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**COMMISSION STAFF WORKING PAPER**

**2011 REPORT ON THE IMPLEMENTATION OF THE "EU PLAN OF ACTION ON  
GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN DEVELOPMENT  
2010-2015"**

# 1. Introduction

In 2010 the EU adopted its first **Action Plan on Gender Equality and Women Empowerment in Development (2010-2015)**<sup>1</sup> (henceforth referred to as the "**Gender Action Plan**"). The Plan aims at reinforcing cohesion and coordination and improving the EU's work on gender in external action in order to have more impact on the ground. It contains commitments for the Commission, the European External Action Service (EEAS) and for the Member States. These are to:

- Strengthen the lead role of the EU in promoting gender equality and women's empowerment in development (GEWE)
- Ensure adequate human and financial resources for GEWE
- Place gender equality issues systematically on the agenda of dialogues with partner countries
- Ensure that gender equality is mainstreamed in EU funded projects and that budget support programmes and SWAPS (sector-wide approaches) use sex-disaggregated indicators and include gender equality performance indicators
- Prioritise in-country Non State Actors (NSAs) participation and capacity building and advocacy on GEWE
- Improve the EU's monitoring, accountability and transparency on allocation of funds for GEWE
- Strengthen EU support to partner countries in their efforts to achieve the Millennium Development Goals (MDGs), in particular MDG3 and MDG5 on gender equality and maternal health.
- Strengthen EU support to partner countries in combating gender-based violence and all forms of discrimination against women and girls
- Support partner countries in fully implementing United National Security Council Resolutions (UNSCR) 1325, 1820, 1888 and 1889.

Under these 9 objectives, the Plan includes 37 actions and 53 indicators, and foresees an accountability system where Member States, the Commission, the EEAS and EU Delegations must report annually to the Council on progress in implementing the indicators for which they are responsible.

On this basis, the Council Secretariat and the European Commission asked the 27 Member States and the 117 EU Delegations where external cooperation takes place to submit implementation reports<sup>2</sup> covering the indicators foreseen for 2010-2011. As this was the first year the data was compiled, both Member States and EU Delegations needed some time to understand the reporting format and requirements, as well as the indicators under their responsibility, which explains delays in submission in some cases.

These reports represent the first comprehensive stock-taking exercise of what the EU is doing to mainstream gender equality in development cooperation and in policy/political dialogue in partner countries. They provide a valuable baseline against which to assess future progress, compare trends, and identify good examples and challenges ahead. The reporting process has

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<sup>1</sup> [http://www.consilium.europa.eu/uedocs/cms\\_Data/docs/pressdata/EN/genaff/115157.pdf](http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/EN/genaff/115157.pdf)

<sup>2</sup> Input was provided by 77 Delegations (70 of which were on time to be included – a 58% response rate) and 18 Member States (see list in Annex 2). With the exception of Luxembourg and the Netherlands, all Member States that are members of the OECD's Development Assistance Committee reported.

also given the opportunity to improve internal communication and strengthen commitment on gender issues between the Commission, EU Delegations, the EEAS and Member States.

Evidence of progress and a significant number of good practices emerge from the responses received. These include the following:

- In about half of reporting countries, EU Delegations play an active part in gender coordination groups/mechanisms aimed at enhancing gender equality in development cooperation. In a number of others, an EU Member State has been identified as lead donor for the implementation of the Gender Action Plan.
- There are several examples of how development cooperation programmes (sector budget support in particular) provide a key entry point for policy and political dialogue on gender, including in not traditionally gender-friendly sectors.
- There are a number of examples of good practice where the EU is involved in a comprehensive multi-sectoral policy dialogue assisting the government in implementing their policy commitments on gender equality.
- Most Delegations use thematic local calls for proposals (especially under the European Instrument for Democracy and Human Rights - EIDHR) to support gender-related projects, including those aimed at fighting violence and discrimination against women and girls.

On the other hand, some challenges are clear:

- Policy and political dialogue on gender tends to be very limited or non-existent in fragile, post-conflict countries where dialogue with government is still focused on the political crisis and general human rights issues.
- Only a few EU Delegations in fragile and post-conflict countries have identified a strategy on how to implement the Comprehensive approach to the EU implementation of the UNSCR1325 and 1820 on women, peace and security through their development cooperation activities.
- There is an insufficient communication and coordination, at Delegation level, between gender-related political dialogue and development cooperation.
- Thematic programs are still over-used compared to geographic instruments in supporting the EU gender equality agenda.
- In general, EU Delegations need more guidance and capacity building on how to implement certain aspects of the Gender Action Plan.

Concerning the **Commission**, important steps have been taken -in cooperation with the EEAS - to strengthen the collaboration with the UN on gender issues. These include the preparation of a Memorandum of Understanding for a strategic partnership with UN Women, as well as EU support to a number of UN programmes on gender equality. The Commission has increased EU budget allocations for gender by EUR 10 million through the thematic programme *Investing in People*, and will launch a global call for proposals on women's social and

economic empowerment. Capacity-building for EU staff on gender equality has continued through online courses, thematic trainings, and ongoing support to gender focal persons in EU Delegations. However, systems should be put in place to ensure institutional memory on gender issues despite staff turnover.

In terms of achievements as well as challenges, reports from **Member States** broadly mirror those from EU Delegations. Issues of interest include:

- All but one of the Member States report having fulfilled the objective to support the establishment of the new UN Gender Entity (UN WOMEN).
- Many Member States have introduced mechanisms and procedures to ensure that the gender dimension is systematically taken into account in policy and implementation instruments.
- Some Member States are pursuing the objective of integrating a gender perspective in their budget support programmes, including through making disbursements contingent on the achievement of gender equality and women's empowerment objectives.
- Interesting initiatives can be noted to advance the inclusion of gender in macro-economic dialogue and policies, including through the piloting of gender responsive budgeting tools.
- Support to non-state actors generally seems to integrate requirements regarding gender.

There are numerous examples of strong commitment and diversified activities to support the implementation of UNSCR 1325, 1820, 1888 and 1889.

Finally, the first Gender Action Plan (GAP) reporting exercise provided the opportunity to test the indicators and to identify those that need to be clarified. This should be considered a learning process and the follow-up to the reporting should include further exchange and discussion with EU Member States and Delegations to reach a common understanding of indicators and respective responsibilities.

## **2. Report on the 2010-2011 indicators**

### **2.1 EU Delegations**

As regards the indicators under the responsibility of EU Delegations:

***Indicator 1.3.1 An EU donor is appointed as gender lead donor in each partner country for the period 2010-2015 and 3 Member States are associated to joint work on gender.***

An EU Member State has been appointed as lead donor on gender, sometimes in association with other Member States or UN agencies, in 23 countries. In 10 (**Costa-Rica, Ethiopia, Honduras, Malawi, Morocco, Namibia, Sierra Leone, Tajikistan, Ukraine, and Zambia**) the EU Delegation is the lead actor. In other countries (**Fiji, Namibia, Peru, Sierra Leone, Vietnam, Zimbabwe**) the EU Delegation has taken the initiative to organise meetings with the

Member States and government representatives to share with them the EU Gender Action Plan and discuss priority actions.

While the number of countries with an EU lead donor is still limited, in many countries donor gender coordination mechanisms already exist, with active participation by the EU Delegation (see Indicator 3.3.1). Therefore, Delegations do not always deem it necessary either to appoint a new lead donor or to establish an additional coordinating structure.

***Indicator 3.2.1 By 2013, 50% of agendas for local political dialogue with partner countries shall include gender equality as a topic***

Although the indicator is set for 2013, 38 Delegations have reported some activities. In many cases, political dialogue on gender takes place in the context of the human right dialogues led by the EU Delegations or jointly by the EU Heads of Mission.

In African, Caribbean and Pacific (ACP) countries, Art. 8<sup>3</sup> of the Cotonou Agreement represents an entry point for placing gender on the agenda of policy dialogue (ex: Eritrea, **Mali**). In a number of countries in the ENPI (*European Neighbourhood and Partnership Instrument*) South region (e.g.: **Israel, Jordan, Morocco, the Occupied Palestinian territory**) regular meetings are held with governments on women's rights issues.

In some cases, development cooperation and commitments taken under the Country Strategy Paper and National Indicative Programmes provide the EU Delegations with the mandate necessary to discuss women and girls' rights with the government. For instance, in **India** out of a the 105 MEUR National Indicative Programme 2011-2013, EUR 80 million have been committed to the Sarva Shiksha Abhiyan (SSA) – a program by the Government of India that provides quality education to all children between 6 and 14 years. A key component of SSA is the provision of free residential schools for girls from marginalised communities. As a result of the SSA, India has achieved gender parity in primary education. The programme has a crucial role in informing the EU political dialogue on gender in the country.

In **Honduras**, the EU Delegation is carrying out a dialogue with the Government to include gender equality and women's rights as a topic under the next Country Strategy Paper (CSP).

In **Mexico**, the EU Delegation provided technical assistance to public institutions to implement the reform of the justice system including legislation on violence against women.

In **Malawi**, the current Performance Assessment Framework (PAF) used for general budget support includes an indicator on gender-based violence. In addition, most social sector indicators and targets are gender sensitive. This enhances the opportunity for dialogue with the government around gender policies and issues.

