

Gender mainstreaming

# Gender Budgeting: Step-by-step toolkit

Guidance for mainstreaming gender into the EU Funds

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## European Institute for Gender Equality

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# Gender Budgeting: Step-by-step toolkit

Guidance for mainstreaming gender into the EU Funds

# Abbreviations

|                  |  |
|------------------|--|
| <b>AMIF</b>      | Asylum and Migration Fund                          |
| <b>BMVI</b>      | Border Management and Visa Instrument              |
| <b>CAP</b>       | common agricultural policy                         |
| <b>CCO</b>       | Core Common Output Indicator                       |
| <b>CCR</b>       | Core Common Result Indicator                       |
| <b>CPR</b>       | Common Provisions Regulation                       |
| <b>EAFRD</b>     | European Agricultural Fund for Rural Development   |
| <b>EFSD</b>      | European Fund for Strategic Investments            |
| <b>EIGE</b>      | European Institute for Gender Equality             |
| <b>EMFF</b>      | European Maritime and Fisheries Fund               |
| <b>ERDF</b>      | European Regional Development Fund                 |
| <b>ESF</b>       | European Social Fund                               |
| <b>ESF+</b>      | European Social Fund Plus                          |
| <b>ESIF</b>      | European Structural and Investment Funds           |
| <b>EU</b>        | European Union                                     |
| <b>EU Funds</b>  | European Union Funds under shared management       |
| <b>GenderCoP</b> | Community of Practice on Gender Mainstreaming      |
| <b>ICT</b>       | information and communications technology          |
| <b>ILO</b>       | International Labour Organization                  |
| <b>ISCED</b>     | International Standard Classification of Education |
| <b>ISF</b>       | Internal Security Fund                             |
| <b>M&amp;E</b>   | monitoring and evaluation                          |
| <b>NGO(s)</b>    | non-governmental organisation(s)                   |
| <b>OP(s)</b>     | Operational Programme(s)                           |
| <b>PA(s)</b>     | Partnership Agreement(s)                           |
| <b>SDG(s)</b>    | Sustainable Development Goal(s)                    |
| <b>SMEs</b>      | small and medium-sized enterprises                 |
| <b>TEN-T</b>     | Trans-European Transport Network                   |
| <b>TEU</b>       | Treaty on European Union                           |
| <b>TFEU</b>      | Treaty on the Functioning of the European Union    |
| <b>UN</b>        | United Nations                                     |

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# Toolkit outline

This step-by-step toolkit aims to assist managing authorities in the European Union to apply gender budgeting tools in the processes of the European Union Funds under shared management (from

here on EU Funds) <sup>(1)</sup>. It offers a variety of tools and highlights promising practices from different EU Member States on how these tools can be used in practice. The toolkit contains four sections:

## **Section 1. Who is this toolkit for?**

This section outlines the main target audience for this toolkit.

## **Section 2. What is gender budgeting?**

This section provides an introduction to gender budgeting in the EU Funds, so that users become familiar with the core concept of gender budgeting and the thinking behind it.

## **Section 3. Why is gender budgeting important in the European Union Funds under shared management?**

This section outlines the legal, political and economic cases for applying gender budgeting in the EU Funds process.

## **Section 4. How can we apply gender budgeting in the European Union Funds under shared management? Practical tools and Member State examples**

This section features 11 tools to apply gender budgeting in the EU Funds. These tools are divided into three overarching subsections: European Union regulatory framework; national/subnational programming- and project-level support; and reporting, monitoring and evaluation.

<sup>(1)</sup> The toolkit presents general information about the seven funds under the proposed Common Provisions Regulations for 2021-2027: the European Regional Development Fund (ERDF), Cohesion Fund, European Social Fund Plus (ESF+), European Maritime and Fisheries Fund (EMFF), Asylum and Migration Fund (AMIF), Internal Security Fund (ISF) and Border Management and Visa Instrument (BMVI). In addition, it offers content tailored for the ERDF, Cohesion Fund, ESF+, EMFF and the European Agricultural Fund for Rural Development (EAFRD).

