



EUROPEAN WOMEN'S
LOBBY
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European Women's Lobby, WIDE and CONCORD Statement on European Union funding programmes for the financial period 2014-2020

The European Women's Lobby (EWL), WIDE Network, and the Gender Working Group of CONCORD – the European Confederation of Relief and Development NGOs, call on European and national policy-makers to ensure that EU funding programmes for the 2014-2020 financial period¹ will provide the framework and sufficient financial resources to strengthen the EU commitment to promote women's rights and gender equality in all areas of its internal and external policies. This paper complements the joint statement of the three organisations '[Toward gender responsive, accountable, and participatory post 2013 EU Multi-Annual Financial Framework](#)' released in May 2011.

EU funding for promoting equality between women and men has decreased since the 2000-2006 financial period,² and in the 2007-2013 period only 0.37% (EUR 3.56 million of EUR 975 billion) of the EU budget has been allocated to budget lines and spending categories earmarked for promoting women's rights and gender equality.³ The decrease of EU funding for specific action on gender equality is partly due to the increased emphasis on gender mainstreaming as part of the EU dual strategy to gender equality. However, while an efficient gender mainstreaming can be a powerful tool to achieve equality between women and men when it accompanies specific actions to redress gender inequalities, evaluations of current funding programmes both within both EU internal and external policies show serious gaps in gender mainstreaming practices. Political will is required to redress these shortcomings when the decision about the priorities and financial envelopes of the EU funding programmes for the 2014-2020 period are made.

It is crucial that the total earmarked EU funding for women's rights and gender equality within the EU Multi-annual Financial Framework (MFF) 2014-2020 is increased or at the very least maintained at the current level. To guarantee adequate and predictable level of funding for promoting equality between women and men over the 2014-2020 period, the EU must establish a strong independent funding programme for women's rights and gender equality, non-discrimination and fundamental rights within the budget heading 'Security and Citizenship.' Clear gender equality objectives and targets with earmarked budgets must be established within relevant funding programmes such as the European Social Fund, the proposed 'integrated programme for employment, social policy and social inclusion', and the Instrument for Development Cooperation. In addition, gender mainstreaming must be made a requirement in the founding regulations of all the 2014-2020 financing programmes, and its operationalisation ensured with sufficient financial and human resources and followed up in the strategic documents of the programmes.

¹ The European Commission has made initial proposals for the post-2013 financial programmes and their budgets in its proposal for the Multiannual Financial Framework 2014-2020. *A Budget for Europe 2020 and A Budget for Europe 2020 II – Policy fiches*, SEC(2011) 867final SEC(2011) 868final. The detailed regulations are being discussed by the Commission services.

² This decrease is mainly due to the significant decrease in ESF funding earmarked for specific action. See *The European Social Fund, women, gender mainstreaming, and reconciliation of work and private life*. European Union 2010.

³ See annex 1 for a detailed breakdown of earmarked EU funding for gender equality

The EWL, WIDE, and CONCORD Gender Working Group proposals regarding specific EU funding programmes 2014-2020

EU internal policies

1. Establish a strong independent funding programme for equality between women and men, non-discrimination, and fundamental rights within the budget heading 'Security and Citizenship' in order to guarantee a sustained level of funding and visibility for these crucial EU objectives;
2. Continue the DAPHNE programme to combat and prevent violence in the framework of the proposed 'Justice Programme' and make addressing violence against women its core priority in order to turn EU commitments to end violence against women into action;
3. Ensure that the proposed integrated programme for employment, social policy and social inclusion (successor to PROGRESS) has a strong mandate to promote equality between women and men in order to guarantee the success of both the EU's employment and gender equality policies;
4. Strengthen the double Strategy of specific action in the field of gender equality and gender mainstreaming in the European Social Fund in order to ensure the ESF helps Member States to reach the Europe 2020 targets.

EU external policies

5. Ensure earmarked budgets for promoting equality between women and men in all the geographic and thematic funding instruments of EU external policies, and enhance effective gender mainstreaming in order to achieve the Millennium Development Goals.

1. Create new independent financing programme for equality between women and men, non-discrimination and fundamental rights

Currently the gender equality section of the PROGRESS Programme is the main multi-annual budget line that is earmarked for implementing the objectives of the EU gender equality policies, estimated to amount to EUR 88 million over 2007-2013.⁴ This budget has been managed by DG Justice since January 2011 when the Equality Directorate responsible for EU's gender equality and non-discrimination policies was moved from DG Employment to DG Justice.

