, to strengthen national care infrastructures, to tackle vertical and horizontal gender segregation in education and in the labour market, and to combat the gender pay gap and the increasing feminisation of poverty. The macroeconomic relevance of providing more support for women's employment and reproductive rights needs much more emphasis and requires a new approach to the division of care responsibilities between public services, the private care services market and the family, and within the family between men and women.

Furthermore, as also mentioned above, addressing the specific problems raised by the "feminisation" of migration in Europe should be high on the EU policy agenda. The "feminisation" of migration calls for targeted policy measures for migrant women. As stated by the Beijing Platform for Action, migration and mobility generate changes in family structures and introduce additional burdens for women. It also emphasised that women and children are more vulnerable as refugees and displaced persons. In addition, due to various reasons, migrant women often have to work in sectors of the shadow economy that are characterised by exploitative wages. In particular, there is a growing demand in the EU for cheap labour in the service sector and for domestic workers that is fuelled by the ageing of the population, the cutbacks to welfare and by European women's reduced availability for unpaid labour in the home. Therefore, the adoption of a focused gender approach is an

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<sup>154</sup> <http://www.womenlobby.org/spip.php?article2447&lang=en>.

<sup>155</sup> Report from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions. Equality between women and men —(2010 (COM(2009)694 final p.3).

essential element in all migration policies of EU and its Member States. In this regard, the European Court of Human Rights rendered judgment in 2005 in the case of a Togolese girl working 15 hours a day, with no days off, as a domestic servant, cleaning and caring for children and not being paid. The Court ruled that these conditions contravened Article 4 of the European Convention on Human Rights, which prohibits slavery, servitude and forced labour<sup>156</sup>.

Another important aim is tackling multiple discrimination. EU policy priorities should aim to combat all forms of discrimination, thereby using existing EU legislation to move beyond an exclusive focus on gender inequality towards policies that address multiple inequalities at the intersection of gender with racial or ethnic origin, religion or belief, disability, age or sexual orientation. Recital 14 of the EU Racial Equality Directive, for instance, states that in *implementing the principle of equal treatment irrespective of racial or ethnic origin, the Community should, in accordance with Article 3(2) of the EC Treaty, aim to eliminate inequalities, and to promote equality between men and women, especially since women are often the victims of multiple discrimination*<sup>157</sup>.

The principles of fundamental rights for both women and men touch on every aspect of people's lives and their full exercise is essential for everyone and in all areas. Table 13 below summarises from a gender perspective those policy objectives that should be at the core of the political agenda in the area of rights and shows the correspondence between each identified policy objective with the Strategy for Equality 2010-2015 and the EU 2020 Strategy, which are the main reference documents for the MFF 2014-2020. As can be deduced from the table, the EU 2020 Strategy incorporated few gender objectives, for example there is no reference to measures aiming at closing the gender pay gap.

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<sup>156</sup> Migrants in an irregular situation employed in domestic work: Fundamental rights challenges for the European Union and its Member State:  
[http://fra.europa.eu/fraWebsite/attachments/FRA-report-domestic-workers-2011\\_EN.pdf](http://fra.europa.eu/fraWebsite/attachments/FRA-report-domestic-workers-2011_EN.pdf).

<sup>157</sup> Council Directive 2000/43/EC of 29 June 2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin.  
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32000L0043:en:HTML>.

**Table 13: Gender Objectives for Fundamental Rights**

Gender Objective	Context Analysis	Strategy for Equality 2010-2015	EU 2020 Strategy
<b>Fighting against gender based violence and human trafficking</b>	<b>X</b>	<b>X</b>	
<b>Equality between women and men:</b>	<b>X</b>	<b>X</b>	<b>X</b>
<i>Gender pay gap</i>	X	X	
<i>Gender balance in decision-making positions</i>	X	X	
<i>Access to employment/Economic independence</i>	X	X	X
<b>Addressing the feminisation of poverty and migration</b>	<b>X</b>	<b>X</b>	
<b>Measures establishing the conditions for the full exercise of fundamental rights (for both women and men):</b>	<b>X</b>	<b>X</b>	
<i>Participation of women as citizens of the Union in the Union's democratic functioning</i>	X		
<i>Access to efficient and independent justice for women and men</i>	X		
<i>Access to health services for migrants (Roma and women in particular)</i>	X	X	
<i>Ensure equal access to, and the effective enjoyment of, fundamental rights including gender equality by third country nationals</i>	X	X	
<i>Ensure that asylum and immigration policy take into account gender equality</i>	X	X	
<i>Positive actions to address the risk of discrimination, abuse and exploitation of migrants in an irregular situation</i>	X		

## 2. A GENDER PERSPECTIVE ON THE 2014-2020 MULTIANNUAL FINANCIAL FRAMEWORK IN THE AREA OF FUNDAMENTAL RIGHTS

The Regulation for the MFF<sup>158</sup> does not explicitly include a gender mainstreaming requirement. In contrast, the regulation of the overarching CSF<sup>159</sup> funds strongly integrates gender equality and the dual gender equality approach (positive actions and gender mainstreaming). This applies for instance to the stipulation for gender equality to become a general principle in the "Common Strategic Framework" (Art.7)<sup>160</sup> as well as in the "partnership contract" between the EU Commission and Member States. Furthermore gender equality considerations are integrated into both the set of principles for ex-ante and ex-post monitoring and evaluation of the CSF funds. The proposal for the ESF Regulation also provides for the coherent integration of the gender equality objectives, to be put into practice through the gender mainstreaming strategy/dual gender equality approach. The CSF and ESF funds have among their specific objectives the fight against discrimination, the promotion of women's economic independence and the integration into employment of immigrants, thereby strongly contributing to facilitating the pre-conditions for the full exercise of fundamental rights.

One of the challenges of funding in the area of fundamental rights is ensuring that there is efficient and sufficient distribution of resources across specific programmes to address horizontal and cross-cutting priorities such as gender equality. Fundamental rights necessarily address issues with common and interlinked dimensions which require an integrated rather than a fragmented approach to implementation. It is therefore important that horizontal and cross cutting issues are made visible throughout the budgetary process. However, in the absence of such an approach in the current documentation presenting the MFF programme, our approach has to be more limited and focused on those programmes most directly concerned with gender equality and fundamental rights. Firstly, the most pertinent programmes in the MFF 2014-2020 are evaluated. Secondly, given the lack of detailed information on the budget of the specific programme for the period 2014-2020, the present programmes have been analysed in order to highlight the potential future gender impact.

### 2.1. Budget evaluation of the most pertinent programmes

In order to develop a gender perspective on MFF in the area of fundamental rights we restrict the analysis to the most pertinent programmes with specific objectives rooted in the promotion and advance of fundamental rights. In particular, according to the European budget document "A Budget for Europe 2020"<sup>161</sup>, the most relevant programmes are i) the Rights and Citizenship Programme including Daphne III, Fundamental Rights and Citizenship and the "Antidiscrimination and Diversity" and "Gender Equality" sections of the Programme for Employment and Social Solidarity (PROGRESS). In addition, the Progress Programme budget supports the Fundamental Rights Agency (FRA) and the European

<sup>158</sup> [http://ec.europa.eu/budget/library/biblio/documents/fin\\_fw1420/proposal\\_council\\_regulation\\_COM-398\\_en.pdf](http://ec.europa.eu/budget/library/biblio/documents/fin_fw1420/proposal_council_regulation_COM-398_en.pdf).

<sup>159</sup> [http://ec.europa.eu/regional\\_policy/sources/docoffic/official/regulation/pdf/2014/proposals/regulation/general/general\\_proposal\\_en.pdf](http://ec.europa.eu/regional_policy/sources/docoffic/official/regulation/pdf/2014/proposals/regulation/general/general_proposal_en.pdf).

<sup>160</sup> Gender equality is the third of five general principles of support after partnership and multi-level governance and before sustainability and compliance with applicable EU and national law.

<sup>161</sup> [http://europa.eu/press\\_room/pdf/a\\_budget\\_for\\_europe\\_2020\\_-\\_part\\_ii\\_policy\\_fiches\\_en.pdf](http://europa.eu/press_room/pdf/a_budget_for_europe_2020_-_part_ii_policy_fiches_en.pdf).

Institute of Gender equality (EIGE); ii) the Migration and Management Fund and iii) the Europe for Citizens Programme.

Table 14 below reports the information available from the MFF 2014-2020 on budget allocation.

**Table 14: Budgeting the Gender Objectives**

Policy/ financial instrument	Rights and Citizenship Programme 2014-2020			Europe for Citizens	Migration and Asylum Management Fund 2014-2020
	Fundamental Rights and Citizens Programme 2014-2020	Daphne III Programme 2014-2020	"Antidiscrimination" and "Gender equality" section of PROGRESS 2014- 2020		
Fighting against gender based violence		No detailed documentation available			-
Equality between women and men*	No detailed documentation available		No detailed documentation available	No detailed documentation available	
Addressing the feminisation of poverty and migration			-		No detailed documentation available
Measures establishing the conditions for the full exercise of fundamental rights (for both women and men)	No detailed documentation available	No detailed documentation available	No detailed documentation available	No detailed documentation available	No detailed documentation available
Total by Programme	€439m			€203m	€3.869 m
Budget 2014-2020 as percentage of 2007-13 (100%)	95.6%			94.4%	not applicable

Note: \*please refer to Table 1 for a detailed description of the main policy objects included under Equality between women and men.

#35% of the budget allocated to the whole PROGRESS programme.