## Section 1. Who is this toolkit for?

This step-by-step toolkit on gender budgeting in the European Union Funds under shared management (from here on EU Funds) is designed for managing authorities in European Union Member States. Thus, civil servants and managers involved in EU Funds programming at the national and subnational levels are the toolkit's main target group. However, the toolkit can also be used by intermediate bodies <sup>(2)</sup> working on EU Funds project implementation at the subnational or local level, as well as by national gender equality bodies and staff working at the EU level with the EU Funds. The European Commission's Directorate-General for Employment, Employment,

Social Affairs and Inclusion, the Directorate-General for Regional and Urban Policy, and the Directorate-General for Justice and Consumers can also make use of the toolkit for their overall monitoring and evaluation (M&E) work.

This toolkit is structured in such a way that each target group is guided to when and where it could apply gender budgeting tools in the EU Funds process. By clicking on the relevant step of the process, you will access a variety of tools and promising practices from different Member States on how the tools can be used.

## Section 2. What is gender budgeting?

According to the Council of Europe's widely used definition <sup>(3)</sup>, gender budgeting is an application of gender mainstreaming in the budgetary process. It involves conducting a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process, and restructuring revenues and expenditures in order to promote gender equality. In short, gender budgeting is a strategy and a process with the long-term aim of achieving gender equality goals.

Fully applying gender budgeting within EU budget processes means the full integration of gender perspectives at all stages of budgeting and planning processes. Practical steps to this end include:

1. a gender-based assessment to take stock of, and make visible, the gendered impacts of budgets — such a gender budget analysis is the starting point for all gender budgeting work;
2. promoting changes to advance gender equality based on the results of the gender budget analysis, including any identified gender

gaps and challenges;

3. organising gender budgeting work through a combination of governmental and non-governmental actors — analysis of practical gender budgeting experiences worldwide repeatedly shows that this supports strong results <sup>(4)</sup>.

Practices and methodologies to introduce and sustain gender budgeting in Europe <sup>(5)</sup> in recent years demonstrate its twin aims: to include the lived realities of women's and men's lives in budgets, and to make existing inequalities visible in budgeting. In practice, gender budgeting is about revealing the different impacts of spending and revenue decisions on women and men, which differ depending on their life stages and economic and social circumstances. In tandem, it means reviewing public finance decisions to ensure that these contribute to advancing gender equality, rather than reinforcing existing inequalities.

To be able to apply gender budgeting within the EU Funds, we need to be familiar with the core concept and the rationale behind it.

<sup>(2)</sup> Article 2(7) of the Commission's proposal for the Common Provisions Regulation (CPR) defines an 'intermediate body' as any public or private legal body that acts under the responsibility of a managing authority, or carries out functions or tasks on behalf of such an authority.

<sup>(3)</sup> Council of Europe (2005), *Gender Budgeting: Final report of the Group of Specialists on Gender Budgeting*, Council of Europe, Equality Division, Directorate-General of Human Rights, Strasbourg.

<sup>(4)</sup> EIGE (2019), *Gender Budgeting: Mainstreaming gender into the EU budget and macroeconomic policy framework*, p. 12.

<sup>(5)</sup> O'Hagan, A., & Klatzer, E. (eds.) (2018), *Gender Budgeting in Europe: Developments and challenges*, Palgrave Macmillan, Basingstoke.

## Introducing gender budgeting

Watch Professor Diane Elson explain the concept of gender budgeting (6)



As these videos show, both women’s and men’s needs and demands need to be included in budgeting processes. This promotes accountability and transparency in public finance planning and management; increases gender-responsive participation in budget processes; and advances gender equality and women’s rights.

## What does gender budgeting have to do with women’s and men’s lived realities?

Take a look at this recent picture of the European Council’s members. How many women and how many men can you see?

Consider women’s and men’s lived realities by looking at the composition of the European Council, and ask yourself:

- Why do you think there are more men than women?

Have a look at UN Women’s video on what is gender responsive budgeting? (7)



Photo accessed from: <https://newsroom.consilium.europa.eu/events/20190322-european-council-march-2019-day-2>

(6) EIGE (2019), *What Is Gender Budgeting?*, EIGE, Vilnius. Available at: <https://www.youtube.com/watch?v=cqjt4EUakw>

(7) UN Women (2017), *What Is Gender Responsive Budgeting?*, UN Women, New York. Available at: <https://www.youtube.com/watch?v=mquOclPJYPs>



## Important to acknowledge when speaking about 'women and men'

It is **important to consider the lived realities of women and men in their diversity**. While 'lived realities' is meant to recognise differences between women and men, the addition of 'in their diversity' recognises how other characteristics such as age, socioeconomic situation, disability, race, ethnicity, religion and rural or urban location also affect women and men in their lived realities (e.g. the lived reality of a young woman living in a rural area of Sweden will be very different from that of an older woman living in an urban area of Spain).