Continuation of the strong policies of the European Union in the field of women's rights and gender equality as required by the EU's Treaty commitments to equality between women and men and gender mainstreaming (articles 2, 3, 8, and 157) requires a strong EU financing programme with gender equality as one of its core objectives, and the allocation of sustained resources for policies in this field over the whole 2014-2020 period. This programme should offer a holistic framework to implement the *Strategy for Equality between Women and Men 2010-2015*⁵ and future EU policies in this area through funding specific action on equality between women and men. It should also be the driver for the EU's efforts to mainstream gender equality into all EU policies.

⁴ The actual financial allocation will be less because part of the budget of PROGRESS was reallocated the European Microfinance Facility.

⁵ Strategy for Equality between women and men 2010-2015, SEC(2010) 1079, SEC(2010) 1080

The European Commission's proposal for the MFF 2014-2020 places gender equality policies under the budget heading 'Security and Citizenship' within a 'Rights and Citizenship Programme' that has a EUR 387 million budget over the 2014-2020 period.⁶ The EWL, WIDE, and CONCORD Gender Working Group welcome the proposal to create an independent funding programme for rights and citizenship and stress that this programme should cover only the policy areas of gender equality, non-discrimination, and fundamental rights and citizenship (currently covered by the gender equality and anti-discrimination section of the PROGRESS Programme and the Fundamental Rights and Citizenship Programme). Only a strong independent financing programme with mutually supporting objectives can ensure the predictability of EU funding for promoting equality between women and men and guarantee that this indispensable cross-cutting EU priority will not get lost amongst the other objectives of DG Justice.

- **Create a strong new independent funding programme to promote equality between women and men, non-discrimination and fundamental rights. Focus the proposed 'Rights and Citizenship Programme' on these three EU priorities.**

The new location of the EU's gender equality policies in DG Justice is an opportunity to increase the overall budget of the EU allocated to gender equality and to strengthen the scope of EU action to promote equality between women and men as a fundamental right. The proposed budget of EUR 387 million for the 'Rights and Citizenship Programme' would present an increase of EUR 40 million to the funding allocated through gender equality and non-discrimination sections of PROGRESS and the Fundamental Rights and Citizenship programme. An increase in funding of this level would be justified given the importance of strong EU level gender equality policies for reaching the targets of the Europe 2020 Strategy and answering to demographic challenges and the EU's Lisbon Treaty commitments to promoting fundamental rights.

- **The total budget of the new independent funding programme for gender equality, non-discrimination, and fundamental rights must exceed the combined budgets of the gender equality and non-discrimination sections of PROGRESS Programme and the Fundamental Rights and Citizenship Programme. Funding allocated for promoting women's rights and gender equality through this programme must under no circumstances decrease in real terms from the current level of EUR 88 million.**

European networks working on gender equality and non-discrimination have demonstrated their effectiveness and the European added value of their advocacy work over the years they received core funding from the PROGRESS programme. The capacity of representative EU networks to relay information and knowledge between the EU level and national decision makers, national and civil society organisations representing the women and men living in European countries cannot be replaced by institutional actors or by private companies. Through their national level member organisations, NGO networks also play a crucial role in providing input to European policy making processes and in monitoring the effectiveness and implementation of European policies. This requires stable or increased funding levels for European NGO networks and their national member organisations.

- **Support for European civil society networks through operational grants should be one of the core actions of the new funding programme for gender equality, non-discrimination and fundamental rights.**

⁶ *A Budget for Europe 2020 and A Budget for Europe 2020 II – Policy fiches*, SEC(2011) 867final SEC(2011) 868final

2. Continue the DAPHNE programme to fight against violence and make addressing violence against women its core priority

The DAPHNE III Programme to 'prevent and combat violence against children, young people and women and to protect victims and groups at risk' has had a budget of EUR 116.85 over the 2007-2013 period. DAPHNE's budget and in particular the funding for combating violence against women is very low scale considering that the annual cost of domestic violence in the EU is estimated as high as EUR 16 billion every year and that the annual budgets of EU countries for prevention programmes are 1000 times less.⁷

There is currently no earmarking system to guarantee that a certain level of DAPHNE's budget is allocated for combating violence against women. Based on analysis of the selected projects for action grants between 2007 and 2010, approximately one third of the project funding is allocated to combating violence against women.⁸ The level of EU funding to address violence against women must be increased in the next financial period to allow for efficient EU action in this crucial area. More visibility and more EU financing for combating violence against women is also necessary to embody the recent EU commitments pertaining to this issue. The European Parliament Resolution of 6 April 2011 calls for an EU Strategy on violence against women;⁹ violence against women is one of the priorities of the EU Strategy for Equality between Women and Men 2010-2015,¹⁰ and one of the three priorities of the European Pact for Gender Equality 2011-2020 adopted by the EPSCO Council on 7 March 2011.¹¹

The EWL, WIDE, and the CONCORD Gender Working Group are concerned that the Commission does not foresee the continuation of DAPHNE as an independent programme, but proposes a EUR 416 million 'Justice Programme' that streamlines several existing DG Justice funding instruments into one programme.¹² Creation of a large programme with several objectives and increased flexibility risks reducing the visibility and the funding allocated for the EU priority to combat violence against women, instead of strengthening it.