The scarce monetary information makes it difficult to assess the gender impact of the future budget allocation in the MFF in the area of Fundamental Rights for the period 2014-

2020. Table 14 does not report any information broken down by gender objective but only the total for each programme.

In order to provide nevertheless some assumptions on the possible impact of the programmes as proposed by the Commission, the proposals are compared to the current ones of the MFF 2007-2013. The first conclusion that can be made is that the total funding in the area of Fundamental Rights for the 2014-2020 period<sup>162</sup> will be lower than in the present programming period.

### 2.1.1. Rights and Citizenship Programme

In "A Budget for Europe 2020", the Commission identified the principal objectives of simplifying the existing funding structure by reducing the number of EU funding instruments and by establishing a set of overarching provisions applicable to all EU funding in the area of Fundamental Rights. In order to ensure clear focus on European added value and to cater for rationalisation and simplification of the funding mechanisms, the Commission has proposed the creation of the Rights and Citizenship Programme<sup>163</sup> as the successor of three current programmes:

- Fundamental Rights and Citizenship<sup>164</sup>,
- Daphne III<sup>165</sup>,
- The Sections "Antidiscrimination and Diversity" and "Gender Equality" of the Programme for Employment and Social Solidarity (PROGRESS)<sup>166</sup>.

In particular, this Programme should promote the rights deriving from European citizenship, the principles of non-discrimination and equality between women and men, the right to the protection of personal data, the rights of the child, the rights deriving from the Union consumer legislation and from the freedom to conduct a business in the internal market.

The "Proposal for a regulation of the European Parliament and of the Council establishing for the period 2014 to 2020 the Rights and Citizenship Programme" mentions gender six times but four of these times are in relation simply to the fact that the new programme includes the gender equality element of PROGRESS. The other two mentions refer to the need for gender equality issues to be included in monitoring and evaluation: the regulation requires the monitoring to "provide a means of assessing the way in which gender equality

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<sup>162</sup> The total budget for the Fundamental Rights and Citizens programme, the Antidiscrimination and Gender equality section of Progress and the Daphne programme amounts for the period 2007-2013 at EUR 495.4 mln.. The total budget allocated for the period 2014-2020 is EUR 439 mln, that is 95.6% of the 2007-13 total. Equally there is a reduction for the Europe for Citizens programme, that has a budget of EUR 215 mln for 2007-2013 that is reduced to EUR 203 mln (94.4%) for the next period.

<sup>163</sup> Proposal for a Regulation of the European Parliament and of the Council establishing for the period 2014 to 2020 the Rights and Citizenship Programme:  
[http://ec.europa.eu/justice/newsroom/files/1\\_en\\_act\\_part1\\_v5\\_frc\\_en.pdf](http://ec.europa.eu/justice/newsroom/files/1_en_act_part1_v5_frc_en.pdf).

<sup>164</sup> Council Decision of 19 April 2007 establishing for the period 2007-2013 the specific programme 'Fundamental rights and citizenship' as part of the General programme 'Fundamental Rights and Justice'(2007/252/JHA:  
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2007:110:0033:0039:EN:PDF>

<sup>165</sup> Decision No 779/2007/EC of the European Parliament and of the Council of 20 June 2007 establishing for the period 2007-2013 a specific programme to prevent and combat violence against children, young people and women and to protect victims and groups at risk (Daphne III programme) as part of the General Programme 'Fundamental Rights and Justice'  
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2007:173:0019:0026:EN:PDF>.

<sup>166</sup> Decision No 1672/2006/EC of the European Parliament and of the Council of 24 October 2006 establishing a Community Programme for Employment and Social Solidarity — Progress:  
<http://ec.europa.eu/social/main.jsp?langId=en&catId=327>.

and anti-discrimination issues have been addressed across the programme's actions"<sup>167</sup>. It also calls for gender disaggregation of indices by sex, age and disability but adds the provision 'where relevant' which may result in only limited disaggregation as no criteria are given for determining when this may be relevant. Beyond monitoring and evaluation, no specific issues relating to gender equality are highlighted.

Of even greater concern is the intention to introduce flexible funding across the different areas of interest in the programme. The impact assessment in the "Proposal for a regulation of the European Parliament and of the Council establishing for the period 2014 to 2020 the Rights and Citizenship Programme" concern the future funding activities for the whole area of justice, rights and equality, which currently comprise six programmes<sup>168</sup>. The impact assessment has considered three options<sup>169</sup>:

Option A: to maintain six programmes and to address some of the identified problems through changes in the internal management of the programmes. Improving management and fostering strong synergies between the programmes would address some of the issues. However, the main cause of the problems, i.e. the multitude of programmes would not be directly addressed and consequently the improvements to be achieved by this option would be limited.

Option B: to maintain all measures of option A and additionally to merge the current six programmes into two programmes. This option would allow for flexibility in the use of funds and in addressing annual policy priorities. It would achieve increased simplification (both for the beneficiaries and the administration) and efficiency of the programmes, since significantly fewer procedures would be needed. The effectiveness of the programmes would also be improved as the fragmentation and dilution of funds would be addressed better within two programmes. Human resources could be freed, since fewer procedures would reduce the administrative burden and they would be allocated to activities improving the effectiveness of the programmes (dissemination of results, monitoring, providing information, etc).

Option C: to implement only one programme. This option addresses all problems caused by the multiple legal instruments and by the increased administrative burden of managing multiple programmes. However, due to legal constraints the scope of this programme would not be able to cover the funding needs of all policy areas. A choice would have to be made between the area of justice and the area of rights and citizenship. Although this solution can deliver maximum impact in terms of management, it would not be possible to address sufficiently the policy priorities and needs of the whole policy area.

Flexible funding across the different areas of interest in the programme was mentioned as one of the reasons for selecting option B which consolidates the six justice programmes into two (Justice programme and Rights and Citizens programme) as opposed to option A which would be to maintain the six separate programmes. This option was said to 'allow for flexibility in the use of funds and in addressing annual policy priorities'. On this basis it is not predetermined how much would be spent on gender equality issues directly within the

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<sup>167</sup> See footnote 20.

<sup>168</sup> Civil Justice Programme (JCIV), the Criminal Justice Programme (JPEN), the Fundamental Rights and Citizenship Programme (FRC), the Daphne III Programme (DAP), the Drug Prevention and Information Programme (DPIP) and the sections "Antidiscrimination and Diversity" and "Gender Equality" of the Programme for Employment and Social Solidarity (PROGRESS).

<sup>169</sup> Proposal for a regulation of the European Parliament and of the Council establishing for the period 2014 to 2020 the Rights and Citizenship Programme".  
[http://ec.europa.eu/justice/newsroom/files/1\\_en\\_act\\_part1\\_v5\\_frc\\_en.pdf](http://ec.europa.eu/justice/newsroom/files/1_en_act_part1_v5_frc_en.pdf).

six year framework of the MFF, even if indicative budgets had been provided. As issues such as migration, asylum and cross border cooperation on which the Fundamental Rights and Citizenship Programme has focused are more likely to have immediate short term effects on political agendas than gender equality, there is a danger that this flexibility, if implemented, would work to reduce rather than increase expenditure on programmes directly addressing gender equality.

The overall budget for the implementation of the Rights and Citizenship Programme for the period 1 January 2014 to 31 December 2020 shall amount to EUR 439 m. No break down of information on the budget allocation of specific projects under the Rights and Citizenship Programme is provided, making it difficult to assess the beneficiaries and the impact of the programme in terms of gender<sup>170</sup>.

### 2.1.2. Asylum and Migration Fund

As set out above, another policy area where we believe a gender integrated approach would be fundamental for the success of the programme is migration. The new Asylum and Migration Fund draws on the capacity building process developed with the assistance of the European Refugee Fund, the European Fund for the Integration of third-country nationals and the European Return Fund and extends it to cover more comprehensively different aspects of the common Union asylum and immigration policy, including actions in or in relation to third countries addressing primarily EU interests and objectives in those policy areas, and takes into account new developments<sup>171</sup>.

The "Proposal for a regulation of the European Parliament and of the Council establishing the Asylum and Migration Fund<sup>172</sup>" does not mention gender at all. There is no reference to gender mainstreaming or a reference to specific gender issues to be tackled. Women are only mentioned when listing the most vulnerable persons amongst migrants and refugees and mostly when referring to pregnant women. The proposal maintains a gender-neutral approach to immigration that ignores women's specific needs and does not uphold women's fundamental rights. The management of migration flows is an important area in which contributions from the EU budget could bring added value if a gender perspective was integrated by addressing particular gender sensitive issues such as the feminisation of poverty and migration.

### 2.1.3. The Europe for Citizens Programme

Finally, the Europe for Citizens Programme's objectives build on the Charter for Fundamental Rights by promoting the development of shared values, tolerance and mutual understanding through creating opportunities for participation, dialogue and sharing of experiences. The proposal for the Europe for Citizens programme 2014-2020 does not specifically address any gender issues nor report detailed information on the activities that will be carried on. For the assessment of the gender impact of this programme, the current activities will be analysed in the section below.

## 2.2. Experiences from the present programming cycle

The scarce information provided on the budget break down of the future 2014-2020 Programmes in the area of fundamental rights makes it very difficult to assess their future

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<sup>170</sup> See footnote 19.

<sup>171</sup> SEC(2011) 1358 final, p.2 <http://ec.europa.eu/home-affairs/news/intro/docs/751.pdf>.

<sup>172</sup> See footnote 11.

gender impact. In order to overcome the lack of information we refer to the budget and mid-term evaluations of the past programmes that will be included in the Rights and Citizens Programme in the next MFF 2014-2020.