In **Morocco**, the EU Delegation is in a key strategic position for political dialogue on gender due to its planned financial support to the recently introduced national gender equality agenda. See Box:

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<sup>3</sup> Art. 8 of the Cotonou Agreement between the EU and the African, Caribbean and Pacific group of states establishes the objectives, content and modalities of political dialogue.

### **Morocco: EU sector budget support programme on gender equality**

The EU has completed the formulation of a EUR 35 million sector budget programme supporting the implementation of the Agenda for the Equality between Women and Men adopted by the Moroccan government on 17 March 2011. The programme is part of broader EU support to the consolidation of democratic governance in the Mediterranean. The formulation took place in a unique historical moment, that of the Arab Spring and, in Morocco, of the announced constitutional reform which placed a particular emphasis on women's rights. The programme's main objectives include promoting a social, economic and political environment conducive to gender equality, contributing to mainstreaming gender in development policies and programmes, and strengthening the capacities of the national institutions in charge of implementing the Agenda for Equality. Support to the Ministry of Finance and line ministries to institutionalize gender responsive budgeting tools is also foreseen. Due to the relevance of this programme, gender equality and women's rights issues are treated in all the high level meetings concerning EU development cooperation in the country.

The reports also show a number of challenges. In many countries (i.e.: **Burundi, Fiji, Kenya, Yemen**) EU Delegations face constraints in starting policy and political dialogue on gender due to political instability, lack of government commitment, or emergency situations that monopolise the dialogue with governmental institutions. In addition, EU Delegations need to strengthen their capacity to conduct gender analyses on specific issues in order to carry out a more informed and focused political gender dialogue with the governments. The reports indicate that EU Delegations demand for training and guidance in this area is increasing and that a stronger effort is needed from headquarters.

#### ***Indicator 3.2.2 Starting 2011, EU HoMs shall prepare an annual report on development of political dialogue with corresponding partner country authorities in gender issues.***

No EU Delegation prepared a specific report on including gender in political dialogue. A number of Delegations suggests that, rather than producing an additional report, the current challenge is to better integrate the analysis on gender political dialogue in the existing ones, such as the EU Human Right Country Strategies and the human rights political reports periodically prepared by EU Heads of Mission.

#### ***Indicator 3.3.1 By 2011 EU encourages the creation of gender coordinating mechanisms where they do not already exist***

In 36 out of the 70 reported countries, gender coordination groups/mechanisms exist or have been recently established with the objective of enhancing gender equality in development cooperation. They usually include EU and other donors, and in some cases government representatives and UN agencies.

In **Senegal** the gender donor group is structured by sector, with UN Women leading on public finance issues, and the United Nations Population Fund (UNFPA) on agriculture. Moreover, the Belgian Technical Cooperation, Luxembourg (LuxDev) and the EU Delegation lead on sector policy dialogue on gender in water and sanitation while Spain leads on gender in local development.

In **Guatemala**, existing mechanisms include a gender coordination group that gathers representatives of EU Member States and UN agencies. In addition, the EU Delegation has set

up a Gender Table to mainstream gender in its thematic and bilateral projects where gender focal points in civil society and government institutions participate.

In the **Philippines**, the EU Delegation is an active member of the ODA (Official Development Assistance) - Gender and Development Network which is an informal mechanism for multi-donor coordination on gender concerns.

These and many others examples show the increasing effort of the EU and the larger donor community to coordinate actions on gender mainstreaming and enhance the impact of gender policy dialogue.

#### **The Gender Working Group – GEWOG in Lebanon**

In an attempt to promote in-country complementarities between EU Delegation and Member States' activities in Lebanon with regards to GEWE commitments, a Gender Working Group was launched in 2010. Italy is currently the Chair. Activities so far included a mapping exercise on donor-funded gender equality projects; data collection on gender equality issues in the country; the organisation of thematic meetings with representatives from key national institutions. Following the adoption of the EU Gender Action Plan, GEWOG is foreseeing various actions to disseminate and advocate at country level this practical and operational tool.

#### ***Indicator 3.4.3 Next generation CSPs and NIPs have a gender country profile and gender is mainstreamed.***

Although the indicator is set for 2013, 5 EU Delegations have already some activities in the pipeline. It is important to flag this as the integration of gender analysis in the CSPs and NIPs is a key pre-condition for comprehensive gender mainstreaming in EU development cooperation. Also, these forward-looking initiatives can provide inspiration to other Delegations and to Member States.

In **Eritrea**, the EU Delegation intends to draft a gender country profile, using the Technical Cooperation Facility's funds. They will also screen the existing EU programmes to assess their gender dimension.

In **Bangladesh**, a gender study will be commissioned in 2012 to provide strategic directions and avoid duplication of efforts with other donors.

The EU Delegation to **Colombia** is conducting a country evaluation of development cooperation (2002-2010) where gender issues are reflected, and whose findings will be taken into account in the next CSP.

**Burkina Faso** will launch a gender profile study in 2012, with the objective of reaching a 50% target for gender-related actions in the next CSP and NIP.

In **Tanzania**, the EU Delegation foresees the preparation of a multi-agency gender profile during forthcoming country programming reviews.

Overall, there is a demand by EU Delegations for guidance from headquarters on how to develop a gender country profile.

***Indicator 4.2.2 By 2011 gender equality issues feature on the agenda of sector/macro policy dialogue where relevant; elsewhere, they are discussed at regular EU meetings.***

32 out of 70 Delegations are involved in some form of sector policy dialogue on gender. In many cases, it is the presence of an EU sector budget support programme that opens the door to gender dialogue with government, civil society and other relevant stakeholders.

Interestingly, the mainstreaming of gender issues in the sector programmes implemented by the 32 Delegations is not only limited to those in the education and health field (**Philippines, Guinea Bissau, Pakistan**), but concerns as well initiatives in rural development (**Azerbaijan**), water sanitation (**Fiji**), small and medium enterprise (**Moldova**), public service reform (**Moldova**), peace-building (**Nepal**), social security (**China**) and other sectors traditionally not gender-friendly. There are also a limited number of cases where the EU Delegation is involved in dialogue with government on gender in macro-economic policies, notably in **Morocco** (see Box on page 6).

Finally, there are countries where the EU Delegation is involved in a multi-sectoral comprehensive dialogue on government's gender policies and on the mainstreaming of gender in national development strategies.

In **Tanzania**, in February 2010 the EU Heads of Mission launched an EU Plan of Action on Gender Equality and Women Empowerment which received official support from the Ministry of Gender Affairs. As a consequence, gender equality issues are now systematically placed on the agenda of EU dialogue with the Government.

In **Senegal**, the EU dialogue is based on the national strategy for gender equality which includes an action plan for the integration of gender in all sector policies.

In **Burkina Faso**, the EU Delegation, along with the main development actors in the country, is involved in the monitoring mechanism which supervises the implementation of the national Strategy for Accelerated Growth and Sustainable Development. This strategy includes a priority focus on gender equality.

In **Guatemala** gender policy dialogue takes place in the framework of a donor-government coordination mechanisms aimed at enhancing the aid effectiveness agenda:

**Guatemala: Gender equality in the aid effectiveness agenda**

In Guatemala a donor coordination mechanism (G13, including the EU Delegation) is in place to discuss political and technical issues related to the implementation of the aid effectiveness agenda. With the support of G13, the Government has launched a harmonisation and alignment programme (the Antigua Process), aimed at increasing ownership of aid and its alignment with national priorities, and at introducing sector-based approaches, mid-term planning, and result oriented management. Gender is mainstreamed in all the thematic discussion groups of the Antigua process. For example the Justice Sector Group follows up on the implementation of the national legislation on violence against women.

***Indicator 8.1.1 By 2011 at least 50% of the EU Delegations introduce specific measures on the role of external assistance and development co-operation in their local strategies for the implementation of the EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them***

Since 2011 the local strategies for the implementation of the *EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them* have been incorporated into the comprehensive Human Right Country Strategies (HRCS) reports.

Most of the HRCS reports do not yet incorporate a comprehensive analysis of the role of external assistance and development co-operation in furthering the women's rights agenda, including on issues of violence and discrimination. Also, the link between Guidelines implementation and commitments taken by EU Delegations under the EU Gender Action Plan is generally not sufficiently explained in the reports.

This indicates the need for improving the quality and consistency of EU reporting on gender issues.

On the positive side, in the GAP reports, a number of EU Delegations (20) mention their support to local initiatives aimed at implementing the EU Guidelines.

One example is the EU Delegation in **Guatemala**, which supports initiatives for combating gender-based violence and all forms of discriminations against women and girls both through its bilateral and thematic programmes, such as the Programme on Support to Justice and Security and 5 projects directly addressing sexual and gender-based violence. Furthermore, the Delegation coordinates a Donor Group "Grupo Filtro" that is giving political follow up to cases of sexual and gender-based violence and support to women's rights defenders. The Delegation is also part of the Justice in Transition Group coordinated by the UN Office of the High Commissioner for Human Rights, which monitors the penal cases related to sexual violence against women and girls in the internal armed conflict.