- **Ensure that the activities of the DAPHNE programme, in particular combating and preventing violence against women, are incorporated into the objectives of the proposed 'Justice Programme,' and that the level of funding for EU action to combat violence against women is increased from the current level as has been called for by the European Parliament.¹³**
- **Make combating violence against women the main priority of the DAPHNE section of 'Justice Programme,' and earmark a substantial part of the funding allocated for the fight against violence for addressing violence against women.**

⁷ .Psytel, 2006 Daphne Project on the cost of domestic violence in Europe

⁸ Analysis of projects selected for DAPHNE action grants reveals that out of the EUR 11.944.160 action grant budget in 2008 around EUR 4 million and out of the EUR 28.990.560 action grant budget of 2009-2010 around EUR 9 million was allocated for projects related to violence against women. These estimates are based on the names of the selected projects, and on the names of involved organisations; the data provided by DG Justice is not detailed enough to make a more precise assessment.

⁹ European Parliament resolution of 5 April 2011 on priorities and outline of a new EU policy framework to fight violence against women [P7_TA\(2011\)0127](#)

¹⁰ Strategy for Equality between women and men 2010-2015, SEC(2010) 1079, SEC(2010) 1080

¹¹ Council conclusions on the European Pact for Gender Equality for the period 2011-2020 http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/en/lisa/119628.pdf

¹² *A Budget for Europe 2020 and A Budget for Europe 2020 II – Policy fiches*, SEC(2011) 867final SEC(2011) 868final

¹³ The European Parliament proposed already in 2006 that for the 2007-2013 period the budget of DAPHNE should be increased to EUR 125 million. [P6_TC1-COD\(2005\)0037A](#)

Civil society organisations have proven themselves as indispensable partners of the EU in combating violence against women within the previous DAPHNE programmes. In the current financing period, DAPHNE action grants for projects addressing violence against women amounted to only approximately EUR 4 million in 2008 and approximately EUR 9 million in 2009-2010, one third of the grants distributed.¹⁴ Direct funding for projects on violence against women related to protection of victims, prevention, provision of services, and prosecution of perpetrators has to be increased in the next financial period. One of the dangers of a broad Justice Programme where combating violence against women is only one of many priorities is that due to common rules and common calls for proposals for all these priorities, operational grants and action grants may become less accessible to civil society organisations.

- **Ensure that the 'Justice Programme' distributes operational funding and provides regular action grants to civil society organisations working on violence against women.**

There is a clear added value for EU funding to combat violence against women at EU level: violence against women is a European issue, as it is prevalent in all Member States and therefore the struggle against this phenomenon should be supported by the EU. It is also a requirement based on EU principles to ensure the same level of protection against this violation of human rights throughout the EU, and to ensure the highest standards, including in relation to common definitions and policies. The DAPHNE programme has been key in helping the exchange of good practices and information between actors in the different Member States. In the framework of the next DAPHNE programme, the findings from previous DAPHNE projects should be used for the development of legislation and action against violence against women.

3. Ensure gender equality perspective in the 'integrated programme for employment, social policy, and social inclusion' (successor of the PROGRESS programme)

The Commission proposes that for the financial period 2014-2020 the Programme for Employment and Social Solidarity (PROGRESS) will be replaced by an 'integrated programme for employment, social policy and social inclusion.' This programme is foreseen to cover PROGRESS (without gender equality and non-discrimination sections), EURES and the European Progress Microfinance Facility and have a total budget of EUR 850 million.

The EWL, WIDE, and CONCORD Gender Working Group welcome the proposal to create a new independent funding programme that has strengthening social policy and promoting social inclusion as its objective, and that the budget of the new instrument is foreseen to be more than the sum of its parts.¹⁵ To give due priority to the social inclusion objectives and the poverty targets of the Europe 2020 Strategy, the new programme must enable the EU to develop a strong social strategy to complement its activities on employment. Poverty reduction and social inclusion must have a visible place in the new programme, and the budget increase foreseen should be used to support activities in these fields.

¹⁴ See note 8.