First the Fundamental Rights and Citizenship Programme for 2007-13 had a mid-term evaluation<sup>173</sup> which, even though the programme clearly states equality between women and men among its objectives, did not include any particular information on the impact the programme generated on the specific issue. The evaluation was carried out at more general level, attesting to a general good compliance between the projects funded and the general aims of the programme and positively evaluating the projects' outcomes so far in terms of relevance, effectiveness, adequacy, efficiency, utility and sustainability. The lack of clear ex-ante requirements to include the gender impact in the past Regulation of the Programme resulted in a failure to collect the substantial information that is needed to prepare a gender impact assessment. Furthermore a scan of the work programmes for the years 2007 to 2012 only revealed one mention of gender, in relation to actions to address gender imbalance in participation in European Parliament elections in 2011. In contrast the annual report of the Fundamental Rights Agency<sup>174</sup> which also will be funded through the Rights and Citizens Programme, does provide both detailed information on developments in gender equality in a dedicated chapter that includes a section on multiple discrimination and some analysis of gender issues within a range of other chapters, notably Roma in the EU and protection of victims. It is also launching a survey against women violence.

The second programme that of Daphne III<sup>175</sup> "to prevent and combat violence against women, children and young people and to protect victims and groups at risk" can be considered of great relevance from a gender perspective given its specific gender objectives. The mid-term evaluation stressed the importance of the programme in achieving its objectives by taking preventive measures and by providing support and protection for victims and groups at risk. The programme funded successful projects that established European networks, shared best practices, produced various publications and studied the phenomenon of violence. According to the mid-term evaluation, improvement could be made by strengthening the link of the programme with policy developments.

Finally, the "Antidiscrimination and Diversity" and "Gender Equality" sections of the Programme for Employment and Social Solidarity (PROGRESS) also fall under the Rights and Citizens programme<sup>176</sup>. These sections of the PROGRESS programme represent 35% of its overall budget and amount to € 241.52 million for the period 2007-2013. According to the annual evaluation report, the PROGRESS Programme contributes to the achievement of the EU's goals in gender equality through the regular monitoring, analyses and recommendation to the Commission on the cross-cutting issues of gender equality in all areas of PROGRESS policies. Furthermore, PROGRESS supports the EGGE<sup>177</sup> and EGSI<sup>178</sup>

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<sup>173</sup> <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0249:FIN:EN:PDF>.

<sup>174</sup> Fundamental Rights Agency (2011) Fundamental rights: challenges and achievements in 2010 FRA – European Union Agency for Fundamental Rights, Vienna:  
[http://fra.europa.eu/fraWebsite/research/publications/annual\\_report\\_on\\_fundamental\\_rights/annual\\_report\\_on\\_fundamental\\_rights\\_en.htm](http://fra.europa.eu/fraWebsite/research/publications/annual_report_on_fundamental_rights/annual_report_on_fundamental_rights_en.htm).

<sup>175</sup> Decision No 779/2007/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 20 June 2007 establishing for the period 2007-2013 a specific programme to prevent and combat violence against children, young people and women and to protect victims and groups at risk (Daphne III programme) as part of the General Programme 'Fundamental Rights and Justice'.  
<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2007:173:0019:0026:EN:PDF>.

<sup>176</sup> Proposal for a Regulation of the European Parliament and of the Council establishing for the period 2014 to 2020 the Rights and Citizenship Programme:  
[http://ec.europa.eu/justice/newsroom/files/1\\_en\\_act\\_part1\\_v5\\_frc\\_en.pdf](http://ec.europa.eu/justice/newsroom/files/1_en_act_part1_v5_frc_en.pdf).

<sup>177</sup> The European Commission's Expert Group on Gender and Employment (EGGE) was set up under the European Commission's fourth action programmes on equal opportunities for women and men in the European Union to

networks of gender experts and the European Institute for Gender Equality (EIGE). PROGRESS can be considered as an essential policy instrument through which the EU can pursue gender equality objectives including, on the one hand, positive actions enhancing women's participation in the labour market, promoting a more balanced share of care work in the society and within couples, tackling gender-based violence and boosting the number of women in decision-making position, and on the other hand through the implementation of gender mainstreaming in all PROGRESS policy areas.

The last programme analysed is the Europe for Citizens programme. Although the themes of this programme are all gender sensitive issues, such as the promotion of basic values, fighting racism and xenophobia, gender equality is not explicitly mentioned. Likewise, the specific priorities for 2012 of the theme *Citizens and the EU: values, democratic life and institutional issues* within the Europe for Citizens Programme mention equal opportunities directly (not specifically gender equality) while gender equality is missing on the list of the second priority theme of the Europe for Citizens Programme. Nonetheless, in 2009 the programme did contribute to the objective of improving women's representation in decision-making by making women's participation in political life a priority theme. In its horizontal features, the Europe for Citizens' Programme also includes not only the principle of equal access and calls for particular attention on equality between men and women as well as senior citizens, but includes a specific requirement for gender balance and states that the programme aims at reaching a balanced participation of men and women in the supported projects, not only globally, but also within each measure.

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provide expert advice, research and policy evaluation to assist the Commission's Equal Opportunities Unit located in DG Employment, Social Affairs and Equal Opportunities. The EGGE network consists of independent academic experts with long standing experience of working in the field of equal opportunities and employment. There is one expert appointed per member state. The experts are appointed by the Commission.

<sup>178</sup> EGGSI (Group of experts on Gender Equality, Social Inclusion, Health, and Long Term Care) is an independent network of experts in the fields of gender equality, social inclusion, health and long term care issues, commissioned by the European Commission, DG Employment, Social Affairs, and Equal Opportunities. The network comprises 33 national experts, covering the 27 Member States plus Iceland, Liechtenstein, Norway, Croatia, FYROM and Turkey.

### 3. CONCLUSIONS

The analysis of the documentation for the MFF 2014-2020 and the Programme in the area of fundamental rights points to challenges and policy implications that can serve as guidelines for a better gender integrated approach to the EU budget process. As a general recommendation, it is clear that the MFF 2014-2020 needs to make a stronger commitment to gender equality and gender mainstreaming. Furthermore, the dual approach of gender mainstreaming and positive action in favour of women in contexts where they are disadvantaged should be implemented for all EU financing programmes. Sufficient information has to be provided during the budgetary process from planning to monitoring and evaluation to facilitate an accurate and efficient assessment of the impact of funding on gender equality. This should be a basic requirement for all EU programmes. Within the area of fundamental rights clearly dedicated budget lines for women's rights and gender equality should be provided with targets that can be verified.

Following the analysis of the present Regulations relevant for the realisation of fundamental rights for women, these requirements can only be regarded as fulfilled in those cases where specific gender objectives exist (i.e. Daphne III, the "Gender Equality" and anti-discrimination sections in PROGRESS, FRA annual report), while the gender dimension tends to disappear in those programmes with only general objectives and is limited at best to the generic concept of gender equality, with no specific actions or conditions laid down to provide concrete assistance in realizing the objective.

A failure to adequately address gender equality issues could lead to an attenuation of the attention paid to women's rights and gender equality. The main risks that apply to all programmes when gender equality is not directly specified are:

- gender equality will be blended with other forms of inequality and dissimulate multiple discrimination, making the policy intervention less efficient in addressing and promoting equality between women and men;
- due to the lack of proposals for concrete positive actions, the promotion of equality between women and men is dependent only on the application of gender mainstreaming, which by itself is not sufficient to ensure that gender inequalities are made visible or to address specific gender gaps;
- the budget provisions for ensuring that gender equality is promoted as a fundamental human right are proposed to be more limited under the next MFF (as shown by the last row of table 2) and could furthermore be subject to reduction if forced to compete with more pressing immediate policy concerns.

These risks may be mitigated or avoided by:

- inclusion of direct and feasible targets for gender equality allocated with dedicated, predictable and visible budgets;
- adoption of the dual approach of gender mainstreaming complemented by specific actions to overcome inequality between women and men (including measures to improve equal participation of women and men in projects and the collection of gender disaggregated statistics);
- monitoring and evaluation of the effects of budgetary implementation on gender equality, including collection of gender disaggregated statistics.

### **Particular concerns created by the crisis**

In view of the potential negative effects of the current financial and economic crisis it is also suggested that, instead of cuts to the budgets, at a minimum the same level of funding for gender equality as a fundamental right should be maintained for the period 2014-2020. Improvements in the allocation and use of resources should be sought so that more can be achieved with the same funding levels.

It is particularly important to ensure that the integration of programmes in the 2014-2020 period under a general regulation on fundamental and citizens rights does not result in a diminution of spending on gender equality. This means that it is vital to monitor and to make visible any changes in funds directed to gender equality, particularly in the current and next phases of the crisis, a task that was easier under the 2007-13 funding period with specific budget lines related to gender equality (particularly Daphne III and the gender equality section of PROGRESS). The Charter of Fundamental Rights provides the freedom for everyone to seek employment and choose an occupation but there are real dangers that such freedoms may be put in question for women if there are, for example, disproportionate cuts in the support for childcare and working mothers. This necessitates, firstly, assessment and monitoring of the impact of economic and social developments on gender equality. These evaluations could be used as input into the decision-making process and direct political priorities as well as budget allocations to where they are needed.

The fundamental right of gender equality is a clear example of European added value and must be protected and advanced and certainly not marginalised and neglected in a period of economic crisis and change. Awareness has to be raised of the possible need to mitigate the impact of financial adjustment on women's ability to exercise their fundamental rights and the possible need to disseminate good practice in this respect across the EU.