In EU Member States, both **paid work** and **unpaid care work** exist. These different kinds of work are performed by both women and men. Consider:

- How are paid work and unpaid care work divided

and distributed between women and men in most societies?

- Do women and men do the same kinds of work? Are there any differences? What are these differences?

Recognising and valuing unpaid care work **is important in understanding the whole spectrum of an economic situation in a country or region**. Paid work and unpaid care work depend on each other. For example, to be able to work in the formal economy (paid work), we all need support from the care economy (unpaid care work), such as;

- food to be prepared;
- clean clothes;
- being cared for when ill.

Only a fraction of these needs is supplied by public or market services; a lot is still provided in households. Whether we produce this for ourselves or someone else does it for us, it is work that is often not paid. If it is not paid it is not included in the formal economy, and this work is very unequally shared by women and men. Hence, it is often forgotten. However, it has major implications and contributes greatly to the overall economy and the functioning of our societies.

Watch Professor Diane Elson explain the gender gap in unpaid work and its importance for the economy



Have a look at ILO's video on care work



Public financial allowances, such as paid parental leave, child benefit, carers' allowances, agricultural subsidies and rural development funds, are important for creating equal opportunities for workers with family responsibilities, and preventing pension gaps.

A public finance management policy that includes publicly financed parental leave schemes can help parents reconcile work and family life, and maintain their connection to the labour market through a guaranteed return to their job. Additional policies are often needed to provide and encourage greater parity between paternity and maternity leave, and to support mothers with a more rapid return to the labour market, including raising awareness about shared parenting, and public investments in accessible and good-quality care facilities for children and older people. According to Christine Lagarde, the Managing Director of the International Monetary Fund at that time, 'countries can lift up women by adopting more pro-female ... approaches. Such policies include moving more from family to individual taxation; providing more affordable childcare and parental leave; and providing a flexible working environment' <sup>(8)</sup>.



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### How do we tend to value different kinds of work?

If you stay at home to care for others — an older relative, a child, a sick person, etc. — you are very often not paid for the work you perform. In effect, your work is not even visible. Nor is it recognised. But people's well-being depends on this work. In many societies, the private sphere is still considered the appropriate sphere for women.

By contrast, if you are a successful politician or a manager at the European Union, your work is highly visible. It is both recognised and well paid. Work in the public sphere is both seen and remunerated. In many societies, the public sphere is considered the appropriate sphere for men.



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Inequalities between women and men are found not only in the paid and unpaid spheres. They cut across other dimensions as well, such as health, power, education and time use in general. One of the most brutal manifestations of inequalities