¹⁵ We estimate there is an increase of approximately EUR 95 million. PROGRESS without equality sections: 444 million (65% of the financial envelope of 683.25 million established by Decision No 284/2010/EU), microfinance facility 100 million for 2010-2013 → 175 million for full seven year period, EURES 136 million (estimate based on commitments in the EU budget 2007-2011)

- **Use the 'integrated programme for employment, social policy and social inclusion' to develop a strong EU social strategy and to provide the framework for reaching the poverty target of the Europe 2020 Strategy.**

The added value of the PROGRESS Programme has been its broad approach that combines the EU's objectives on employment and social inclusion and its gender equality and non-discrimination objectives. This combination has allowed PROGRESS to address the structural gender and other inequalities that are the root cause of social exclusion in the European Union. To secure this added value even if the EU's gender equality and non-discrimination policies are funded under another programme (see above), the new integrated programme must have a strong mandate to promote gender equality and non-discrimination in employment, social policy, and social inclusion. This requires gender equality targets and earmarked budgets for specific gender equality-related activities in all activities and policy fields covered by it and efficient gender mainstreaming in all the activities funded by the programme.

- **The new programme must continue to fund gender equality-related specific action in the field of employment, social policy and social inclusion in order to keep equality between women and men at the core of EU policies in this field.**
- **Regulations of the programme should include a strong gender mainstreaming clause to ensure all EU activities in the field of employment and social inclusion have the removal of structural gender inequalities as their goal.**

The new integrated programme should play a crucial role in maintaining and improving the coordination between the EU's employment and social inclusion policies and the EU's gender equality policies. There is no social justice without gender equality, and full integration of the gender equality dimension in the future programme is necessary for the success of the EU's employment and social policies and to the attainment of the inclusive objectives of the Europe 2020 Strategy. This is all the more important because the financial and economic crisis has been gendered in its nature and in its effects, but EU and national level responses to the crisis have lacked a gender equality perspective. A strong gender equality objective in the new programme is also crucial to the success of the EU's gender equality policies. Structural gender inequalities in the labour market, such as the persistent gender pay gap and the disproportionate impact of parenthood on women's employment due to gender inequalities in the home as well as insufficient care services and reconciliation policies for both women and men, are one of the main obstacles on the way to *de facto* equality between women and men in Europe.

- **Establish efficient collaboration mechanisms between DG Employment and the Equality Directorate in DG Justice to ensure that all activities funded by the new integrated programme for employment, social policy, and social inclusion support the EU's gender equality policies.**

PROGRESS is currently the only programme providing core funding opportunities for European NGOs working on social issues. It is therefore instrumental in allowing for the independent political work of European NGO networks and their contribution to the development and monitoring of the implementation of EU law and policies through their direct relationships with groups and individuals concerned. It is therefore crucial to ensure that representative European civil society networks continue to receive core funding through the new integrated programme, especially in application of Article 11.1 and 11.2 of the Treaty on European Union.

- **Make supporting non-governmental actors in their contribution to EU and national policy-making in the field of employment, social policy, and social inclusion a key objective of the integrated programme.**

4. Strengthen the dual approach to gender equality of the European Social Fund

Improving the role of the European Social Fund (ESF) in promoting equality between women and men is crucial to make the 2014-2020 ESF an efficient tool for reaching the inclusive and social objectives of the Europe 2020 Strategy, and to ensure that the ESF funds will help the EU Member States to reach the national 2020 targets related to employment, poverty and education. This requires using ESF funding in each Member State to support broad gender equality goals that go beyond quantitative labour market outcomes. The ESF should redress gender inequalities in the labour market and pay specific attention to the low quality of women's jobs that remain in a gender segregated framework coupled with a persistent gender pay and pension gap. ESF funding should also be used to redress gender inequalities at home in relation to unpaid work and parenting that are the cause of women's lower labour market participation and women's poverty.

The allocation of EU funding for specific action in the field of gender equality through the ESF has decreased drastically since the 2000-2006 financial period when the ESF distributed EUR 4.5 billion (8% of the ESF budget) to gender equality-related activities.¹⁶ In the current period, EUR 2.4 billion (3% of the ESF budget) is allocated to the promotion of women's employment and to reconciliation of work and family life.¹⁷ Even if specific action promoting women and gender equality can be funded also through other priorities (for example supporting women's entrepreneurship), the decrease in ESF funding spent for specific action in this field may be as high as EUR 1,5 billion.