Finally, the EU's support of networks, civil organizations and stakeholders working to promote gender equality in order to increase awareness continues to be even more vital to empower women for their benefit in the smart, sustainable and inclusive growth announced by the 2020 EU strategy.

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## BRIEFING NOTE ON EXTERNAL RELATIONS

### KEY FINDINGS

External action funded by the EU budget is mainly targeted to developing countries through the Development Cooperation Instrument, the European Neighborhood Instrument, the Humanitarian Aid Instrument and other smaller financial envelopes.

Gender equality is a fundamental value of EU external relations and is integrated into its underlying policy documents. Gender equality is both considered an intrinsic EU value, as well as instrumental in fighting poverty, the paramount goal of EU's development cooperation.

Likewise most programmes under the Global Europe Heading of the Multi Annual Financial Framework 2014-2020 identify gender as one of the areas in which support actions might be funded and identify gender equality among the funding principles of their actions.

These instruments are likely to have a positive impact on gender equality and women's empowerment. However, these instruments and underlying policies mostly rely on gender mainstreaming and fail to define clear financial allocations for reaching the gender equality targets. A clear gender strategy does not emerge from the MFF proposal and the legislative package for external actions analyzed and it is therefore not possible to estimate the resources that will be allocated to achieving gender objectives. Key actions and milestones are set only at the level of gender specific strategies and no clear indications have yet been reported as to the level of compliance to these strategies.

The lack of systematic monitoring and evaluation of data concerning the support of gender equality objectives by current external action instruments (both in terms of funding as well as of impact and effectiveness) represents a further obstacle in assessing the gender impact of MFF and related instruments.

The implementation of gender equality interventions - and the relevant allocation of funds - will greatly depend on the extent to which a gender perspective is integrated in country and regional strategies and multiannual plans.

## 1. INTRODUCTION

This briefing paper aims at assessing the extent to which the objectives and financial allocations proposed by the European Commission for the Multiannual Financial Framework (MFF) 2014-2020<sup>179</sup>, and further detailed in the relevant legal instruments<sup>180</sup>, promote and support gender equality and women's empowerment in the Union's external relations, and if they abide with the relevant objectives set out in the corresponding Union strategies.

The EU is a major player on the international scenario and a key actor in global governance mechanisms, as it accounts for over 25% of the world's GDP and a fifth of global trade. It provides more than half of all international development aid (taking into account Member States' Official Development Assistance flows) and is the world's biggest donor of humanitarian assistance. External policies are a major field of action for the EU, which have been reinforced by the new institutional framework foreseen by the Lisbon Treaty, covering a wide range of policy priorities and instruments and involving different institutions and bodies in its framing and implementation.

Broadly speaking, EU's external actions are the instruments through which the Union carries out its external relations and foreign policy agenda. Such agenda is focused on promoting EU values abroad, such as human rights, democracy and the rule of law; addressing major global challenges; increasing the impact of EU development cooperation and investing in the long-term prosperity and stability of the EU's Neighborhood; enhancing European solidarity following natural or man-made disasters; and improving crisis prevention and resolution. The European Union's added value in external action derives from its worldwide presence and long-standing experience in development cooperation and the promotion of democracy and human rights.

The relevance of EU's action on the global scene has important implications for the progression of the goals of gender equality worldwide, as the EU's external action, further strengthened and streamlined by the Lisbon Treaty, can have an important impact in promoting universal values and principles at the core of the EU's functioning, including the promotion of human rights and of equality between women and men.

The report is structured in three sections as follows:

- After providing a few glimpses of the main gender gaps on a global level, with a particular focus on developing countries, Section 1 analyses the broad policy fields and priorities of EU's external action and identifies the underlying gender sensitive objectives and policies, assessing whether they have been integrated into the *Strategy for Equality between men and women 2010* and *Europe 2020*, the latter providing the blueprint for the development of the MFF 2014-2020.
- Section 2 analyses in a gender perspective the financial instruments through which the EU will pursue its external relations' goals in the next programming period, as they have been tabled by the European Commission in the MFF documents and ensuing draft regulations that will have to be approved by the European Parliament.
- Finally, Section 3 provides an overall assessment of the potential gender impact of the aforesaid instruments.

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<sup>179</sup> COM(2011) 500 final and related documents.

## 2. CONTEXT ANALYSIS

### 2.1. The situation of women in countries and regions covered by EU external actions

Although with notable differences, the status of women worldwide is characterized by very low levels of well-being in terms of human development indicators (education, health, income), coupled by high inequality levels with respect to men. This is the case particularly for developing and emerging countries where the bulk of EU's external action is focused. The Millennium Development Goals (MDGs)<sup>181</sup> represent a benchmark against which progress towards a world free of poverty and multiple deprivation can be assessed, including progress towards gender equality and women's empowerment. Few glimpses of these disparities<sup>182</sup>, taken from the United Nations' Report on the achievement of MDGs<sup>183</sup>, provide an idea of women's vulnerability in developing countries:

- In 2008, for every 100 boys enrolled there were 96 girls in primary school and 95 girls in secondary school in developing regions. Since 2000, gender gaps in access to education have narrowed, but disparities remain high in some regions (e.g. Oceania, sub-Saharan Africa and Western Asia), while Latin America has already met the target of equal primary enrolment.
- Despite progress made, men continue to outnumber women in paid employment, and women are often relegated to vulnerable forms of employment characterized by inadequate earnings, low productivity and substandard working conditions (especially in Western Asia and Northern Africa). The share of women employed outside of agriculture against total working population remains as low as 20% in Southern Asia, Western Asia and Northern Africa.
- Despite significant progress in maternal health, maternal mortality remains unacceptably high and is highest for adolescent girls. More than 350,000 women die annually from complications during pregnancy or childbirth (99 per cent of maternal mortality is in developing countries).

Women's vulnerability is not only linked to access to basic social and economic resources such as health, education, paid employment, land or credit. It extends to several other areas of fundamental rights such as political empowerment, with the global share of women in parliament set at 19 per cent in 2010, and women's physical integrity and security, with women and children representing 72 per cent of the world's 33 million refugees<sup>184</sup>. It should be pointed out that there has been an increase in trafficking in women and girls for

<sup>180</sup> The legislative package for Global Europe presented by the Commission on December 7, 2011 can be found at [ec.europa.eu/europeaid/how/finance/mff/financial\\_framework\\_news\\_en.htm](http://ec.europa.eu/europeaid/how/finance/mff/financial_framework_news_en.htm).

<sup>181</sup> In 2000, 189 nations committed to the attainment of eight such goals by 2015: <http://www.un.org/millenniumgoals/>. MDG3 on gender equality as well as MDG2 on universal education and MDG5 on maternal health cover explicit gender relevant objectives.

<sup>182</sup> There are significant differences across different geographical areas/countries in terms of gender equality and women's empowerment indicators. More detailed information can be found on the United Nations MDG database ([mdgs.un.org](http://mdgs.un.org)) or UNDP statistics portal (<http://hdr.undp.org/en/statistics/gii/>). Table I.1 in Annex 1 provides a comparative analysis on the status of gender inequality according to the UNDP Gender Inequality Index at regional level.

<sup>183</sup> United Nations (2010), *The Millennium Development Goals Report 2010*.

<sup>184</sup> UNHCR (2006) UNHCR Statistical Yearbook 2006: <http://www.unhcr.org/statistics.html>.

forced labor and sexual exploitation between 1995 and 2005<sup>185</sup>, largely as a result of war, displacement, and inequalities between and within countries.<sup>186</sup>

## 2.2. Policy priorities of EU's external actions

EU's external actions encompass a wide spectrum of policy fields and priorities ranging from diplomacy to security, trade, development, humanitarian aid and international negotiations. Here, two broad policy fields can be identified: cooperation strategies with third countries/regions grouped on the basis of geographical or socio-economic criteria (such as cooperation with least developed, neighboring countries or with potential EU candidates) and thematic policy areas based on the promotion of EU's values and interests abroad (such as democracy and humanitarian intervention).

### 2.2.1. Neighbourhood, enlargement, development and cooperation

Cooperation based on geographical and socio-economic criteria is the most relevant policy field of EU's external action, at least in terms of allocation of financial resources. The objectives of such cooperation may have a different focus depending on countries targeted: from "traditional" development cooperation goals to more strategic objectives of socio-economic integration.

EU development cooperation is focused on poverty eradication, the promotion of good governance, human and economic development and finally tackling universal issues (i.e. fighting hunger and preserving natural resources in developing countries). In this field, the EU is committed to the attainment of the MDGs, as stated in the European Consensus on Development of 2005<sup>187</sup>, a key policy document of EU's development cooperation. The Consensus identifies the areas in which the Union shall concentrate its activities<sup>188</sup> as well as the issues in relation to which mainstreaming shall be strengthened, including gender equality.

In October 2011, the European Commission presented its Agenda for Change<sup>189</sup>, with the aim of paving the way for a more strategic and streamlined approach to development and poverty eradication, including a more targeted allocation of funding. Development cooperation policy is integrated by regional strategies, such as the EU neighborhood policy (ENP)<sup>190</sup> or Joint Africa-EU Strategy<sup>191</sup>. The ENP pursues broad development objectives while at the same time seeking to reinforce relations with neighboring countries to the South and the East of the Union in order to promote prosperity, stability and security at its borders, while the EU-Africa Strategy is the overarching political framework guiding the relations between the two continents.