***Indicators 8.2.&8.3.1 The thematic programmes and instruments (European Instrument for Democracy and Human Rights, Investing in People etc) will support NSAs to implement the EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them.***

A very high percentage of EU Delegations (46 out of the 70 that replied) use thematic local calls for proposals (mostly EIDHR) to support gender-related projects, including those aimed at fighting violence and discrimination against women and girls. The countries include: **Algeria, Azerbaijan, Bangladesh, Benin, Brazil, Burkina Faso, Cambodia, Cameroon, Chile, China, Costa Rica, Colombia, Eritrea, Ethiopia, Fiji, Gambia, Guinea Bissau, Guatemala, Guinea Conakry, Honduras, India, Lesotho, Malaysia, Malawi, Mali, Mauritius/Comoros/Seychelles, Mexico, Myanmar, Moldova, Morocco, Namibia, Nepal, Niger, Pakistan, Philippines, Rwanda, Sierra Leone, South Africa, Sri Lanka, Sudan, Tajikistan, Tanzania, Thailand, Uruguay, Venezuela, Vietnam, and Zimbabwe.**

To mention just some examples, in **India** project proposals coherent with the EU Guidelines on human rights, including on gender, were given added weight under the EIDHR local call launched in July 2011. The Delegation regularly consults women's right organizations on the

priorities of local calls. In **Cambodia**, the Delegation has managed 11 gender-related projects over the last 5 years, supported through thematic programmes, many of them on violence against women. In **Azerbaijan**, the project on "Public Awareness Campaign on Domestic Violence" has been funded in the framework of the 2010 EIDHR call for proposal. In **Venezuela**, EIDHR and NSA-LA (non-state actors – local authorities) are supporting projects on fighting discrimination against women with HIV-AIDS, on women in sexual and reproductive health, and on support to young and teenage mothers, including victims of sexual and gender-based violence.

The EIDHR features prominently among the thematic programmes supporting gender-related projects, while the NSA-LA and Investing in People are less used.

***Indicators 9.1 By 2013 at least 60% of EU Delegations in fragile, conflict or post-conflict countries develop a strategy to implement the EU Comprehensive approach from the perspective of the sectors they are involved in and development co-operation.***

Although it is too early to refer to full-fledged strategies on the EU Comprehensive approach on UNSCR 1325 and 1820 (the indicator is for 2013), 9 Delegations in fragile, conflict or post-conflict countries reported a number of concrete initiatives to contribute to the implementation of the Comprehensive approach at local level. The following table summarizes actions taken.

<b>Country</b>	<b>Action taken by EU Delegations</b>
<b>Burundi</b>	Dialogue with government aimed at the preparation of the National Action Plan on UNSCR 1325
<b>Colombia</b>	Supports to capacity building on UNSCR 1325 in the framework of the Gender Coordinating Group.
<b>Fiji</b>	Funding (through 2010 EIDHR local call) of 3 projects on women peace and security
<b>Gambia</b>	Funding to WANEP (West Africa Network for peace-building) under the NSA Programme. WANEP's projects aim to enhance women's participation and involvement in democratic governance and decision-making processes in line with UNSCR 1325.
<b>Guinea Bissau</b>	Participating in capacity-building activities on UNSCR 1325 and supporting the implementation of the UNSCR 1325 National Action Plan adopted in June 2010.
<b>Malawi</b>	The EU Delegation and UK DFID have included victim friendly approaches to restorative justice in their justice/governance programmes, targeting women in particular. A new EU/UNFPA gender programme will also target gender discrimination issues.
<b>Nepal</b>	Participation in the multi-donor group on the implementation of UNSCR 1325 and 1820, co-chaired by Norway and UNFPA, and with the inclusion of all EU Member States.
<b>Philippines</b>	Participation in the International Monitoring reporting on the situation of women and children affected by armed conflict in the Mindanao region.
<b>Senegal</b>	Establishment of a UNSCR 1325 platform on the situation of women in the Casamance area
<b>Tajikistan</b>	Involvement in the 2010 EU-funded project "Women Connect Across Conflicts: Building Accountability for Implementation of UNSCR 1325, 1820, 1888, 1889", implemented by UN-Women

Some Delegations express the need for additional guidance from Headquarters to clarify the expected content and objectives of such strategy.

***Indicator 9.2 Continuous EU support for capacity building on SCR 1325 and 1820 in fragile states increases annually. This level of support will be annually monitored and reported on.***

The Delegations to **Colombia** and **Guinea Bissau** have carried out specific capacity building actions, see Indicator 9.1

## **2.2 Commission**

A number of GAP indicators fall under the partial or full responsibility of the Commission. The following summarizes the Commission's activities and achievements in this respect in the period 2010-2011.

***Indicator 1.1.1 An update on the progress of the Action Plan will be provided at least once a year***

The present report represents a baseline for checking the implementation progress of the GAP, and focuses on indicators for year 1 (July 2010- June 2011).

***Indicator 1.2.2 The Annual Report on the EU's Development and External Assistance informs on gender equality in development and its data are disaggregated by sex where possible and relevant.***

EU Delegations were formally instructed by the Commission, in February 2011, to include their report on the implementation of the Gender Action Plan as an annex to the compulsory mid-year Annual Report on the EU Development and External Assistance (EAMR).

***Indicator 1.4.1 In 2011, a medium term strategy of cooperation with the African Union on gender equality and women's empowerment is established.***

The Joint Africa-EU Strategy Action Plan 2011-2013 established a number of EU-AU thematic partnerships, including the MDG Partnership which gives priority to achieving the MDGs in promoting gender equality, health, and food security. The priority on gender was confirmed by the joint declaration of the European Commission and African Union Commission following the 5<sup>th</sup> College-to-College meeting of 1<sup>st</sup> June 2011, which mentions the firm commitment to strengthen cooperation in the fields of gender equality and women empowerment, with reference to the African Women's Decade as the continental framework.

A joint EU-AU task force met in April 2011 and identified a number of potential areas for a Medium-Term Strategy of Cooperation between the AU and EU on Gender. These included capacity building on gender equality, statistical collection on gender equality, and the development of tools and instruments for gender mainstreaming. The taskforce proposed women's economic, social and political empowerment as a sectoral focus for the Strategy.

The next step will be sharing potential priorities with gender focal points in the Commission and the EEAS and with those EU Member States that have shown interest in being part of the

partnership. On the AU side, member states should also be consulted. Finally, each objective identified under the Partnership should be implemented.

***Indicator 1.4.2 During 2011 and 2012, cooperation is strengthened and concrete synergies are made with policies and programmes of organisations in other regions in Latin America, Africa and Asia***

In 2011, the establishment of DEVCO and the redistribution of functions/mandates between the former DG DEV and AIDCO prevented substantial progress on this indicator. A renewed effort in this area will be deployed in 2012.

***Indicator 1.5.1 During 2010 and 2011, the EU will support the establishment of the UN Gender Entity***

Since 2005, the Commission has been supporting UNIFEM (now UN Women) initiatives to promote gender equality in development. It has funded a number of programmes specifically related to gender equality in aid effectiveness, financing for gender equality, gender responsive budgeting, gender equality in the context of HIV/AIDS, women, peace and security and support to the implementation of UNSCR 1325, 1820, 1888, 1889. On 24 March 2011 the European Commissioner for Development met the Executive Director of UN Women to reiterate the EU's support to the new entity and to discuss modalities of a strengthened partnership in the areas of gender and aid effectiveness, women peace and security, violence against women, and women's economic empowerment.

***Indicator 1.5.2 By 2012, a medium-term joint EU strategy of cooperation with new UN Gender Entity/UNIFEM on GEWE is established, including through adequate funding to the Fund for Gender Equality as a tool to accelerate the achievement of the MDGs.***

A Memorandum of Understanding between the European Commission and UN WOMEN is currently being prepared in cooperation with the EEAS, and in consultation with relevant services<sup>4</sup>. A Strategic Partnership is expected to be in place by the first trimester of 2012. Also, the draft policy document *European Union medium-term priorities at the UN*<sup>5</sup> calls for strong cooperation with the UN in the promotion of gender equality and women's empowerment worldwide.

***Indicator 2a.1.1 Under the Thematic Programme Investing in People, budget allocations for gender are increased by at least EUR 10 million for 2011-2013 (to be confirmed as part of the Investing in People MTR).***

The Investing in People Mid-Term Review (MTR) resulted in an increase of the available budget for gender equality and women's empowerment activities by EUR 10 million for the period 2011-2013. The new total allocation – EUR 37 million - is being used to 1) support initiatives focused on protection and promotion of women's rights and strengthening economic and social empowerment of women at national and local levels 2) develop and test innovative approaches to mainstreaming gender equality and women's empowerment in policy development, planning and budgeting.

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<sup>4</sup> An initial draft, approved by DEVCO R3 (Legal Affairs) has been submitted to SJ SEC GEN and DG BUDG on 11 October 2011.

<sup>5</sup> DRAFT COREU 30/11/2011 *The European Union medium term priorities at the UN: 3<sup>rd</sup> draft*

***Indicator 2a.1.2 By 2011, the efficiency of the current EC funding Instruments in addressing GEWE is assessed in time for considering how to include GEWE priorities in external instruments in the new FFPP (Financial Perspectives)***

An impact assessment of the proposed revised financial instruments for EU external actions has been prepared in the context of the ongoing preparation of the Multiannual Financial Framework.

While an analysis of the efficiency of such instruments in addressing gender equality and women's empowerment is not one of the criteria, in some of those assessments gender equality issues have nonetheless been specifically covered.

In the assessment of the Development Cooperation Instrument, for instance, it is recognised that respect for democracy and human rights (including women's rights) remains a source of concern and that achievement of MDGs - especially MDG 3 on gender equality – remains a challenge. The recommendations for the next programming period include the need to better project EU core values (like gender, social inclusion, etc.) in EU development policy.