- **Mandate the ESF to sustain a broad gender equality policy that goes beyond increasing women's employment rate in quantitative terms, and addresses the low quality of women's work and gender inequalities at home;**
- **Increase the share of the ESF budget used for specific action in the field of gender equality, and make it easier to track this funding. For example, the regulations could propose one category of expenditure to cover all gender equality-specific actions with thematic sub-categories (reconciliation measures for both women and men, tackling vertical and horizontal gender segregation in employment and in education, supporting women's entrepreneurship, tackling gender stereotypes).**

Women in all EU Member States do not benefit equally from the support of the ESF. Currently the share of the total ESF finances that Member States use for activities promoting women's employment ranges from nothing in Sweden and Denmark and 0.2% in Hungary to 18% in Netherlands,¹⁸ although the gender pay gap, inequalities in the labour market, and feminisation of poverty are relevant structural problems in all EU Member States.

¹⁶ The European Social Fund, women, gender mainstreaming, and reconciliation of work and private life. European Commission 2010, p.27-28

¹⁷ Expenditure category 69 '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.' Data is an estimate from the EC Structural Funds database from December 2007.

¹⁸ The European Social Fund, women, gender mainstreaming, and reconciliation of work and private life. European Union 2010.

Furthermore, research shows that due to the economic and financial crisis, some EU Member States have decided to reduce the funding originally allocated for gender equality.¹⁹

- **The allocation of ESF funding should be based on an earmarking system ensuring that a certain minimum percentage of resources are allocated to promoting equality between women and men in all Member States.**

Although the focus on gender mainstreaming has been identified as the main reason for the drastic decrease in ESF financing for specific action on gender equality,²⁰ recent evaluations reveal serious gaps in gender mainstreaming practices. The gender mainstreaming provisions in the current ESF regulations (article 3biii and article 6) are not strong and clear enough and not enough capacity building and financial resources are provided to ensure that gender equality is promoted in all activities financed and at all stages of the planning and implementation of the Operational Programmes.²¹

- **Make gender equality a horizontal principle in the ESF regulations (article 6) with strengthened wording that gives the European Commission the power to oblige Member States to implement the article, and explains gender mainstreaming in a precise manner.**
- **Use ESF funding to create permanent gender mainstreaming support structures within the ESF at both national and EU level and introduce European standards of gender mainstreaming in the ESF.²²**

Social civil society organisations, including women's rights organisations, must be given a partnership status in the development, implementation, monitoring, and evaluation of the ESF.

- **Make ESF funding accessible to civil society organisations who are the EU's key partners in delivering on the inclusive and social objectives of the Europe 2020 Strategy, including through global grants for small organisations as foreseen in the European Platform against poverty.²³**

5. Integrate gender equality dimension in the funding programmes of the EU external policies

The EWL, WIDE network and Gender Working group of CONCORD welcome the European Commission's reaffirmation of the EU's commitment to achieve the Millennium Development Goals and to reach the 0.7% GNI official development aid target by 2015 in its proposal for the MFF 2014-2020. To meet these objectives it is important that the EU budget on external policies and development adheres to the core values of Lisbon Treaty, builds on a rights-based approach, and promotes gender equality and women's rights.

¹⁹ Evaluation of the European Social Fund's support to Gender Equality. Synthesis Report. European Commission 2011.

²⁰ Evaluation of the European Social Fund's support to Gender Equality. Synthesis Report. European Commission 2011.

²¹ Evaluation of the European Social Fund's support to Gender Equality. Synthesis Report. European Commission 2011.

²² European Community of Practice in Gender Mainstreaming position paper on the preparation of the Structural Funds Programming period 2014+ <http://www.gendercop.com/wp-content/uploads/2011/06/GENDERCOP-Position-Paper-on-the-New-Funding-Period-of-the-Structural-Funds.pdf>

²³ As foreseen in the European Platform against Poverty (COM (2010) 758 final), the EU must increase global grants that do not require co-financing to make EU funding more accessible to small CSOs and to allow the CSOs to fully participate in delivering the objectives of the EU.

At the moment only one of the financial instruments of EU external action has an earmarked funding allocation for gender equality and women's empowerment. However, because the promotion of gender equality is not only crucial in itself but is a fundamental human right and a question of social justice, as well as being instrumental in achieving all the MDGs, within the 2014-2020 MFF all the funding instruments of the EU external policies must make specific budget allocations for gender equality.

5.1 Development Cooperation Instrument

Thematic Programme: Investing in People

Currently the thematic programme *Investing in People* within the Development Cooperation Instrument (DCI) is the only EU funding programme that earmarks funding for promoting gender equality in EU external cooperation, and the foreseen allocation of EUR 57 million for 2007-2013 represents only 5% of the total budget of the programme.²⁴ The funding for specific action in the field of gender equality is extremely limited and more than half of the finances allocated through the programme in 2007-2010 were targeted at Neighbourhood Policy countries. Acknowledging the inadequacy of funding, the mid-term review of the programme proposed increasing funding for gender equality with an extra EUR 10 million for 2011-2013.²⁵ It is crucial that the inadequacy of current gender equality funding is taken into account when thematic allocations are made for the 2014-2020 period. Unless more robust targeted support is provided, the impact of EU interventions is likely to be low.