Gender equality is one of the main cross-cutting issues of development cooperation. The 2005 European Development Consensus commits the EU to include a strong gender

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<sup>185</sup> Ellsberg, M. & Heise, L. (2005) quoted in:

[http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/wid\\_stats.html](http://www.usaid.gov/our_work/cross-cutting_programs/wid/wid_stats.html).

<sup>186</sup> These data are not meant to provide an accurate or complete analysis of the status of women in the world - this would not fall within the scope of the present report – rather to sketch some of the most urgent challenges to gender equality worldwide.

<sup>187</sup> OJ C 46 of 24.2.2006.

<sup>188</sup> These are: trade; infrastructure; rural development, agriculture, and food security; governance, democracy, human rights and support for economic and institutional reforms; prevention of conflicts and of state fragility; human development; and social cohesion and employment.

<sup>189</sup> COM(2011) 637 final.

<sup>190</sup> COM(2004) 373 final.

<sup>191</sup> [Http://www.africa-eu-partnership.org](http://www.africa-eu-partnership.org).

component in all its policies and practices in its relations with developing countries and identifies gender equality as one of the five common principles of EU development cooperation. The 2007 Communication on *Gender Equality and Women's Empowerment in Development Cooperation*<sup>192</sup> sets the basis for a coordinated EU approach, identifying the key areas of policy intervention (governance, employment, education, health and domestic violence). The document contains guidelines on how to improve the integration of gender equality into development policy and the different budget lines available to promote it. In March 2008 the European Parliament adopted a critical assessment report on the Commission's strategy, entitled *Resolution on Gender Equality and Women Empowerment in Development*<sup>193</sup>.

The 2010 Staff Working Document *EU Plan of Action on Gender Equality and Women's Empowerment in Development*<sup>194</sup> implements the 2007 Communication and Council Conclusions. It is an operational document aiming to improve the EU's work to advance gender equality in developing countries and is particularly aimed at speeding the attainment of MDG 3 on Gender Equality and Empowerment and MDG 5 on Maternal Health. The Council Conclusions reiterate the Union's "strong commitment to gender equality as a human right, a question of social value and a core value of the EU development policy." Accordingly, it aims at meeting the goals of the main international agreements on support to gender equality such as the Convention on the Elimination of Discrimination against Women (CEDAW), the Beijing Platform for Action and the Cairo Program of Action. The 2010 action plan reiterates the need to systematically include gender equality in political and policy dialogues with partner countries so as to raise awareness and encourage change. Furthermore, it proposes training on gender equality for staff in the European External Action Service (EEAS) and relevant Commission services. Finally, it calls for integrating gender equality issues into the annual and multi-annual planning process and to apply internationally accepted standards such as the OECD Gender Equality Policy Marker to track aid devoted to this issue. The Plan includes 37 actions and 53 indicators and foresees an accountability system for Member States, the Commission, the EEAS and EU Delegations. The first report on the implementation of the Action Plan, taking stock of reports from Member States and EU Delegations and covering indicators foreseen for 2010-2011, was delivered by the EC on November 23, 2011.<sup>195</sup>

The EU adopts a dual-track strategy for the support of gender equality in external actions, on the same lines as it does for internal actions. This strategy foresees both gender mainstreaming activities as well as specific positive actions. It is further supported by the inclusion of gender equality and women's empowerment issues in political and policy dialogue with partner countries.

The EC strategy on gender and development is also reflected in regional external policies. The Joint Communication on a New Response to a changing neighborhood of May 2011<sup>196</sup>, for example, reviewing the European Neighborhood Policy, underlines the commitment to human rights and fundamental freedoms by supporting the ratification of instruments and full compliance with their provisions, including a strong commitment to promoting gender equality. Women's participation in political and economic life is recognized as a crucial challenge in addressing sustainable economic growth and job creation, the major pillar of the neighborhood strategy. The Joint Africa EU Strategy identifies gender equality as one of

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<sup>192</sup> COM (2007) 100 final.

<sup>193</sup> 2007/2182(INI).

<sup>194</sup> SEC (2010) 265 final.

<sup>195</sup> SEC (2011) 1437 final.

<sup>196</sup> [http://ec.europa.eu/world/enp/pdf/com\\_11\\_303\\_en.pdf](http://ec.europa.eu/world/enp/pdf/com_11_303_en.pdf).

the founding principles of the partnership and integrates gender empowerment objectives across several of its partnerships, namely governance, health, education and economic growth.

To some extent, also enlargement policy is part of the broader development agenda. It should be added, however, that the overall objective of enlargement policy is not the eradication of poverty, but rather to support candidate or potential candidates in improving the socio-economic conditions, institutional and legal frameworks that would put them in a position to accept and transpose the European *acquis*, including provisions for gender equality, with a view of becoming a Member of the Union.

### 2.2.2. Thematic policy areas

#### **Human rights, stability and peace building**

The promotion of women's rights is at the heart of the EU's interventions on this theme. With the Guidelines on violence against women and girls and combating all forms of discrimination against them, adopted in 2008, the EU has made a clear commitment to address one of the major human rights violations, thus recognizing women's rights, hence gender equality, as a political priority<sup>197</sup>. As a result, the issue is introduced in all relations with non-EU countries and regional organizations, mainly concerning the compliance and application of national legal frameworks with international standards and commitments. Support for human rights defenders is another long established element of the Union's policy. In addition, in 2008 the Council adopted the United Nations Security Council Resolutions 1325 and 1820 on Women, Peace and Security<sup>198</sup>. Both resolutions recognize the close link between the prevention of gender-based violence and the opportunities made available to women to participate politically, to achieve a sustainable livelihood and to feel secure in their communities during and after conflict. With this political decision the EU has adopted a comprehensive approach particularly relevant for the EU's external actions.

#### **Humanitarian Aid and Protection**

The Lisbon Treaty recognizes humanitarian aid as a self standing policy in the area of the EU's external action promoting the active participation of women in humanitarian aid. The increase in the number of natural and man-made disasters and their economic impact calls for systematic action at European level to strengthen preparedness and to enhance response capacities, both inside and outside the EU. Women, with children and other disadvantaged groups, are oftentimes the worst hit by these disasters. In accordance with the commitments of the European Consensus on Humanitarian Aid<sup>199</sup>, gender considerations and women's specific needs shall be systematically taken into account in EC humanitarian assistance. In particular Section 2.5 of the Consensus makes specific mention of the "gender dimension in Humanitarian Aid" with commitments to focus on difference and participation. The gender dimension is further reinforced in paragraph 39 with commitments to focus on particular vulnerabilities and protection strategies against sexual and gender based violence. The European Union also recognizes that the active participation of women in humanitarian aid is essential, and shall be promoted.

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<sup>197</sup> The guidelines are aimed at: i) promoting gender equality and combating discrimination; ii) gathering data and developing indicators; iii) designing strategies to prevent violence and protect victims; iv) combating the impunity of perpetrators.

<sup>198</sup> Council of the European Union, 15671/1/08 REV 1.

<sup>199</sup> OJ, C25 1, 30.01.2008.

### 2.3. Europe 2020 and the Strategy for Equality between men and women

The *Strategy for equality between women and men 2010-2015*<sup>200</sup>, endorsed by the Commission on the 21 September 2010, represents the Commission's work programme on gender equality for 2010-2015. The Strategy spells out actions under the five priority areas defined in the Women's Charter, and one area addressing cross-cutting issues. For each priority area, key actions to stimulate change and achieve progress are described. Gender equality in external action is included as the fifth priority area of the Strategy. It is acknowledged that "through all relevant policies under its external action, the EU can exercise significant influence in fostering gender equality and women's empowerment worldwide". Key actions include encouraging EU's partners in supporting gender equality by, inter alia, monitoring adherence to the Copenhagen criteria for accession to the EU in the field of equal treatment between women and men, accompanied by assistance for the Western Balkan countries and Turkey with the transposition and enforcement of legislation, by implementing the EU Plan of Action on Gender in Development, by encouraging ENP partner countries to promote gender equality through regular policy dialogue, and by further integrating gender considerations into EU humanitarian aid.

The *Europe 2020* Strategy does not bear explicit reference to gender equality priorities or objectives, nor sets specific gender equality targets<sup>201</sup>. Likewise in Section 3.3 of the Strategy titled "Deploying our external policy instruments", gender equality does not appear to be among the concerns or underlying principles guiding the future strategy of the EU in this policy field. Instead of integrating a gender perspective within the Strategy, as called for by the European Parliament and several contributors during the Consultation process, the approach has been to keep Commission and Member State action on gender equality separate from the Europe 2020 Strategy, being located in the mechanisms of the Women's Charter, the Gender Equality Strategy for 2010-15 and the Pact for Gender Equality 2011-2020.

### 2.4. Gender objectives in external relations

The most urgent gender equality challenges identified by the international debate on development and gender as embodied by the main development organizations<sup>202</sup>, in particular covering key objectives of the Millennium Development Declaration, are identified in the list below. These objectives are in line with the priorities identified by the main international agreements on gender equality<sup>203</sup>. They are (the list not being exhaustive):

- Improve **women's access to education** (including fighting illiteracy and promoting access to basic education for girls, as foreseen by MDG3 on Gender equality and empowerment);
- Improve **women's economic empowerment** including access to employment and paid work, as foreseen by MDG3;

<sup>200</sup> COM (2010) 0491 final.

<sup>201</sup> For a more detailed analysis of the issue Smith M.J., Villa P. (forthcoming), "Gender Equality and the Evolution of the Europe 2020 Strategy", in: *Bulletin of Comparative Labour Relations*.