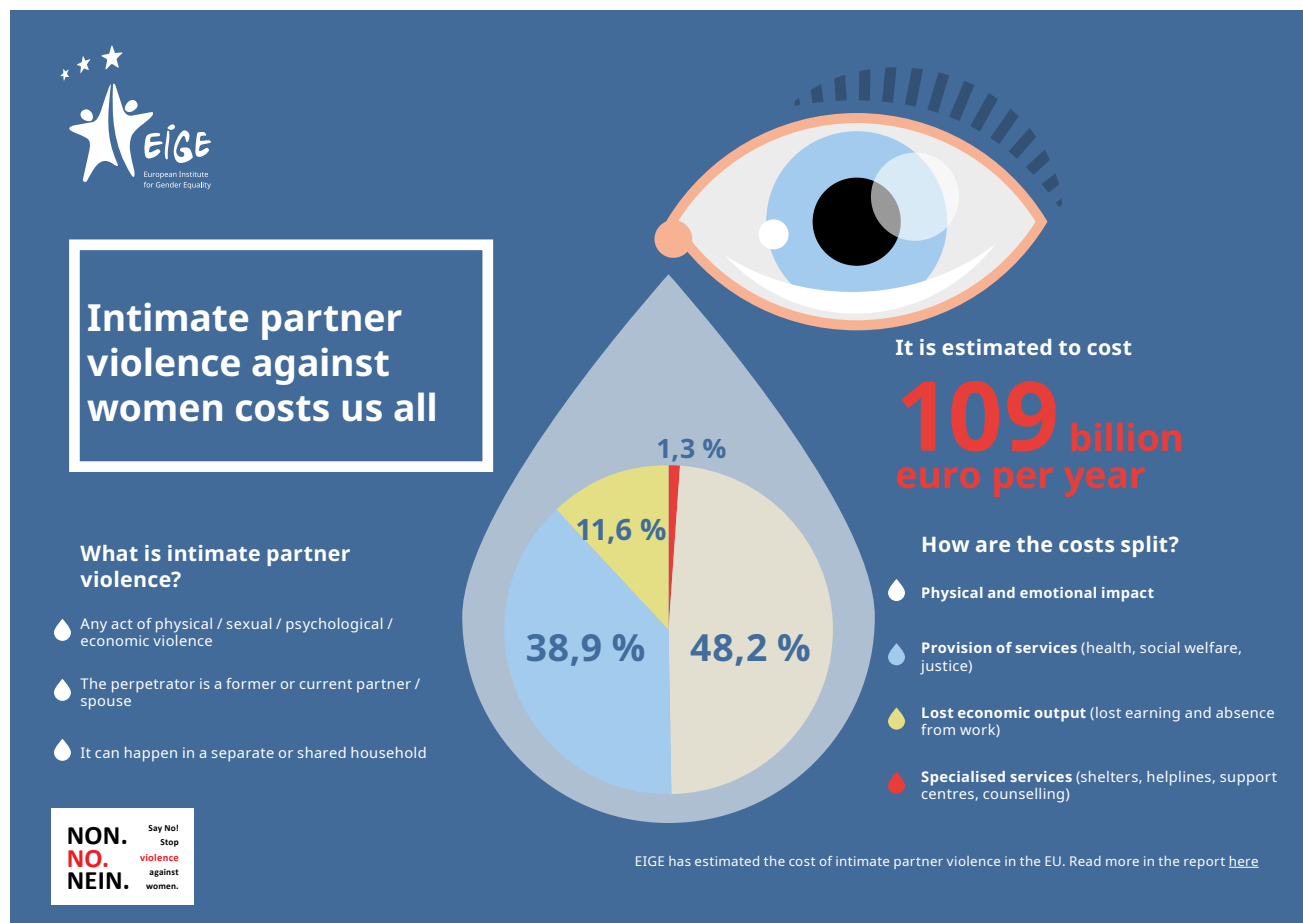
between women and men is violence against women, which affects all sectors and spheres of life. Eradicating violence against women is a priority of the EU and its Member States. This commitment is affirmed in the EU's principal gender equality

<sup>(8)</sup> <https://eige.europa.eu/gender-mainstreaming/policy-areas/economic-and-financial-affairs> and Lagarde, C. (2014), 'The economic power of women's empowerment, keynote speech by Christine Lagarde, Managing Director, International Monetary Fund', available at: <https://www.imf.org/en/News/Articles/2015/09/28/04/53/sp091214>

policy <sup>(9)</sup> documents. Most recently, the EU reaffirmed its commitment by signing the leading regional legal instrument on gender-based violence, the Convention on preventing and combating

violence against women and domestic violence (the Istanbul Convention). Eradicating violence requires adequate budgets, which should be considered within the EU Funds' programming cycle <sup>(10)</sup>.

**Figure 1. Intimate partner violence costs us all**



To learn more about gender inequalities in your country, consult [EIGE's Gender Equality Index](#). There, you can access statistics on a range of spheres, including work, money, knowledge, time, power, health, violence against women and intersecting inequalities, i.e. when gender inequalities interact with other socio-demographic

characteristics such as age, nationality, religion, sexual orientation and disabilities.

Table 1 gives some examples of gendered patterns of employment, care work and violence in four EU Member States <sup>(11)</sup>.