- **Maintain promoting gender equality and women's rights as a main area of activity of the successor of *Investing in People* programme and increase the earmarked financial allocation for specific action in this area; specify that these activities to promote equality between women and men must be financed in all regions covered by the DCI.**

The mid-term review of *Investing in People* highlights that the limited funding for specific action for women's rights is due to emphasis on gender equality as a cross-cutting principle of all areas of thematic intervention. However, there is no evidence of how much out of the funding allocated in 2007-2010 for activities under the other priority areas of the programme ('good health for all', 'education and skills' and 'other aspects of human and social development') has been used to reduce gender inequalities and ensure women's empowerment in these spheres. Without specific funding allocation to develop tools to mainstream gender equality in different policies and tools to monitor their use, the cross-cutting approach does not produce the desired results.²⁶

- **Promote gender equality as a cross-cutting principle in all thematic and geographic areas covered by the DCI: allocate financial resources for developing gender mainstreaming tools and monitoring their use and set in strategic documents concrete gender equality targets for all the thematic areas and ensure that funding is allocated to reach these targets.**

²⁴ Financial allocations by thematic areas for 2007-2013: Gender equality: initial allocation EUR 57 million (5%) and extra EUR 10 million for the 2010-2013 period due to acute need; Good health for all: EUR 587.6 million (56%); Education and skills: EUR 130 million (12%); Other aspects of Human and Social development: EUR 222 million (21%); contingency and administrative costs (6%)

²⁵ *Investing in People – Mid term review of strategy paper for thematic Programme (2007-2013)*, p.17
http://ec.europa.eu/europeaid/what/health/documents/investing_people_mid-term_review_en.pdf

²⁶ *Investing in People – Mid term review of strategy paper for thematic Programme (2007-2013)*, p.18
http://ec.europa.eu/europeaid/what/health/documents/investing_people_mid-term_review_en.pdf

Geographic Programmes²⁷

The Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 clearly highlights as an objective that the EU will 'place gender equality issues systematically on the agenda of dialogue with partner countries' (objective 3). However, there is no statistical information available on the extent to which the DCI and other geographic funding programmes of EU external policy are contributing to women's rights and gender equality. Furthermore, despite the general obligation of ensuring gender mainstreaming throughout European development assistance and the development of tools and training programmes for EC staff, there is a lack of strong in-house political and technical guidance on how to ensure gender mainstreaming. The drafting of the regulations of the DCI and other geographic instruments is an opportunity to define gender equality targets and strong political and technical requirements for gender mainstreaming in all these instruments.

- **The Commission strategy papers that set the priority areas and financial allocations and the consequent programming documents for every region and country should include financial allocations for activities to promote gender equality and women's empowerment in order to implement the EU Gender Action Plan on Development.**
- **Include a clear gender mainstreaming article in the founding regulation of all geographic instruments and ensure efficient gender mainstreaming by setting concrete gender equality targets in the following strategic documents and allocating sufficient human and financial resources.**

Support to civil society organisations - Thematic Programme Non State Actors and Local Authorities

The value and importance of civil society organisations', especially women's organisations', contribution to the advancement of gender equality and women's rights and sustainable development worldwide must be recognised in the founding regulations of the Development Cooperation Instrument and in its thematic and geographic programmes and supported financially. The successor of the thematic programme *Non State Actors and Local Authorities* should specifically support these organisations.

- **Simplify the access of CSOs, in particular of women's organisations, to EU funding distributed through the DCI, and enable them to receive predictable and multi-year core funding.**
- **Continue the DCI thematic programme *Non State Actors and Local Authorities* and use it to support initiatives of women's organisations and to enhance their participation in decision making processes.**

5.2 The European Instrument for Democracy and Human Rights

The European Commission proposes reinforcing the European Instrument for Democracy and Human Rights (EIDHR) and focusing its activities in the 2014-2020 period on supporting the development of civil society and on electoral observation.²⁸ According to the Commission, the Instrument for Democracy and Human Rights 2007-2013 is one of the key tools in financing women's rights in EU external co-operation.²⁹ This role must be retained and strengthened in 2014-2020.