<sup>202</sup> Such as OECD/DAC, UNIFEM or UNDP.

<sup>203</sup> Such as the Beijing Platform of Action, the Cairo Plan of Action and CEDAW.

- Improve **women's health**, with particular attention to sexual and reproductive health and rights, including the achievement of MDG5 (improve maternal health) and MDG 6 (combat HIV/AIDS);
- Improve **women's civil and political empowerment**, including political representation, as foreseen by MGD3, their role as peace builders, protecting their human rights;
- End **gender based violence** (including victims' protection during civil and military interventions).

Table 15. shows the coherence of these objectives with the EU external relations policies as emerging from the main EU documents related to external actions policy areas<sup>204</sup> and indicates whether they have been integrated in the Strategy for equality between women and men and the Europe 2020 Strategy.

Complementary to the five objectives identified in the list above, the EU also supports the enforcement of gender equality legislation and transposition of EU acquis on gender equality as key instruments of gender equality.

**Table 15. Gender objectives for EU's external actions**

Gender Objectives	Context Analysis	EU external relations policies	Strategy for Equality 2010-15	Europe 2020 Strategy
Improve <b>women's access to education</b>	X	Gender equality and women's empowerment	X	-
Improve <b>women's economic empowerment</b>	X		X	-
Improve <b>women's health</b>	X		X	-
Improve <b>women's civil and political empowerment</b>	X		X	-
End <b>gender based violence</b>	X		X	-
<i>Support enforcement of gender equality legislation</i>	X		X	-
<i>Support the transposition of EU acquis on gender equality</i>	X		X	-

Table 15 shows that the gender objectives emerged from the context analysis in Section 1 are integrated in the main EU external policy documents under the macro objective of gender equality and women's empowerment - which is one of the cross-cutting principles of EU's external action – as well as in the Strategy for Equality 2010-2015. The Europe 2020 strategy instead does not adopt a gender perspective.

<sup>204</sup> See in particular: the 2005 Development Consensus, the 2011 Agenda for Change, the European Neighborhood Policy or the joint EU-Africa strategy.

### 3. GENDER ANALYSIS OF THE FINANCIAL INSTRUMENTS

The Communication on the MFF 2014-2020, 'A Budget for Europe 2020' sets the budgetary framework for EU external action instruments under Heading 4 (Global Europe) for an overall allocation of € 70,000 million, corresponding to approximately 6% of the total budget allocation. In December 2011 the Commission presented a legislative package as part of the proposals for the next MFF, consisting of a joint Communication entitled 'Global Europe'<sup>205</sup>, a Common Regulation for External Instruments<sup>206</sup> and legislative proposals for nine geographic and thematic instruments. The total amount proposed for this external relations package, to be financed by the EU budget, is € 61,975 million (current prices) over the period 2014-2020 (see tab. 2). This allocation will be complemented by funding for the European Development Fund (€ 34,276 million), outside the EU budget<sup>207</sup>. In addition to the above, instruments such as Humanitarian Aid and Civil Protection will continue to be funded under the "Global Europe" Heading of the MFF 2014-2020, with an estimated budget of € 6,400 million.

**Table 16: MFF 2014-2020: allocation of appropriations for Heading 4 "Global Europe" (M €)**

Development Cooperation Instrument (DCI)	23,295
Instrument for Pre-Accession (IPA)	14,110
European Neighborhood Instrument (ENI)	18,182
Partnership Instrument (PI)	1,131
Instrument for Stability (IfS)	2,829
Eu Instrument for Democracy and Human Rights (EIDHR)	1,578
Instrument for Nuclear Safety and Cooperation (INSC)	631
Instrument for Greenland	219
<b>Total</b>	<b>61,975</b>

External action funded by the EU budget is mainly targeted, at least in terms of importance of financial resources, to developing and emerging countries in Africa, the Middle East, Asia, and Latin America<sup>208</sup>. These countries receive approximately 70% of EU external action budget through the Development Cooperation Instrument, the European Neighborhood Instrument, the Humanitarian Aid Instrument and other smaller financial envelopes. EU pursues a differentiation approach in its development cooperation activities, conveying more resources to those countries that are more in need of assistance.

Candidate and potential candidate countries<sup>209</sup> receive approximately 18% of EU external action resources through the Instrument for Pre-Accession. They could also be considered developing countries (with the exception of Croatia and Iceland), as they fall under the Upper Middle Income Countries group of the OECD DAC<sup>210</sup> list.

<sup>205</sup> COM(2011) 865 final.

<sup>206</sup> COM(2011) 842 final.

<sup>207</sup> The biggest program financing development cooperation, covering Sub-Saharan Africa (except South Africa) and Caribbean and Pacific countries, is thus outside of the EU budget.

<sup>208</sup> Sub-Saharan countries (with the exception of South Africa) as well as developing countries in the Caribbean and Pacific receive their main funding through the European Development Fund, which is not part of the EU budget.

<sup>209</sup> At the moment, there are five candidate countries: Croatia (whose Accession Treaty is to be signed on 9 Dec 2011, Croatia is expected to become a Member State on 1 July 2013), Iceland, Montenegro, the Former Yugoslav Republic of Macedonia and Turkey. Albania, Bosnia and Herzegovina, Serbia, and Kosovo also share the European perspective, they are called potential candidate countries.

<sup>210</sup> The DAC List of ODA Recipients shows all countries and territories eligible to receive Official Development Assistance. These consist of all low and middle income countries, except G8 members, EU members, and countries with a firm date for entry into the EU.

The proposal of a Regulation establishing common rules and procedures for the implementation of the Union's instruments for external action outlines the main implementing rules and covers all the legal instruments of external actions mentioned above. The regulation does not foresee any procedure concerning gender mainstreaming nor provides targets or benchmarks concerning gender (in terms of financial allocation, reporting, integration in other issues, etc.), while for example it requests a separate reporting on environmental issues.

The following sub-sections will present a quick overview of the main legal instruments foreseen under Heading 4 (Global Europe), their objectives, components and financial allocation as well as their underlying gender strategy as it can be evinced from the proposed regulations.

### **3.1. Development Cooperation**

The proposal for a Regulation establishing a financing instrument for development cooperation<sup>211</sup> outlines the main regulatory framework for the renewed Development Cooperation Instrument (DCI), the main instrument in the area, receiving under the new MFF an allocation of € 24 bn, making it the biggest instrument under the Global Europe Heading.

#### **Box 1: The Development Cooperation Instrument**

The main elements of the renewed DCI are:

- geographic programmes: they will support bilateral and regional cooperation with developing countries (outside those covered by the ENI, IPA and the EDF);
- two thematic programmes benefiting all developing countries (including countries covered by the ENI and the EDF):
  - a) 'Global public goods and challenges': this programme should address the main global public goods and challenges, organised in five macro areas: i) environment and climate change, ii) energy, iii) human development, iv) food security, and v) migration while ensuring coherence with the poverty reduction objective. No less than 25% of this programme will be spent on climate change and environment objectives. At least 20% of the programme will support social inclusion and human development.
  - b) 'Civil society organisations and local authorities': this programme will provide greater support to civil society and local authorities to encourage these actors to play a bigger role in development strategies.

The DCI will also include a new Pan-African programme to support the implementation of Joint Africa-Europe Strategy. This programme will support activities of trans-regional and continental nature in Africa and also specific initiatives.

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<sup>211</sup> COM(2011) 840 final.

According to the proposed Regulation, gender equality and women's empowerment are cross-cutting issues to be mainstreamed in all DCI actions, along with ten more issues<sup>212</sup>. Objectives and general principles of the DCI have been formulated in line with the Lisbon Treaty and the latest development policies, notably the 'Agenda for Change' which places the objective of gender equality and women's empowerment within the macro objective of supporting human rights, democracy and other elements of good governance. Furthermore gender equality and women's empowerment is identified, under the heading "Human rights, democracy and other key elements of good governance", as one of the Common Areas of Cooperation around which geographic programmes might be drawn (Annex IV to the Regulation).

As regards specific areas of cooperation per region (Annex V):

- Gender equality and women's empowerment, together with decent work and social inclusion, is one of the seven areas under which DCI action can be funded in Latin America and the Middle East.
- Sexual and gender based violence and health issues, including HIV/AIDS is one of the five areas under which DCI action can be funded in South Africa.

The proposed regulation for the DCI does not provide indications as to how much funding should be devoted to gender specific actions or to supporting gender mainstreaming in geographical programmes and gender equality and women's empowerment is not a priority area of intervention per se.

The Global Public Goods thematic programme foresees gender equality and women's empowerment among the different areas of cooperation under the macro area of Human Development. Within this context gender equality and women's empowerment actions shall support both:

- (i) country level programmes to promote women's economic and social empowerment and political participation; and
- (ii) initiatives to promote the integration of this issue in the aid effectiveness agenda.

Human Development foresees other fields of activity with a specific focus on gender equality objectives such as:

- a) supporting maternal, sexual and reproductive health and improving equal access to education; and
- b) strengthening social inclusion of specific disadvantaged groups, including women.

The DCI Regulation foresees that at least 20% of the Global Public Goods programme, equivalent to € 1,206.44 million shall support Human Development. It does not specify however how much of the Human Development resources will be targeted to gender. The current DCI 2007-2013 foresees a specific envelope for gender equality under the thematic programme 'Investing in People' (€ 57 million). The mid-term review of the programme<sup>213</sup> however shows that this funding is extremely limited and mostly targeted at ENI countries, and that no concrete actions have been undertaken to mainstream gender equality as a cross cutting issue. Under the new programming, Investing in People has been discontinued

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<sup>212</sup> Such as non discrimination, democracy, good governance, rights of child and indigenous people.