<sup>(9)</sup> EIGE (2014), 'Estimating the costs of gender-based violence in the European Union', EIGE, Vilnius. Available at: <https://eige.europa.eu/gender-based-violence/estimating-costs-in-european-union>

<sup>(10)</sup> EIGE (2017), *Gender Equality Index 2017: Violence against women — the most brutal manifestation of gender inequality*, EIGE, Vilnius. Available at: <https://eige.europa.eu/publications/gender-equality-index-2017-violence-against-women>

<sup>(11)</sup> EIGE (2018), *Gender Equality Index 2017: Czech Republic*, EIGE, Vilnius. Available at: <https://eige.europa.eu/publications/gender-equality-index-2017-czech-republic>; EIGE (2018), *Gender Equality Index 2017: Estonia*, EIGE, Vilnius. Available at: <https://eige.europa.eu/publications/gender-equality-index-2017-estonia>; EIGE (2018), *Gender Equality Index 2017: Germany*, EIGE, Vilnius. Available at: <https://eige.europa.eu/publications/gender-equality-index-2017-germany>; EIGE (2018), *Gender Equality Index 2017: Spain*, EIGE, Vilnius. Available at: <https://eige.europa.eu/publications/gender-equality-index-2017-spain>

**Table 1. Employment, care work and violence against women in four EU Member States**

| Country        | Employment rates   | Care-related time use  | Violence against women  |
|----------------|--|--|---|
| <b>Czechia</b> | <ul style="list-style-type: none"> <li>The full-time equivalent employment rate is 46 % for women and 65 % for men</li> <li>10 % of women work part-time, compared with 3 % of men</li> </ul>  | <ul style="list-style-type: none"> <li>33 % of women care for family members for at least 1 hour per day, compared with 20 % of men</li> <li>86 % of women and 12 % of men cook and do housework every day</li> </ul>  | <ul style="list-style-type: none"> <li>32 % of women have experienced physical and/or sexual violence at least once since the age of 15</li> <li>Violence against women costs Czechia an estimated EUR 4.7 billion per year through lost economic output, service utilisation and personal costs</li> </ul> |
| <b>Germany</b> | <ul style="list-style-type: none"> <li>The full-time equivalent employment rate is 40 % for women and 59 % for men</li> <li>47 % of women work part-time, compared with 11 % of men</li> </ul> | <ul style="list-style-type: none"> <li>50 % of women care for family members for at least 1 hour per day, compared with 30 % of men.</li> <li>72 % of women and 29 % of men cook and do housework every day</li> </ul> | <ul style="list-style-type: none"> <li>35 % of women have experienced physical and/or sexual violence at least once since the age of 15</li> <li>Violence against women costs Germany an estimated EUR 36 billion per year through lost economic output, service utilisation and personal costs</li> </ul>  |
| <b>Estonia</b> | <ul style="list-style-type: none"> <li>The full-time equivalent employment rate is 50 % for women and 64 % for men</li> <li>15 % of women work part-time, compared with 7 % of men</li> </ul>  | <ul style="list-style-type: none"> <li>35 % of women care for family members for at least 1 hour per day, compared with 31 % of men</li> <li>76 % of women and 45 % of men cook and do housework every day</li> </ul>  | <ul style="list-style-type: none"> <li>34 % of women have experienced physical and/or sexual violence at least once since the age of 15</li> <li>Violence against women costs Estonia an estimated EUR 590 million per year through lost economic output, service utilisation and personal costs</li> </ul> |
| <b>Spain</b>   | <ul style="list-style-type: none"> <li>The full-time equivalent employment rate is 36 % for women and 50 % for men</li> <li>25 % of women work part-time, compared with 8 % of men</li> </ul>  | <ul style="list-style-type: none"> <li>56 % of women care for family members for at least 1 hour per day, compared with 36 % of men</li> <li>85 % of women and 42 % of men cook and do housework every day</li> </ul>  | <ul style="list-style-type: none"> <li>22 % of women have experienced physical and/or sexual violence at least once since the age of 15</li> <li>Violence against women costs Spain an estimated EUR 21 billion per year through lost economic output, service utilisation and personal costs</li> </ul>    |

## What does gender budgeting involve in practice <sup>(12)</sup>?

### Starting with gender budget analysis

Gender budget analysis is a key part of gender budgeting. It is the starting point for work to promote gender equality and women's rights through budgetary policies and processes. It contributes to transparency in budget distribution and impacts — a central principle of good governance. Different dimensions addressed by gender budget analysis include expenditures and revenues, macroeconomic policies, and the effectiveness of service delivery and investments. A range of analysis methods and tools are frequently adapted to gender budgeting in practice. As we will see, this toolkit explores how to strengthen gender budget analysis in the