²⁷ Development Coordination Instrument funds geographic programmes in Latin America, Asia, central Asia, Middle East, South Africa). The same recommendations apply to European Development Fund (African, Caribbean and Pacific countries), and European Neighborhood Instrument

²⁸ *A Budget for Europe 2020 and A Budget for Europe 2020 II – Policy fiches*, SEC(2011) 867final SEC(2011) 868final

²⁹ http://ec.europa.eu/europeaid/what/gender/index_en.htm

The EIDHR has within its scope promoting equal participation of women and men in social, economic, and political life, and combating all forms of violence against women.³⁰ However, no specific funding allocations are foreseen for gender equality and women's rights apart from a small joint operational allocation (EUR 18.7 million) for supporting EU guidelines on *Children and armed conflict*, *Rights of the child* and *Violence against women and girls and combating all forms of discrimination against them* in 2011-2013. Measured by funding allocations, equality between women and men has been sidelined in EU's work to promote democracy and human rights in comparison to the 2000-2006 period: the predecessor of the EIDHR, the *European Initiative for Democracy and Human Rights*, supported programmes in the field of women's rights, women and governance and ending violence against women with EUR 42.3 million (5.8% out of EUR 731 million total budget).³¹

- **The founding regulation of the 2014-2020 Instrument for Democracy and Human Rights and the subsequent strategy documents must clearly specify allocations for promoting gender equality and women's rights as human rights.**
- **The next EU human rights' instrument must translate political commitment of the *EU guidelines on violence against women and combating all forms of discrimination against them*³² into clear financial allocations to ensure the EU guidelines will not go unheeded.**

The strategic statements of the EIDHR mention gender mainstreaming as part of the general objective of mainstreaming gender equality and the rights of the child, indigenous people and people with disabilities.³³ Commitment to gender mainstreaming as part of a broad statement about mainstreaming a number of horizontal priorities that encompass different methodologies and expertise cannot guarantee the required results. It would be advisable to be more specific in defining what mainstreaming gender equality concretely entails.

- **Include a detailed gender mainstreaming article in the founding regulation of the EIDHR and ensure efficient gender mainstreaming by setting concrete gender equality targets in the following strategic documents and allocating sufficient human and financial resources to ensure all parties are able to effectively gender-mainstream.**

5.3 Instrument for Stability

The successor of the *Instrument for Stability*, the EU's main tool for crisis response, is foreseen to have a budget of EUR 2.1 billion for 2014-2020.³⁴ This programme must reflect the EU's commitment to equality between women and men in general and also to UN resolution 1325 that requires the equal participation of women in conflict prevention and peace building through specific allocations that support the involvement of women in these areas. Actions enhancing the role of women in peace and security in order to ensure implementation of

³⁰ REGULATION (EC) No 1889/2006 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 20 December 2006 on establishing a financing instrument for the promotion of democracy and human rights worldwide

³¹ Compendium of EIDHR funded projects 2000-2006 and summary: http://ec.europa.eu/europeaid/what/human-rights/documents/eidhr_compendium_by_project_theme_final_15_09_08_en.pdf

³² <http://www.consilium.europa.eu/uedocs/cmsUpload/16173cor.en08.pdf>

³³ Both the EIDHR Strategy 2007-2010 and the EIDHR strategy 2011-2013 highlight that 'throughout the response strategy and in projects under all the objectives, the mainstreaming of gender equality, the rights of the child, the rights of indigenous peoples, and the rights of persons with disabilities will be ensured. All projects will need to show, whenever relevant, how these issues are taken into account in the design, implementation and monitoring of their activities.'

³⁴ *A Budget for Europe 2020* and *A Budget for Europe 2020 II – Policy fiches*, SEC(2011) 867final SEC(2011) 868final

UNSC Resolution 1325, and focusing on the needs of women and children in conflict in order to ensure implementation of UNSC Resolution 1820, are clearly highlighted in the regulation of the current Stability Instrument (Article 3(2)). However, in the current period no financial allocations are foreseen to turn this commitment into action.

- **The founding regulation of the post-2013 Instrument for Stability must reflect EU commitments in the area of women, peace and security. The subsequent strategic documents must clearly identify results and targets as well as financial allocations in this area.**

Annex 1: Earmarked EU funding for gender equality within the 2007-2013 MFF

Earmarked EU financing for women's rights and gender equality covers only 0.37% of the EU budget within the 2007-2013 MFF.³⁵ There are only four earmarked budget lines in the EU budget that provide multi-annual and predictable funding for specific actions targeted at women and for promoting equality between women and men: in internal action these are the gender equality strand of the PROGRESS programme, the European Institute for Gender Equality, and the DAPHNE programme for combating violence against women, and in external action the gender equality component of the Development Cooperation Instrument programme 'Investing in People.' In internal action also the European Social Fund (ESF) and the European Regional Development Fund (ERDF) have expenditure categories for activities that can be seen to promote to equality between women and men.