While the EIDHR programme does not focus on gender equality as such, it includes it in its core principles and as a cross-cutting issue in all funded activities. Consequently, the assessment does not single out the impact on gender equality and women's empowerment but rather looks at the overall impact on human rights (including women's rights). The general evaluation is quite positive in this respect: approximately EUR 157 million has been allocated every year to the programme, which is currently funding more than 1 200 projects in over 100 countries. Despite difficult operational contexts and constraints linked to the nature of the instrument and the often complex environments in which it operates, concrete results and success stories exist in numbers, supported by a large number of evaluations and reviews.

Finally, the EU Communication "Increasing the impact of EU Development Policy: an Agenda for Change"<sup>6</sup> attributes a central role to human rights, democracy and other key elements of good governance in our future development cooperation and states that gender equality and the empowerment of women will be mainstreamed in all EU development policies and programmes. This newly adopted policy framework is therefore conducive to the further inclusion of gender priorities in our external instruments.

***Indicator 2b.7.1 By 2011 GFP receive gender training. Exchange of information amongst them is ensured through the GFP Network.***

During 2010 and 2011 3 training courses were delivered, targeted to gender focal persons (GFP) in the Delegations and other headquarters staff. The training focused on gender mainstreaming in development cooperation, gender equality in policy and political dialogue, and on how gender focal persons can contribute to the implementation of the Gender Action Plan.

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<sup>6</sup> Brussels, 13.10.2011 COM(2011) 637 final

Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions "Increasing the impact of EU Development Policy: an Agenda for Change" {SEC(2011) 1172 final} {SEC(2011) 1173 final}

In addition, gender trainings were provided to EU Delegations in Tanzania, Liberia, and Ivory Coast, involving Delegation staff as well as EU Member States, donors, UN agencies, and civil society.

In 2011 a GFP virtual network has been created on the Commission's knowledge-sharing platform Capacity4Development<sup>7</sup> aimed at exchanging information on good practices in mainstreaming gender and in the implementation of the Gender Action Plan.

The impact assessment of DEVCO gender training activities carried out in 2011 shows that participants are applying what they learned in their daily work. However, systems should be put in place to ensure the consolidation of an institutional memory on gender issues, in spite of staff turn-over.

***Indicator 3.1.1 By 2011 guidance notes are sent regularly to EU HoMs that informs on all relevant gender equality issues and challenges.***

No guidance notes were issued during this reporting period. The resources available to the Commission's Gender Advisory Services were in fact mainly dedicated to deliver gender training in Brussels and online. In 2012, the Gender Advisory Services will dedicate adequate time to provide guidance notes to EU Delegations.

***Indicator 4.1.1 In 2010 there is an overview of gender responsive indicators used by EU donors in general budget support programmes, which are monitored regularly***

In 2009 the Commission conducted a review of the indicators used in EU general budget support programmes. The review showed that out of 309 indicators used, only 15 were related to gender. This highlighted the need to strengthen the integration of gender equality aspects in this aid modality.

***Indicator 4.1.2 By 2012 EU guidelines on gender-equality indicators and sex-disaggregated indicators are provided to all Delegations and Embassies and monitored regularly.***

The gender training regularly delivered by the Commission to staff in Delegations and at Headquarters deals extensively with the topic of gender-equality indicators and sex-disaggregated indicators. The Toolkit on mainstreaming Gender Equality in EU development cooperation<sup>8</sup> provides guidance on gender analysis and the use of indicators, and it is systematically used by the Commission to provide assistance to Delegations. In 2012, the Commission's Gender Advisory Services will continue to deliver guidance in this area.

***Indicator 5.2.1 By 2011 the templates for the Calls for Proposals of all thematic programmes are reviewed with a view to making them more gender-sensitive.***

The Commission's Gender Advisory Services have drafted a gender-sensitive version of the standard EU call for proposal guidelines. This is still under discussion, and will be modified/adopted once the features of EU thematic programmes under the Multiannual Financial Framework will be confirmed.

***Indicator 6.1.1 By 2010 the EU and MS have identified baselines for all indicators (where relevant)***

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<sup>7</sup> <http://capacity4dev.ec.europa.eu/>

<sup>8</sup> <http://ec.europa.eu/europeaid/sp/gender-toolkit/index.htm>

The present 2011 report on the progress in implementing the EU Gender Action Plan in 2011 may be considered as a baseline. However the issue requires further discussion with Member States.

***Indicator 7.1.1 The EU positions on MDGs and Aid Effectiveness have a strong focus on GEWE.***

The Commission's Communication "Proposal for the EU Common Position for the 4th High Level Forum (HLF) on Aid Effectiveness, Busan"<sup>9</sup> includes a limited reference to gender equality. However, the OECD-DAC Outcome Document for this HLF, to which the Commission also contributed, includes a section on gender equality which underlines the need to 1) collect, disseminate and make full use of data disaggregated by sex to inform policy decisions and guide investments 2) address gender equality systematically as part of mutual reviews of performance, grounded in international and regional commitments c) systematically address gender equality and women's empowerment in all aspects of EU efforts to support peace-building and state-building.

***Indicator 7.1.2 Continue partnering with the UN and the OECD/DAC on advancing gender equality and women's empowerment in the MDGs and aid effectiveness agenda***

A Memorandum of Understanding between the European Commission and UN WOMEN is currently being prepared in cooperation with the EEAS, and in consultation with relevant services. A Strategic Partnership is expected to be in place by first trimester of 2012. (see Indicator 1.5. 2).

The Commission is a member of the OECD-DAC Gendernet which is an important forum for strengthening the gender dimension in aid effectiveness.

***Indicator 7.3.1 In 2011 a call for proposals focusing on supporting women's economic and political empowerment activities is launched under the Thematic Programme Investing in People (to be confirmed as part of the Investing in People MTR).***

A call for proposals focusing on women's economic and social empowerment for a total amount of EUR 30 million was published<sup>10</sup> on 1 November 2011. This indicator has thus been fully implemented.

***Indicator 9.2 Continuous EU support for capacity building on SCR 1325 and 1820 in fragile states increases annually. This level of support will be annually monitored and reported on.***

The Commission is currently providing EU support for two programmes<sup>11</sup> aimed at strengthening the capacity of civil society organizations and gender advocates to advocate for the implementation of UNSCR 1325 and 1820.

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<sup>9</sup> Brussels, 7.9.2011 COM(2011) 541 final

Communication from the Commission to the European Parliament, the Council, the Economic and Social Committee and the Committee of the regions – Proposal for the EU common position for the 4<sup>th</sup> High Level Forum on Aid Effectiveness, Busan

<sup>10</sup> [https://webgate.ec.europa.eu/europeaid/online-services/index.cfm?ADSSChck=1321609451823&do=publi\\_detPUB&searchtype=AS&Pgm=7573845&zgeo=38220&aoet=36538&ccnt=7573876&debpub=&orderby=upd&orderbyad=Desc&nbPubliList=15&page=1&aoref=131087](https://webgate.ec.europa.eu/europeaid/online-services/index.cfm?ADSSChck=1321609451823&do=publi_detPUB&searchtype=AS&Pgm=7573845&zgeo=38220&aoet=36538&ccnt=7573876&debpub=&orderby=upd&orderbyad=Desc&nbPubliList=15&page=1&aoref=131087)

<sup>11</sup> Women Connect Across Conflicts: Building Accountability for Implementation of UNSCR 1325, 1820, 1888, 1889 and UN Women/UNDP programme on women, peace and security

Specific attention was paid to women, peace and security in EU political and human rights dialogues and consultations with countries such as Ethiopia, Nepal, Pakistan, Papua New Guinea, South Africa, Somalia, Sudan and Uganda.

In October 2010 women, peace and security was also discussed at the EU-AU Civil Society seminar, held in Addis Ababa before the human rights dialogue.

In 2010 the EU continued to deploy specific gender advisors and focal points in the Common Security and Defence Policy (CSDP) civilian missions and military operations, putting in practice its commitments. In order to mark the 10th anniversary of UNSCR 1325, CSDP operations and missions and EU Delegations organised 'Open Days' to interact with women's organisations and civil society organisations working on gender issues in their respective countries. CSDP missions organised meetings in Bosnia and Herzegovina, Georgia, Iraq and Kosovo<sup>12</sup>.

## **2.3 Member States**

While the content of the indicators were the result of a common endeavour of the Commission and the Member States, there have been different interpretations of the indicators, leading to differences in the nature and quality of the replies received. In some instances Member States have chosen to provide information on the objectives and actions rather than on the indicator concerned. In other cases, Member States have responded to indicators for which others (the Commission or EU Delegations) were responsible. When relevant for other indicators, such additional information has been included.

### ***Indicator 1.1.1 An update on the progress of the Action Plan will be provided at least once a year***

This indicator was meant to be the responsibility of the Commission and to deal with updating of GAP. Many Member States have, however, reported generally about their activities related to gender in development cooperation.

**Germany** reported that its national action plan on gender in development 2009-2012 focuses on economic empowerment, women in armed conflict, gender-specific challenges and responses to climate change. **Malta** pointed to its political commitment to GEWE through support to gender sensitive projects in its development activities. **Spain** contributes to the GAP through the Ministry of Foreign Affairs development policy body and its implementation agency AECID. GEWE is a thematic or sector priority in almost all of **Sweden's** main programme countries (27 out of 33) and is generally promoted in all development activities. It adopted a new GEWE policy in development in 2010. Girls and women are one of **DFID's** 6 priorities and at the heart of the UK's fight against poverty. **The Czech Republic** has made gender equality a cross-cutting principle in their development cooperation strategy for 2010-2017 and gender equality is an area of focus of **Poland's** ODA.