<sup>213</sup> [http://ec.europa.eu/development/icenter/repository/investing\\_people\\_mid-term\\_review.pdf](http://ec.europa.eu/development/icenter/repository/investing_people_mid-term_review.pdf).

and merged in the Global Public Goods programme; as such it is not possible to say at this stage whether the current allocation will be increased in the future programming.

### **3.2. Neighbourhood**

The new European Neighborhood Instrument (ENI)<sup>214</sup> (€18.2 bn) is the second largest financial instrument under Heading 4 and will continue to provide the bulk of funding to the European Neighborhood countries (that will also receive assistance from the DCI's thematic programmes), essentially through bilateral, regional and cross border co-operation programmes. Funding would increase by over 50%, compared to the current European Neighborhood and Partnership Instrument.

The new ENI's support will be provided in the areas of democracy and human rights – including principles of equality -, the rule of law, good governance and sustainable development. The Regulation adopts a strong gender mainstreaming approach as it states that "Gender equality and anti-discrimination should be a cross-cutting objective in all actions undertaken under this Regulation" as one of its founding principles. However, beside a general support to the "principle of equality", ENI does not foresee specific objectives or areas targeted to gender equality.

### **3.3. Enlargement**

A single Instrument for Pre-Accession Assistance (IPA)<sup>215</sup> for Community assistance to candidate and potential candidate countries has been foreseen by the MFF with a total allocation of €14.1 bn. According to the needs of each beneficiary country, assistance under IPA shall pursue the objectives of support for (a) political reforms and (b) economic, social and territorial development. Assistance under this Regulation shall be provided on the basis of country or multicountry indicative strategy papers.

Gender equality is seen as one of the key areas for the promotion of political reforms and for supporting human rights and fundamental freedoms (Art 2.1 point (a) ii of the Regulation). According to the key actions of the Strategy for Equality, the EC shall monitor and support adherence to the Copenhagen criteria in the field of equal treatment between women and men, and assist Western Balkan countries and Turkey with the transposition and enforcement of legislation. However, no further specific elements are provided in the Regulation as to the monitoring of actions in a gender perspective or as a minimum rate of expenditure to be allocated to gender specific actions, or to actions supporting mainstreaming.

### **3.4. Human rights, crisis management and humanitarian intervention**

The MFF foresees a reinforced European Instrument for Democracy and Human Rights (EIDHR)<sup>216</sup>, an instrument allowing for assistance independent from the consent of third country governments and other public authorities regarding the support of democracy and the rule of law in third countries as well as respect for all human rights and fundamental freedoms. Within this broad objective, the EIDHR addresses several fields of action, including the equal participation of men and women in social, economic and political life, the participation and political representation of women; the fight against discrimination; the

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<sup>214</sup> COM(2011) 839 final.

<sup>215</sup> COM(2011) 838 final.

<sup>216</sup> COM(2011) 844 final.

rights of women including measures to combat any form of violence against them. Art 2.2 of the proposed regulation states that gender equality and principles shall be integrated across all assistance measures.

The Instrument for Stability (IfS)<sup>217</sup> receives an allocation of €2.8 bn. It will focus on conflict prevention, peace building and state building. Among a wide range of technical and financial assistance, areas foreseen by the IfS, the proposed Regulation (Art. 3) identifies, firstly, the development of democratic, pluralistic state institutions, including measures to enhance the role of women in such institutions; and, secondly, support for specific needs of women and children in crisis and conflict situations, including their exposure to gender-based violence and support for their rehabilitation and reintegration when victims of armed conflict. The Instrument shall also support development and organisation of civil society and its participation in the political process, including measures to enhance the role of women in such processes.

The Humanitarian Aid Instrument (€6.4 bn) – not part of the legislative package presented by the Commission in December 2011 - provides response to natural and man-made disasters, based on the international principles of humanitarian law, and through the use of specialised organisations.

### **3.5. Strategic cooperation with third countries**

The Partnership Instrument<sup>218</sup> is a new programme foreseen by the MFF 2014-2020 (€1 bn) providing ad hoc support for cooperation with all third countries (non-developing and developing<sup>219</sup>). It will aim to advance and promote EU interests and to address major global challenges. It will also allow the EU to pursue agendas beyond development cooperation with industrialised countries, emerging economies, and countries where the EU has significant interests. For this instrument, the proposed regulation does not mention the promotion of gender equality issues (whether as a cross cutting principle or as a specific objective).

## **4. ASSESSING THE GENDER RELEVANCE OF EU'S EXTERNAL ACTIONS**

### **4.1. Gender budgeting of the financial instruments for external action**

It is not possible at this stage of the MFF programming cycle to provide an estimate of the funds that are likely to be allocated through the different instruments to gender equality, let alone to the attainment of specific gender objectives of external action identified in Section 1. On the basis of available information, as summarized in Section 2, table 3 identifies the main gender objectives that are likely to be addressed by the different instruments here considered.

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<sup>217</sup> COM(2011) 845 final.

<sup>218</sup> COM(2011) 843 final.

<sup>219</sup> Except developing countries receiving bilateral assistance from DCI.

**Table 17: Budgeting the gender objectives in external action instruments**

Gender objectives	Financial Instruments						
	DC I	EN I	IP A	P I	EIDH R	IfS	IH A
1. Improve <b>women's access to education</b> (incl MDG3)	+	+					
2. Improve <b>women's economic empowerment</b> (incl MDG3)	+	+					
3. Improve <b>women's health</b> (incl MDG5)	+	+					
4. Improve <b>women's civil and political empowerment</b>	+	+			+	+	
5. End <b>gender based violence</b> , incl. in emergency situations					+	+	+
6. <i>Support enforcement of gender equality legislation</i>			+				
7. <i>Support the transposition of EU acquis on gender equality</i>			+				

DCI and ENI are expected to have a positive impact on gender objectives 1, 2 and 3 as these are closely related to the overall objective of poverty eradication and the attainment of the relevant MDGs. They are expected to have a positive impact also on objective 4 as this is closely related to the promotion of democracy, the rule of law and fundamental rights and freedoms that are also key objectives of the two programmes. EIDHR and IfS are likely to have a positive impact on the gender objective 4 (improving women's political empowerment) and 5 (ending gender based violence). IPA is expected to support partner countries in the transposition of EU acquis, including gender equality and enforce gender equality legislation mainly in the areas of non discrimination and equal opportunities. The Instrument for Humanitarian Aid will likely focus on protection strategies against sexual and gender based violence.

The new Partnership Instrument (PI) does not make any reference to a gender strategy. This would be instead particularly important as it deals with areas that are only apparently "gender neutral" (such as trade, cooperation on strategic issues and global challenges) but that could have a relevant impact on gender issues. For example, while the positive impact of trade and liberalization on economic growth is generally recognized, it is important that developing economies, and within them the most vulnerable population groups – such as women -, are protected from the adverse effects of market openings, including the gradual erosion of benefits deriving from preferential trade agreements. Women are particularly vulnerable both as final consumers and as small producers. Furthermore, this new instrument provides for cooperation with developing countries that "graduated" from bilateral development cooperation assistance (such as Argentina, Ecuador, Colombia or Thailand) under the current programming. These countries, although on a path of sustained development, are still characterised by high inequality levels and will see part of their official development aid replaced by more strategic and less concessionary aid that might be less "gender sensitive".

At least five programmes (DCI, ENI, IPA, EIDHR, IfS) identify gender as one of the areas in which support actions might be funded, mostly within the ambit of the promotion of human rights and fundamental freedoms. They additionally identify gender equality among the funding principles of their actions, thus recognising the horizontal nature of gender equality support. However, they mostly rely on gender mainstreaming and fail to define clear

financial allocations for reaching the gender equality targets. Furthermore, even if strategic documents underlying the main instruments of EU external actions acknowledge the importance of gender equality principles they also still fall short of setting clear and binding gender relevant targets. As it has been mentioned, key actions and milestones are set only at the level of gender specific policies, such as the *Strategy for equality between women and men 2010-2015* and the action plan for women in development (2010). The 2011 report on the implementation of the action plan surely represents an important step in providing a more detailed and focused gender analysis of development cooperation actions. However, indications as to the level of compliance to this plan do not emerge clearly as the report is still considered a “learning exercise to be followed by discussions with EU Member States, the EEAS and Delegations in order to reach a common understanding of indicators” (p. 27).

### **Lack of systematic monitoring and evaluation data**

A major obstacle to the assessment of the gender impact of MFF and related instruments concerns the lack of systematic monitoring and evaluation data concerning the support of gender equality objectives by current external action instruments (both in terms of funding as well as of impact and effectiveness). In addition, gender relevant information collected from evaluation of past programmes and mid- term reviews of current programming is scarce and dispersed, not making possible to predict future impact on the basis of past results.

The most recent gender evaluation in an external action policy field dates back to 2003 when the EC published the report “*The integration of Gender in EC Development Co-operation with Third Countries*”<sup>220</sup>. The report showed that the endorsement of mainstreaming and adoption of a consistent gender equality regulatory framework by the EU did not translate into structural change. In particular, the financial resources specifically allocated to support the integration of gender in development co-operation were negligible. Most importantly, it denounced the “near total absence of information and data, and no systematic monitoring or evaluation” that “makes it nearly impossible to identify any positive or negative impact on women and men relative situation. This, in turn, places a severe constraint on informed policy-making and the formulation of appropriate strategies and interventions to reduce gender inequalities”.