Although also other financing instruments fund projects related to women's rights and gender equality, for example in the field of research and innovation, due to lack of earmarked allocations it is not possible to estimate this spending in advance and hold the EU accountable for it. Furthermore, piecemeal projects cannot compensate for the predictability and visibility that independent multi-annual budget lines and expenditure categories provide.

| Financial Instrument | Allocations 2007-2013 |
|--|---|
| <i>Internal action</i> | |
| Equality between women and men in the PROGRESS programme | EUR 88.00 million ³⁶ |
| European Institute for Gender Equality | EUR 52.50 million |
| DAPHNE Programme for combating violence against children, young people and women | EUR 116.85 million |
| European Social Fund - priority 69 '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' | EUR 2373.30 million / 3% of total ESF ³⁷ |
| European Regional Development Fund –activities to support ESF priority 69 | EUR 298.50 million |
| European Regional Development Fund – priority 77 'childcare infrastructure' | EUR 564.70 million / 0.3% of total ERDF |
| <i>External action</i> | |
| Gender equality under Development Cooperation Instrument Programme 'Investing in People' | EUR 66.00 million |
| Total | EUR 3559.85 million |

³⁵ The lack of specific budget lines for gender equality, of gender specific data, and of gender specific information in the founding regulations and financial statements of EU financial instruments make it difficult to estimate the overall percentage of EU budget used to advance women's rights and gender equality. This calculation includes only independent multi-annual budget lines and expenditure categories that have a direct link to gender equality.

³⁶ The actual financial allocation is slightly less because part of PROGRESS budget was reallocated for European Microfinance Facility.

³⁷ Data for the ESF and the ERDF is an estimate from the EC Structural Funds database from December 2007.

| | |
|--|--------------|
| % of earmarked gender equality spending of the total budget of the EU | 0.37% |
|--|--------------|

The overall EU financing for women's rights and gender equality has been decreasing in the last years. This is the case in particular with the European Social Fund. Over the 2000-2006 financial period the European Social Fund distributed EUR 4.5 billion of EU funding for gender equality-related activities (woman specific activities, reconciliation, and gender mainstreaming).³⁸ Over the 2007-2013 period only EUR 2.4 billion of EU funding is programmed for the most important category of expenditure for gender equality. Even if gender equality-related activities will be financed also through other expenditure categories (for example supporting entrepreneurship), it is estimated that the decrease will be at least EUR 1 billion.³⁹

³⁸ The European Social Fund, women, gender mainstreaming, and reconciliation of work and private life. European Commission 2010,

³⁹ Evaluation of the European Social Fund's support to Gender Equality. Synthesis Report. European Commission 2011.

About the organisations

The European Women's Lobby (EWL) is the largest umbrella organisation of women's associations in the European Union (EU), with members in all the EU Member States and candidate countries, as well as European-wide bodies., representing a total of more than 2500 organisations. With a focus on European level policy-making, the EWL works towards equal rights and opportunities for all women and men to gain equal access to social, cultural and economic resources to strengthen their personal integrity and choice. On the basis of the input of member organisations across Europe, the EWL is active in lobbying, monitoring and awareness-raising across different areas such as women's economic and social position, women in decision-making, violence against women, sexual and reproductive health and rights, integration policies and migrant women. The EWL also monitors and promotes the use of gender mainstreaming, which implies incorporating a women's rights perspective into all European policies. Find more about the EWL on www.womenlobby.org

WIDE Network is a European feminist network of women's organisations, development NGOs, gender specialists and women's rights activists. WIDE is the only network in Europe working specifically on the advancement of gender equality, women's rights and social justice in EU and EU Member States development, trade and macroeconomic policies and practices. WIDE's capacities and expertise – built along more than 25 years of experience - place the network as a key player for the advancement of gender equality and women's rights worldwide through the European external actions. We are committed to a holistic human rights perspective as a reference framework for our analysis and action. WIDE's work is grounded on gender justice and women's rights, focusing on women's economic, social, cultural and political rights as the basis for the development of a more just and democratic Europe and world. WIDE brings together 12 national and regional platforms from Europe, CEE and CIS countries and more than 60 members organisations from around the world. Find more about WIDE Network on www.wide-network.org

CONCORD is the European confederation of Relief and Development NGOs. Its 25 national associations and 18 international networks represent over 1600 NGOs which are supported by millions of citizens across Europe. CONCORD leads reflection and political actions and regularly engages in dialogue with the European institutions and other civil society organisations. Find out more about CONCORD on www.concordeurope.org