A few Member States made explicit reference to the GAP reporting exercise. In particular, **Finland** indicated that the participative process put in place for the GAP reporting yielded a higher reply rate than expected and contributed to enhance commitment for the Plan's implementation and to further develop tools for the promotion of gender equality. **Belgium**

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<sup>12</sup> Under UNSCR 1244/99

reported that it is considering adapting its internal reporting procedures to facilitate annual reporting on the GAP. **Austria** has started to report on the implementation of the GAP and reported that is in the process of updating its 2007 national action plan.

It appears thus that in a limited number of cases the reporting exercise has contributed to increasing the general level of awareness and commitment to GAP implementation, and has provided some valuable input to the way national reporting on gender is conducted.

***Indicator 1.2.1 From 2011 at least 80% of the commitments on GEWE in development of Member States and the Commission are available at: [www.wikigender.org](http://www.wikigender.org)***

The UK has implemented this action and Austria and Ireland are planning to do so. Replies from other Member States indicated some uncertainty about this indicator and its added value, compared to existing reporting requirements to the OECD.

More generalised implementation of this indicator seems to require clarification about the specificity of Wikigender as opposed to other reporting mechanisms. Wikigender's utility as a tool for enhanced communication and visibility about the EU commitments on gender equality and women's empowerment would seem to require changes in its modus operandi, a responsibility which should be shared by the Commission and Member States.

***Indicator 1.3.1 An EU donor is appointed as gender lead donor in each partner country for the period 2010-2015 and 3 Member States are associated to joint work on gender***

**Austria, Belgium, Finland, France, Italy, and Sweden** report that they take part in various institutional settings – EU only or with broader donor and partner representation – as lead or participant in a number of partner countries to promote the objectives of the GAP. These are mainly gender specific groups but some deal with mainstreaming of gender in other thematic groups such as HIV/AIDS, human rights, and sexual and reproductive health rights etc. (the Democratic Republic of Congo, Ethiopia, Georgia, Kenya, Lebanon, Mali, Moldova, Mozambique, Nicaragua, Peru, Rwanda, Senegal, Serbia, Tanzania, Uganda, Zambia).

In general, many Member States (also reflected in EU Delegations' comments on this indicator) expressed concern about the risk of duplicating existing mechanisms, without adding value.

Belgium proposed to have a systematic discussion at EU level in partner countries to decide on the best choice for EU coordination, taking into account local specificities.

***Indicator 1.4.1 In 2011, a medium-term strategy of cooperation with the African Union (AU) on gender equality and women's empowerment is established.***

**Denmark** reported that it has been particularly active in supporting gender mainstreaming in the AU, with an emphasis on gender issues in relation to peace and security. **Italy** has worked to strengthen the Gender Unit in the Economic Community of West African States (ECOWAS) and supported regional cooperation on gender equality and women's empowerment through a meeting of representatives of African institutions and women's NGOs in Dakar in 2011. **Spain** intends to develop a strategic alliance with the AU Commission (AUC) to support the African Women's Decade. **Sweden** is engaged in this process and generally raises gender equality and

women's empowerment in dialogue with the AUC. **France** expressed reservations about this activity due to lack of resources.

A strategy with the AU would require greater buy in from Member States, based on further discussions about the feasibility of such a strategy.

***Indicator 1.4.2 During 2011 and 2012, cooperation is strengthened and concrete synergies are made with policies and programmes of organisations in other regions in Latin America, Africa and Asia***

**Spain** reported about extensive support to regional or sub-regional bodies in Latin America, Western and Southern Africa (COMMCA - Council of Ministers for Women in Central America and the Dominican Republic, ECOWAS and NEPAD - New Partnership for Africa's Development), including to feminist civil societies organisations to disseminate the ideas of gender in aid effectiveness and to create space for policy dialogue. A Memorandum of Understanding has been concluded between ECOWAS and AECID (the Spanish Agency for International Development Cooperation) to support gender equality and women's empowerment and dialogue on gender with other African institutions, Member States and civil society.

**Portugal** has partnered with Ministries responsible for Gender Equality from the Community of Portuguese Speaking Countries (CPLP) to mainstream gender systematically in planning, budgeting, drafting, implementation follow up and evaluation of all legislation and the national policies of their Member States, and in all policies, strategies, projects and programmes of bilateral and multilateral cooperation developed in the frame of the Community of Portuguese Speaking Countries. Gender focal points will be established. A strategic plan for gender equality and women's empowerment until 2014 has been followed up by an action plan.

**Denmark** cooperates closely on gender with regional organisations when relevant. Gender equality and women's empowerment is a priority in **Sweden's** strategies for regional development banks and it also supports the African FEMNET.

Portugal and Spain's cross-regional partnerships (with "their" linguistic communities) are good examples of using comparative advantages to advance gender equality.

***Indicator 1.5.1 During 2010 and 2011, the EU will support the establishment of the UN Gender Entity***

Member States have provided strong support to UN Women both politically and financially, including by advocating successfully for a strong mandate for this new entity. As members of UN Women's Board in 2011, **Denmark, France, Hungary, Italy, Luxembourg and Sweden** have contributed to the strategy and policy development of the agency. Furthermore, according to UN Women's financial report, Member States provided approximately 70% of UN Women's resources in 2010 with Spain the top donor, followed by UK, Sweden, Denmark, Netherlands, Italy, Germany, Belgium Finland, Commission, Luxembourg, Ireland and Austria. Member States also work with UN Women at country level.

**Austria, Belgium, France, Germany, Ireland, Italy and Sweden** have funded projects and programmes and/or provided experts for working at headquarters level as well as in countries

(Afghanistan, Bangladesh, Burundi, China, Colombia, Jordan, Kenya, Moldova, Pakistan, Nepal, Sudan and South Eastern Europe.)

Member States can therefore be considered to have fulfilled the commitment in the GAP to support the new UN gender entity.

***Indicator 1.5.2 By 2012, a medium-term joint EU strategy of cooperation with new UN Gender Entity/UNIFEM on GEWE is established, including through adequate funding to the Fund for Gender Equality as a tool to accelerate the achievement of the MDGs.***

**Spain** has signed a cooperation agreement for 2010-2012 and **France** will enter into a bilateral partnership agreement with UN Women.

***Indicator 2a.1.3 By 2010, MS identify and exchange information on financial resources for GEWE and GAP, both for bilateral and multilateral instruments***

Member States have interpreted this indicator in different ways, which makes it difficult to compare the replies received.

In 2010 **Denmark** allocated approximately 2.7 billion DKK (EUR 36 million) for gender equality activities including special interventions, mainstreamed interventions and support to international organisations and **Ireland** allocated EUR 5.1 million for gender specific interventions. **France** refers to its share of the EU Development Cooperation Instrument and to its commitment to contribute EUR 500 million for maternal health in 2011-2016. **Finland** has allocated funds to GEWE purposes but cannot say how much because data is scattered. **Austria** and **Germany** refer to available DAC-statistics on bilateral aid for GEWE. **Belgium** contributes to GAP objectives through mainstreaming of gender in the different channels for ODA. **Italy** contributes to GAP in Lebanon and Senegal. **Malta** has supported gender-related projects in 2010 and 2011. **Sweden's** gender share of their ODA has gone up from 7% in 2008 to 11% in 2010. **Spain** implements the GAP by funding its own gender strategy and informs other Member States through established channels for coordination in the EU, UN and OECD. **Slovenia** contributes to GAP through support to relevant multilateral organisations and through bilateral initiatives in Western Balkans, Moldova and Cape Verde. **The UK** mainstreams gender in all sectors of development cooperation which makes it difficult to provide precise figures. It also encourages multilateral donors to spend more resources on gender.

The content of the indicator should be discussed in the next EU Gender Expert Meeting with a view to reach a common understanding. A proposal from Finland to create a common template might be worth considering for the next reporting exercise.

***Indicator 3.1.1 By 2011 guidance notes are sent regularly to EU HoMs that informs on all relevant gender equality issues and challenges.***

**UK** staff in their Embassies have a general responsibility to raise human rights issues, including gender equality and this is done on ad hoc basis. The UK has also circulated material to missions for supporting implementation programmes around prevention of violence against women. It considers, as do **Lithuania** and **Malta**, that an EU guidance note would be useful. **Ireland** has a cross-organisational gender network which shares relevant information to strengthen gender equality and women's empowerment, including through

guidance notes. **France** has elaborated a number of guidance notes on gender issues which it is ready to share with other Member States. **Malta** intends to send such notes, and so does **Finland** when its new development guidelines are ready. **Spain and Sweden** reports about extensive gender training to their staff. **Austria** sends instructions to missions on a case by case basis. **Belgium** includes gender (issues and reporting format) in standard briefings for new EU Heads of Mission

There seems to be interest in having common guidance notes for EU Heads of Mission, on which the Commission could take the lead, building on the guidance notes which some Member States have already elaborated.