Since 2003, the EU has made important steps in the direction of a more effective and substantial implementation of its gender equality strategy in development, notably with the publication of the 2010 Plan of Action, which will likely have a positive impact on some of the major deficiencies identified by the evaluation. However, to date, the allocation of gender specific resources is still very limited, especially compared to other cross-cutting themes, and so is the availability of information and data.

Available evaluation reports for the MEDA II and TACIS programmes (approximately covering ENI countries) noted that cross-cutting issues, in particular gender and environment, have not been generally addressed and systematically integrated into EC interventions, outside the interventions targeted on them. They were recognised as critical per se and key for economic and social development and received attention in the Commission’s programming documents. However the nature of the problems and especially the solutions to offer were not the object of an in-depth analysis. A few specific interventions both at bilateral and regional levels addressed cross-cutting issues: in

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<sup>220</sup> [http://ec.europa.eu/europeaid/how/evaluation/evaluation\\_reports/reports/sector/951644\\_vol1\\_en.pdf](http://ec.europa.eu/europeaid/how/evaluation/evaluation_reports/reports/sector/951644_vol1_en.pdf).

particular gender issues received attention through interventions in the field of human rights, civil society and agriculture for gender<sup>221</sup>.

The Annual Reports on Development Cooperation only provide very limited qualitative information on gender equality actions or progress and no quantitative breakdown.

Some valuable information in this regard is provided by OECD/DAC data collected through the Gender Equality Policy Marker of the Creditor Reporting System requesting donor member countries to screen their Official Development Aid (ODA) flows as either (i) targeting gender equality as a "principal objective" or a "significant objective", or (ii) "not targeting" the objective<sup>222</sup>. Flows falling under point i) are defined "gender focused". According to OECD data, on average EU institutions<sup>223</sup> commitments in 2007-2009 covered approximately 10% of total gender focused ODA flows worldwide, corresponding to approximately to 22% and 16%, respectively in 2007 and 2008, of total EU's institutions ODA screened against the Gender Equality Policy Marker. It should be noted that by far the largest share of gender focused aid targets gender as a "significant" rather than as a "principal" objective. In absolute values, Government and civil society programs receive almost one fifth of gender focused EU's ODA, followed by Education, other social infrastructure and services. Concerning the share of gender equality focused aid in total aid screened against the gender equality marker (Table 4), the sector with by far the highest gender focus is education, followed by health with respectively 42.5 and 29.8 percent of funds allocated to these sectors being gender focused, followed by water supply, sanitation and other social infrastructures together with government and civil society. It is interesting to note that only 10% of funds allocated to agriculture and rural development are gender focused. The sectors with the least gender focus are transport and storage and other economic infrastructure.

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<sup>221</sup> *Evaluation of the Council Regulation N° 2698/2000 (MEDA II) and its implementation, Final report* June 2009. Link: [http://ec.europa.eu/europeaid/how/evaluation/evaluation\\_reports/reports/2009/1264\\_vol1\\_en.pdf](http://ec.europa.eu/europeaid/how/evaluation/evaluation_reports/reports/2009/1264_vol1_en.pdf).

<sup>222</sup> "Principal" means that gender equality was an explicit objective of the activity and fundamental in its design. "Significant" means that gender equality was an important but secondary objective of the activity. "Not targeted" means that the activity was screened for promoting gender equality, but was found to not be targeted to it. Data are available at: <http://webnet.oecd.org/dcdgraphs/gender/>.

<sup>223</sup> These data only cover a portion of EU funds allocated to external actions. In fact they only refer to external action funds classified as ODA. Furthermore they also include commitments from the European Development Fund which is not part of the EU budget.

**Table 18: Gender equality focus of EU institutions' development cooperation programmes by sector, 2007-2009 average**

<b>Sector</b>	<b>Focused</b>
Education	42.50
Health	29.80
Water supply and sanitation	21.28
Government and civil society	23.05
Other social infr. and services	21.25
Transport and storage	4.81
Other economic infrastructure	6.29
Production except agriculture	14.95
Agriculture and rural development	9.65
Multisector	27.35

Source: OECD/DAC

## 4.2. Overall assessment

Of the financial instruments discussed above, only the DCI – through its Public Goods thematic programme – earmarks in its Regulation funds for gender equality and women's empowerment, although within the broader goal of Human Development. The geographic programmes of DCI, along with the ENI, the EIDHR and the IfS also envisage the implementation of gender equality actions – either through specific actions or through mainstreaming – but do not provide targets or benchmarks as to how much funding shall be devoted to these interventions.

The implementation of gender equality interventions - and the relevant allocation of funds - will thus greatly depend on the extent to which a gender perspective is integrated in country and regional strategies and multiannual plans. These are to be defined by the Commission in collaboration with partner countries, under the scrutiny of the European Parliament. It will also depend on the extent to which guidelines for the integration of gender will be understood and transposed in the programming of actions<sup>224</sup>.

To conclude, the external relations instruments to be financed by the EU budget are likely to have a positive, albeit mostly indirect, impact on the objectives of gender equality and women's empowerment identified by EU's policies guiding external relations strategies. Gender equality is both considered an intrinsic EU value, to be promoted and mainstreamed throughout the different stages of the external actions programming cycle, as well as instrumental in fighting poverty, the paramount goal of EU's development cooperation. In the poorest countries, the EU's strategy for fighting poverty passes through the attainment of the Millennium Development Goals which set clear gender equality targets, especially in the field of education, health and economic and political empowerment of women. As such, progress towards the MDGs is bound to have strong gender relevance.

However, a clear gender strategy, with specific objectives, targets or allocations, does not emerge from the MFF proposal and the legislative package for external actions analyzed in the previous sections and does not allow to estimate the resources that will be allocated to

<sup>224</sup> In addition to the actions envisaged by the 2010 Action Plan, the EC has elaborated specific working documents to this effect, such as the Programming Guidelines for Gender Equality Detailed (January 2006), providing information on how to address gender equality in country programming. Detailed operational guidance can also be found in the Toolkit on Mainstreaming Gender Equality in EC Development Cooperation.

achieving gender objectives. As is well known, gender mainstreaming is an approach to be used in the design of all policies that implies the integration of a gender perspective into every stage of policy process; it should incorporate a gender impact assessment ex ante with a view to promoting gender equality. Mentioning gender mainstreaming, gender inequality and the intention to tackle the issue in budgetary documents is not sufficient to ensure effective actions.

In order to be effective gender mainstreaming needs to be operationalised and supported through predictable funding and allocations. Otherwise it runs the risk of being sidelined at the expense of other, seemingly more urgent, goals.

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## 6. ANNEX

Table I.1 Gender inequality index (GII) and indicators, Human Development Index, 2005

		Reproductive health		Labour market	Empowerment	
	GII*	Adolescent fertility rate	Maternal mortality	Labour force participation	Educational attainment	Parliamentary representation
		Births per 1000 women 15-19		Participation rate	Pop with at least secondary school	Shares in parliament
<b>Africa</b>	<b>0.44</b>	4.63	580.00	0.47	0.43	0.12
<b>Latin America &amp; the Caribbean</b>	<b>0.32</b>	3.38	85.00	0.43	0.67	0.15
<b>Asia</b>	<b>0.35</b>	2.09	165.00	0.44	0.49	0.12
<b>Europe</b>	<b>0.16</b>	0.80	17.00	0.53	0.65	0.17
<b>Oceania</b>	..	1.38	60.00	..	0.67	0.23
<b>Northern America</b>	<b>0.21</b>	1.67	23.00	0.56	..	0.13
<b>OECD</b>	<b>0.20</b>	1.29	22.00	0.49	0.66	0.16
<b>EU27</b>	<b>0.11</b>	0.63	9.00	0.52	0.65	0.20
<b>East Asia</b>	<b>0.24</b>	0.75	86.00	0.55	0.52	0.16
<b>Pacific</b>	..	2.71	231.00	..	0.48	..
<b>Least developed countries</b>	<b>0.43</b>	5.04	599.00	0.51	0.40	0.14
<b>Developed: OECD</b>	<b>0.15</b>	0.92	13.00	0.52	0.67	0.17
<b>Developed: Non-OECD</b>	<b>0.14</b>	0.54	12.00	0.46	0.64	0.10
<b>Developing: Arab States</b>	<b>0.42</b>	1.92	203.00	0.23	0.45	..
<b>Developing: Europe and Central Asia</b>	<b>0.24</b>	1.25	34.00	0.51	0.64	0.08
<b>Developing: East Asia and the Pacific</b>	..	0.75	88.00	0.56	0.52	0.16
<b>Developing: Latin America and the Caribbean</b>	<b>0.32</b>	3.38	85.00	0.43	0.67	0.15
<b>Developing: South Asia</b>	<b>0.44</b>	3.71	298.00	0.29	0.36	0.08
<b>Developing: Sub-Saharan Africa</b>	<b>0.44</b>	5.50	684.00	0.53	0.42	0.14

Source UNDP (<http://hdr.undp.org/en/statistics/gii/>)

\* The Gender Inequality Index (GII) reflects women's disadvantage in three dimensions—reproductive health, empowerment and the labour market-. The index shows the loss in human development due to inequality between female and male achievements in these dimensions. It ranges from 0, which indicates that women and men fare equally, to 1, which indicates that women fare as poorly as possible in all measured dimensions.

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