***Indicator 3.2.1 By 2013, 50% of agendas for local political dialogue with partner countries shall include gender equality as a topic***

Despite being an indicator to be reported by 2013, some countries have provided information about progress: **Austria** has introduced regular reporting from their missions about gender in the policy dialogue and is especially active in Albania. **Denmark** includes gender issues in political dialogue when relevant. **Finland** systematically brings up gender in the bilateral dialogue with partner countries. **Germany** has mainstreamed gender in bilateral policy dialogues as part of management procedures. **Spain** uses its Country Partnership Framework agreements as a vehicle for systematic policy dialogue on gender. **Sweden** has already met the 50% target. Sweden also has specific dialogues on GEWE with a number of partner countries such as Bangladesh, Kenya and Chile. Though unsystematic in Uganda, dialogue is considered to have contributed to policy change through legislation in the areas of domestic violence, female genital mutilation and trafficking. GEWE is also raised regularly at political and other levels in Saudi Arabia and in Turkey. **UK** finds this target extremely ambitious. **Slovenia**, which has limited representation in developing countries, raises gender in bilateral and multilateral meetings with them at high political level.

It is encouraging that some Member States already have or are in the process of fulfilling this objective, two years before the deadline and that in one case (Sweden) political dialogue has contributed to improve women's rights legislation. These experiences could be interesting for other Member States.

***Indicator 3.2.2 Starting 2011, EU HoMs shall prepare an annual report on development of political dialogue with corresponding partner country authorities in gender issues.***

Women's rights are systematically addressed in the human rights reports that the Belgian Embassies in 18 partner countries annually prepare. The report is used for the political dialogue. Gender issues are also systematically raised in programming documents and discussions with partner countries about these. **Austria** has a similar mechanism based on quarterly reports from their missions, which can easily be consolidated into an annual report. The **UK** reports that their Embassies have a responsibility to monitor and raise, on an ad hoc basis, gender equality and women's empowerment issues wherever and whenever they occur but that there is no specific mechanism in place for this purpose.

Taking this action forward will probably require that either the EU Delegations or the lead Member State on gender in partner countries would take the initiative to elaborate such a collective report. Alternatively, and as suggested by a number of EU Delegations, political dialogue on gender could be more extensively and consistently covered in the EU Heads of

Missions' Human Rights Country Strategies and other regular human right reports delivered by Head of Mission.

***Indicator 3.3.1 By 2011 EU encourages the creation of Gender Coordination Mechanisms where they do not already exist***

**Austria, Belgium, Ireland and Sweden** report about participation in gender coordinating mechanisms in Benin, Bolivia, Burundi, DRC, Ecuador, Ethiopia, Serbia, Mali, Nicaragua, Moldova, Mozambique, Peru, Senegal, Tanzania and Vietnam. In Ethiopia, the EU Delegations leads a task force consisting of Austria, Ireland, the Netherlands, Spain and Sweden to strengthen EU impact and coordinate EU activities. In Mozambique gender, as a cross-cutting issue, is included under 'governance' in the donor group on budget support. **Ireland** (together with the **UK**) has been instrumental in launching a process to improve coordination for an improved response to gender equality and women's empowerment in Zambia and **Spain** cooperates with UN Women to raise awareness about gender and aid effectiveness among social organisations in Latin-America and Africa.

Belgium has proposed to map what gender coordinating mechanisms already exist at country level and to encourage EU missions to agree on a strategy to promote the creation of such mechanisms where not in place. In addition, Finland would like to see web-based info on the existing mechanisms.

***Indicator 4.2.2 By 2011 gender equality issues feature on the agenda of sector/macro policy dialogue where relevant; elsewhere, they are discussed at regular EU meetings.***

**Belgium** has taken an active role in policy dialogue in sectors where it has a lead or a comparative advantage: for instance in donor coordination in Peru in 2010 (environment, health) and in DRC (agriculture/rural development). In Benin, it has put in place a gender network including all Belgian development cooperation agencies, to ensure that gender is integrated in all sectors of their development cooperation with a particular focus on food security. A similar approach is being followed in Senegal (water and health sectors). Belgium is ready to share its experiences with the EU group.

**Denmark** includes GEWE on the agenda for sector/macro dialogue where relevant, so does **Finland**, though not systematically; it notes that gender equality is generally present in the health and education sectors discussions. **France** reports that initiatives regarding gender and macroeconomics are emerging in the francophone network (it supports research and capacity building in the area of feminist macroeconomic analysis). **Ireland** mainstreams GEWE in sector and micro policy dialogue with ministries of health, education, finance and agriculture. **Poland** reports that gender is on the agenda for dialogue where relevant. **Sweden** raises the issue of women's economic empowerment in dialogues with post-conflict countries (DRC, Liberia.)

## AUSTRIA ADVOCATES FOR GENDER IN BUDGET SUPPORT

Austria, albeit a small actor in relation to budget support, is interested in strengthening the gender dimension in sector programs and macroeconomic dialogue.

For instance in Uganda the gender donor group (in which Austria takes part) is addressing gender gaps in their joint budget support programme with the aim of integrating gender responsive budgeting.

In Ethiopia the Austrian-funded sector programs for basic services and democratic institutions will be analysed from a gender perspective, including the amount of resources allocated to gender equality actions and the existence of gender indicators and targets in their monitoring system.

In spite of these positive examples, Austria considers that much still needs to be done to introduce a gender perspective in macro policy dialogue, including discussions around the budget, also due to resistance on the part of macro-economists in some partner countries.

Replies show that some Member States take a particular interest in integrating gender in their sector/macro policy dialogue. It would be useful to share the experiences gained by Member States who are pushing this agenda with others for example in the framework of the Gender Expert Group.

***Indicator 5.2.1 By 2011 the templates for the Calls for Proposals of all thematic programmes are reviewed with a view to making them more gender-sensitive.***

**Austria, Belgium, Finland, Ireland, Lithuania, Malta, Portugal, Spain, Slovenia and UK** report that their project documents dealing with support to Non State Actors are gender-sensitive.

The terminology might have confused some Member States as not all Member States use calls for proposal when providing support to non-state actors.

***Indicator 6.1.1 By 2010 the EU and MS have identified baselines for all indicators (where relevant)***

**Denmark and Ireland** have already identified baselines for GEWE, **Finland and France** are working on it, **Belgium** might introduce baselines in 2011/2012 when it plans to adopt the format of the GAP for its gender policy. **Spain** expects baselines to be worked out in the framework of the EU gender experts group. **UK** reports that baselines for GEWE will come as a result of processes related to their Strategic Vision. **Germany** has baselines for bilateral projects and programmes and joint programmes/SWAPs. **Italy** considers it difficult to establish common indicators.

Progress achieved by the 9 Member States who have reported on this indicator is positive. Discussion should take place on using this GAP report as a baseline.

***Indicator 7.1.1 The EU positions on MDGs and Aid Effectiveness have a strong focus on GEWE.***

As mentioned in section 2.2, an EU position is being prepared for the High Level Forum in Busan, for the purpose of which the Commission presented a Communication to the Council. Member States also report on their bilateral efforts to enhance the gender focus of the HLF and other global events concerning aid effectiveness and the MDG.

**Austria** will advocate gender budgeting as an important tool for aid effectiveness in the Fourth High Level Forum on Aid Effectiveness in Busan. **Belgium** has integrated gender in its contribution to the EU position for Busan, **Denmark** and **Spain** are working actively to influence gender in EU positions on MDGs and aid effectiveness, **Finland** consistently works in international negotiations on the MDGs and aid effectiveness to achieve recognition of the importance of gender to attain all the MDGs, **France** advocates GEWE as a condition for effective development programmes, **Germany** refers to the positive results from MDG High Level Plenary Meeting (HLPM) in 2010 concerning gender, **Ireland** has promoted MDG5 in CEDAW and MDG HLPM and is, like **Spain**, working to promote GEWE in the Fourth High Level Forum. **Spain** has created a specific network on GEWE and aid effectiveness to promote implementation at headquarters' and partner country level.

**UK gender agenda at the High Level Forum (HLF-4) on Aid Effectiveness in Busan**

At the HLF-4 in Busan, the UK will advocate for a greater focus on gender-disaggregated development results. This includes (i) making use of existing data disaggregated by sex and (ii) support for building capacity to collect such data. UK will also look for opportunities to promote the inclusion of gender equality and women's empowerment in national development strategies (ownership) and in mutual accountability reviews at the country level (accountability).

Belgium proposed that the Commission and EEAS take stock of EU inclusion of gender equality in its contributions to EU positions for development negotiations like MDG High Level Plenary Meeting (HLPM) and the HLF-4 in Busan in order to strengthen its common position in future negotiations.

***Indicator 7.1.2 Continue partnering with the UN and the OECD/DAC on advancing gender equality and women's empowerment in the MDGs and aid effectiveness agenda.***

**Austria** provided financial support to the UN work on MDG3 and MDG5 in 2010; **Belgium** works through the OECD-DAC Gendernet to strengthen the gender dimension in relevant high level meetings; **Denmark** actively supports a strong partnership with UN and OECD, **France, Germany, Ireland, Spain and Sweden** refer to their participation in Gendernet to promote GEWE in Busan; **UK** pursues gender equality proactively in international forums as foreign policy priority with a particular emphasis on key UN agreements and venues (like the Committee on the Elimination of Discrimination against Women (CEDAW), International

Conference on Population and Development, 4<sup>th</sup> World Conference on Women, Commission on the Status of Women (CSW).

***Indicator 7.2.1 The EU- supported interventions in all thematic programmes on Food Security, Education, Health and Climate Change include gender - sensitive indicators.***

**Belgium** takes gender systematically into account in education, health and food security sector programs and has started implementing gender equality and women empowerment as a key dimension in programs in these sectors (in DRC, Senegal, Vietnam) as well as in its scholarship programmes (where 50% of beneficiaries are women).

**Denmark, Ireland and Spain** apply gender sensitive indicators in sector programmes/strategies/action plans, **Finland** has a special programme and fund on gender and climate change, its food security policy has a strong emphasis on gender and education and health sector initiatives include gender sensitive indicators, **France** includes gender indicators in education and health activities and is in the process of addressing this issue in relation to food security and climate change, it furthermore works with UN Women to integrate gender in programs, notably violence against women and early marriages and pays particularly attention to girls' education in its support to education. It participates in the EU high level group on gender mainstreaming.

Gender equality is central in **Germany's** new education strategy. Climate change and gender is another thematic priority where Germany has successfully promoted the inclusion of gender in the Pilot Programmes on Climate Resilience. Sexual and Reproductive Health and Rights are also a priority. **Italy** has started research on mainstreaming in agriculture and rural programs and will organise an international conference to discuss its findings in 2012.

**Sweden** supports gender equality and women's empowerment actions in the context of food security, agriculture and Sexual and Reproductive Health in Zambia and has included gender sensitive indicators in support to Guatemala in these areas to the extent possible, **UK** applies gender sensitive indicators in health and education programmes and in relation to economic empowerment and violence against women and girls. It is working on mainstreaming gender in climate change and agriculture as well.

Member States' reports show a good progress in integrating gender equality and women's empowerment in projects and sector programmes in a number of key thematic areas.

***Indicator 8.2-8.3.1 The thematic programmes and instruments (European Instrument for Democracy and Human Rights, Investing in People etc) will support NSAs to implement the EU Guidelines on Violence against Women and Girls and Combating All Forms of Discrimination against them.***

**Austria** supports/participates in the basket fund for NSAs in Nicaragua and funds two regional networks to support women's rights, **Finland** supports NSAs working to reduce violence against women and girls, **Ireland** supports NSAs in this area in Uganda, South Africa, Sierra Leone, Zambia, Ethiopia, East Timor, Tanzania and Uganda, including through engaging men and building police capacity in dealing with Sexual and Gender-Based Violence and support to sexual assault referral centres.

Some Member States appear to have been confused by the terminology used in the indicator, believing that it only concerned Commission-managed EU programmes and instruments. Clarification is needed to ensure that more Member States report, next year, on the use of their bilateral thematic/sector programmes to support implementation of the EU Guidelines.

***Indicator 9.2 Continuous EU support for capacity building on SCR 1325 and 1820 in fragile states increases annually. This level of support will be annually monitored and reported on.***

**Austria** reported that it supports numerous projects in this area, including through cooperation with Austrian and local civil society. It has deployed a gender advisor to EULEX (Kosovo) and is considering cooperation with **Denmark** to support the African Union's implementation of UNSCR 1325 and is exploring ways to support a National Action Plan in Mozambique as well as cooperation with **Spain** to support implementation of the women peace and security agenda in ECOWAS. **Poland** conducted capacity building activities in negotiation skills and human rights mainly in Afghanistan. **Lithuania** considers that it has taken all necessary steps to ensure the implementation of the UNSCR 1325.

**Belgium** reported that it supports various programmes on women peace and security in partner countries notably DRC and Burundi, also through local NGOs. It also supports research capacities in an inter-university network as well as research cooperation with the Bukavu University in DRC in relation to sexual violence in conflict and post-conflict situations. It also supports projects in 14 developing countries focussing on women's participation, protection and rule of law and reported its intention to provide increased funding in 2011 for the fight against impunity for sexual violence.

**Finland** reported that it supports capacity building in Afghanistan, Kenya, Nepal, Kosovo and regional plan in the Great Lakes region. As part of the French National Action Plan in this area, key actors in **France** (defence, foreign affairs, office for protection of refugees and stateless) have committed themselves to include gender in their education and training activities in 2011-2012.

**Germany** reported that it has integrated gender in training modules targeting German personnel and training of trainers and **Italy** has increased its support to basket funds managed by UN Women in Liberia and Sierra Leone and also strengthened its support to global campaigns focusing on sexual and gender-based violence in Palestine and Nigeria and Female Genital Mutilation in West-Africa and Egypt.

**Spain and Netherlands** reported that they have agreed to cooperate in supporting civilian and military gender expertise in international missions. **Sweden** reported that it has developed various policy instruments in relation to UNSCR 1325 which is a cornerstone in its development cooperation with programme countries in conflict and post-conflict situations. It supports capacity building to combat sexual and gender-based violence in Guatemala. The **UK** reported that it plans specific work in 18 of its 27 priority countries to tackle violence against women and girls. Its revised National Action Plan on UNSCR1325 aims to ensure integration of its work on conflict across defence, diplomatic and development activities in actions at the national, bilateral and multinational level. It will review progress every year and report to civil society and Parliament.

Although not all reports include specific information on capacity-building activities, the number and variety of interesting initiatives in support to the women, peace and security agenda shows increasing Member State involvement in this area.

### **3. Lessons learned**

The following summarizes lessons learned emerging from the reports submitted by Member States, Delegations and the Commission.

- There appears to be a need to strengthen the capacity of EU Delegation staff (not only gender focal persons) to integrate gender equality and empowerment of women in the different sectors of EU bilateral cooperation (including budget support programmes). This would lead to a more focused and informed gender policy dialogue with their partners in government and civil society. A need also emerge for ensuring broader impact and the consolidation of institutional memory on gender issues. For this, capacity building on gender should be integrated into core EU trainings (e.g.: Program and Project Cycle Management training, regional seminars on budget support, etc.).
- Communication and coordination should be strengthened, at the level of EU Delegation between activities in the area of political and human right dialogue (including on women's rights) and those in development cooperation. The assessment of the women's rights situation in the country should be reflected in the CSP and NIP priorities, and the existing gender-related development cooperation programmes should be used strategically to strengthen EU leverage in political dialogue on gender equality.
- With regard to thematic local calls for proposals, consideration should be given to using a broader variety of programmes (e.g.: the Non State Actors –Local Authorities programme) to support women's organisations and gender equality projects.
- Additional effort is required, from both EU Delegations and EU Heads of Mission, to integrate women's rights and gender equality issues in a consistent way in the different reports they submit to Brussels (Human Rights Country Strategies, Human Rights reports, etc.).
- An ad hoc approach is needed with regard to gender coordination mechanisms and the appointment of an EU lead donor for gender. In countries where such mechanisms already exist and work effectively, and where the EU Delegations actively participate in them along with other key stakeholders, the creation of specific EU mechanism for GAP implementation should be considered only if it brings a real added value.
- Further efforts are needed to introduce gender in dialogue on macro-economic issues in partner countries.
- While the EU is funding a number of strategic global programmes aimed at integrating gender equality issues in the aid effectiveness agenda at local and global level, efforts to mainstream gender in the EU political position on aid effectiveness need to be improved, including by feeding in valuable good practices, data collection and gender analysis developed in the field thanks to EU-funded programmes.

- Efforts to establish strategic regional partnerships on gender (including the EU-African Union gender strategy) should be resumed.
- Common EU guidance notes should be developed by the Commission for EU Heads of Mission on gender equality issues, taking as a starting point notes which have already been prepared by some Member States.
- The possibility of enhancing Wikigender, in order to make it a more effective tool for communication and visibility on European commitments on gender equality in development, should be raised with the OECD-Development Assistance Committee.

### **Recommendations for future reporting on the EU Gender Action Plan**

Based on lesson learned from the present reporting process, and the suggestions provided by some Member States and Delegations, the following suggestions may be made:

- This first report should be considered as a learning exercise, to be followed by discussions with EU Member States, the EEAS and Delegations in order to reach a common understanding of the indicators, to improve those that are not clear, and to clarify questions about the respective responsibilities for GAP implementation. It would be useful to hold a meeting for this purpose, in 2012, with Member States' Gender Experts.
- An analysis of gender equality, women empowerment and women's rights issues should be consistently addressed in the existing reporting required from EU Delegations, including by adding a section in the EAMR to report on development cooperation activities relevant for gender equality and women's empowerment.
- The Commission should be requested to coordinate reporting at country level, through the EU Delegations.
- Baselines for the GAP indicators should be established. One possibility is that the present report is considered as the baseline, at least for countries where a report has been prepared. The issue needs to be agreed with all actors involved.
- Additional guidance should be provided to Delegations on some of the Plan indicators, particularly on the expected role of the EU lead donor on gender, on how to develop the gender profile to be integrated in next Country Strategy papers, and on the content and objectives of the local strategies to implement the EU comprehensive approach.
- A common template should be developed for exchanges of information about financial resources for gender equality and women empowerment and for GAP implementation.
- In general, much more could be achieved by EU Delegations, the Commission and Member States sharing and learning from each others' best practices in GAP implementation.

**Annex 1: Table of received reports from MEMBER STATES and EU Delegations**

<b>Member States</b>	
Austria	Yes
Belgium	Yes
Bulgaria	
Cyprus	
Czech Republic	Yes
Denmark	Yes
Estonia	
Finland	Yes
France	Yes
Germany	Yes
Greece	
Hungary	Yes
Ireland	Yes
Italy	Yes
Latvia	
Lithuania	Yes
Luxembourg	
Malta	Yes
Netherlands	
Poland	Yes
Portugal	Yes
Romania	
Slovakia	
Slovenia	Yes
Spain	Yes
Sweden	Yes
United Kingdom	Yes

<b>EU Delegations</b>	
Afghanistan	Yes
Algeria	Yes
Angola	
Argentina	
Armenia	
Azerbaijan	Yes
Bangladesh	Yes
Barbados	Yes
Benin	Yes
Belarus	
Bolivia	Yes
Botswana	
Brazil	Yes
Burkina Faso	Yes
Burundi	Yes
Cambodia	Yes

Cameroon	Yes
<u>Cape Verde</u>	
Central African Republic	
Chad	After Ddl
Chile	Yes
China	Yes
Colombia	Yes
Costa Rica	Yes
Cuba	
Democratic Republic of Congo	Yes
Djibouti	
Dominican Republic	After Ddl
Ecuador	
Egypt	
Eritrea	Yes
Ethiopia	Yes
Fiji (Delegation of the EU for the Pacific)	Yes
Gabon	After Ddl
Gambia	Yes
Georgia	
Ghana	Yes
<u>Guatemala</u>	Yes
Guinea-Bissau	Yes
Guinea (Conakry)	Yes
Guyana	
Haiti	After Ddl
Honduras	Yes
India	Yes
Indonesia	
Iraq	
Israel	Yes
Ivory Coast	
Jamaica	
Jordan	Yes
Kazakhstan - Astana	Yes
Kenya	Yes
Korea (Republic of)	
Kyrgyz Republic	
Lao PDR	
Lebanon	Yes
Lesotho	Yes
Liberia	
Madagascar	
Malawi	Yes
Malaysia	Yes
Mali	Yes
Mauritania	

Mauritius (Republic of)	Yes
Mexico	Yes
Moldova	Yes
Morocco	Yes
Mozambique	After Ddl
Namibia	Yes
Nepal	Yes
New Caledonia	
Nicaragua	After Ddl
Niger	Yes
Nigeria	
Occupied Palestinian Territory	Yes
Pakistan	Yes
Panama	
Papua New Guinea	Yes
Paraguay	Yes
Peru	
Philippines	Yes
Republic of Congo	Yes
Rwanda	Yes
Salvador	Yes
Saudi Arabia	
Senegal	Yes
Sierra Leone	Yes
Solomon Islands	
South Africa	Yes
Sri Lanka	Yes
Sudan	Yes
Suriname	
Syria	After Ddl
Swaziland	
Tajikistan	Yes
Tanzania	Yes
Thailand/ Myanmar	Yes
Timor-Leste	Yes
Togo	Yes
Trinidad and Tobago	
Tunisia	After Ddl
Uganda	
Ukraine	Yes
Uruguay	Yes
Vanuatu	Yes
Venezuela	Yes
Vietnam	Yes
Yemen	Yes
Zambia	Yes
Zimbabwe	Yes

## Annex 2

<b>INDICATORS FOR 2010-11</b>						
	<b>1.3.1</b>	<b>3.2.1</b>	<b>3.2.2</b>	<b>3.3.1</b>	<b>3.3.2</b>	<b>3.4.3</b>
	<b>EU DELEGATIONS</b>	An EU donor is appointed as gender lead donor in each partner country for the period 2010-2015 and 3 Member States are associated to joint work on gender.	By 2013, 50% of agendas for local political dialogue with partner countries shall include gender equality as a topic.	Starting 2011, EU Heads of Mission shall prepare an annual report on development of political dialogue with corresponding partner country authorities in gender issues.	By 2011 EU encourages the creation of gender coordination mechanisms where they do not already exist	By 2012 EU participates in all existing gender coordination mechanisms in developing countries to discuss the implementation of gender mainstreaming in national policies, the improvement of economic and political empowerment, land and property rights, and how to encourage men to participate in GEWE activities.
<b>Africa</b>						
Benin		in progress			X	
Burkina Faso		in progress				in the pipeline
Burundi						
Cameroon	X	in progress		X	X	
Congo Brazzaville						
DRC	X	in progress		X	X	In the pipeline
Eritrea						in the pipeline
Ethiopia	X	in progress		X	X	
Gambia						in the pipeline
Ghana					X	
Guinea Bissau						
Guinea Conakry						
Kenya	X					

<b>INDICATORS FOR 2010-11</b>						
<b>EU DELEGATIONS</b>	<b>1.3.1</b>	<b>3.2.1</b>	<b>3.2.2</b>	<b>3.3.1</b>	<b>3.3.2</b>	<b>3.4.3</b>
	An EU donor is appointed as gender lead donor in each partner country for the period 2010-2015 and 3 Member States are associated to joint work on gender.	By 2013, 50% of agendas for local political dialogue with partner countries shall include gender equality as a topic.	Starting 2011, EU Heads of Mission shall prepare an annual report on development of political dialogue with corresponding partner country authorities in gender issues.	By 2011 EU encourages the creation of gender coordination mechanisms where they do not already exist	By 2012 EU participates in all existing gender coordination mechanisms in developing countries to discuss the implementation of gender mainstreaming in national policies, the improvement of economic and political empowerment, land and property rights, and how to encourage men to participate in GEWE activities.	Next generation CSPs and NIPs have a gender country profile and gender is mainstreamed.
Lesotho						
Malawi	X	in progress			X	
Mali		in progress				in the pipeline
Mauritius, Comoros, Seychelles						
Namibia	X	in progress		X	X	
Niger						
Rwanda	X	in progress			X	in the pipeline
Senegal	X	in progress		X	X	in the pipeline
Sierra Leone	X	in progress				
South Africa	X			X	X	
Sudan						
Tanzania	X	in progress			X	
Togo						in the pipeline
Zambia	X			X	x	in the pipeline
Zimbabwe					X	
<b>Pacific</b>						
Fiji						

<b>INDICATORS FOR 2010-11</b>						
	<b>1.3.1</b>	<b>3.2.1</b>	<b>3.2.2</b>	<b>3.3.1</b>	<b>3.3.2</b>	<b>3.4.3</b>
	An EU donor is appointed as gender lead donor in each partner country for the period 2010-2015 and 3 Member States are associated to joint work on gender.	By 2013, 50% of agendas for local political dialogue with partner countries shall include gender equality as a topic.	Starting 2011, EU Heads of Mission shall prepare an annual report on development of political dialogue with corresponding partner country authorities in gender issues.	By 2011 EU encourages the creation of gender coordination mechanisms where they do not already exist	By 2012 EU participates in all existing gender coordination mechanisms in developing countries to discuss the implementation of gender mainstreaming in national policies, the improvement of economic and political empowerment, land and property rights, and how to encourage men to participate in GEWE activities.	Next generation CSPs and NIPs have a gender country profile and gender is mainstreamed.
<b>EU DELEGATIONS</b>						
PNG					X	in the pipeline
Timor Leste						
Vanuatu					X	
<b>Caribbean</b>						
Barbados						
<b>Asia</b>						
Afghanistan	X	in progress		X	x	
Bangladesh		in progress			X	in the pipeline
Cambodia	X	in progress			x	
China		in progress			X	
India		in progress			X	
Malaysia		in progress				
Myanmar						
Nepal						In the pipeline
Pakistan						
Philippines					x	
Sri Lanka						
Thailand						

<b>INDICATORS FOR 2010-11</b>						
<b>EU DELEGATIONS</b>	<b>1.3.1</b>	<b>3.2.1</b>	<b>3.2.2</b>	<b>3.3.1</b>	<b>3.3.2</b>	<b>3.4.3</b>
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Vietnam		in progress				
<b>European Neighbourhood Policy</b>						
Algeria		in progress				
Azerbaijan		in progress				
Israel		in progress				
Jordan	X	in progress		X	X	in the pipeline
Kazakhstan		in progress				
Lebanon		in progress			X	
Moldova		in progress				
Morocco	X	in progress		X	X	
OPT		in progress				
Tajikistan	X	in progress			X	
Yemen						
Ukraine	X	in progress				
<b>Latin America</b>						
Bolivia		in progress				
Brazil		in progress				

**INDICATORS FOR 2010-11**

	1.3.1	3.2.1	3.2.2	3.3.1	3.3.2	3.4.3
	<b>EU DELEGATIONS</b>	An EU donor is appointed as gender lead donor in each partner country for the period 2010-2015 and 3 Member States are associated to joint work on gender.	By 2013, 50% of agendas for local political dialogue with partner countries shall include gender equality as a topic.	Starting 2011, EU Heads of Mission shall prepare an annual report on development of political dialogue with corresponding partner country authorities in gender issues.	By 2011 EU encourages the creation of gender coordination mechanisms where they do not already exist	By 2012 EU participates in all existing gender coordination mechanisms in developing countries to discuss the implementation of gender mainstreaming in national policies, the improvement of economic and political empowerment, land and property rights, and how to encourage men to participate in GEWE activities.
Chile		in progress				
Colombia		in progress				in the pipeline
Costa-Rica	X					
El Salvador						
Guatemala		in progress			X	in the pipeline
Honduras	X	in progress		X	X	
Mexico		in progress				
Paraguay						
Uruguay		in progress				
Venezuela						in the pipeline