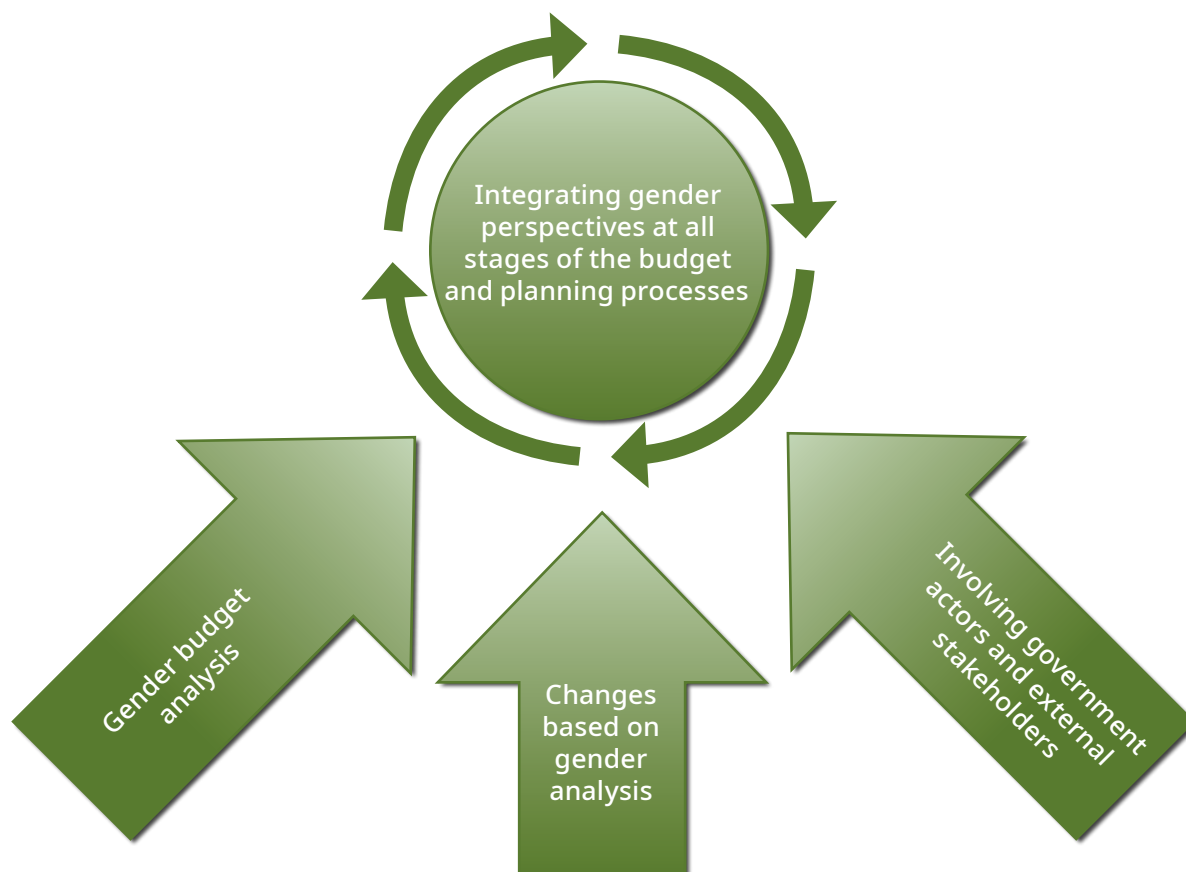
context of EU Funds budget processes.

### Gender budgeting processes: towards restructuring and change

Gender budgeting involves a process of change. Gender budget analysis is not an achievement in itself; it is one key part of a broader process. A gender budget analysis identifies gender gaps and challenges, which serve as a basis for formulating objectives to tackle gender inequalities and to define appropriate indicators for measuring progress. These objectives and indicators, in turn, are used to guide activities and change budget allocations (or revenue collection) to achieve desired outcomes. Regular monitoring, evaluation and in-depth progress reviews based on established indicators are important inputs for new planning and budgeting cycles.

<sup>(12)</sup> See EIGE, 2019, pp. 12-13.

Figure 2. Conceptual framework of gender budgeting



### Involving government actors and external stakeholders

Prime responsibility for implementing gender budgeting within public budgets and administrations lies with those regularly involved in public planning and budgeting processes. However, both academic literature and practice demonstrate that gender budgeting works best when it involves government representatives and external stakeholders. These different actors play complementary roles that contribute to the full implementation of gender budgeting. Like transparency, participation is another core principle of good governance. Therefore, the participation of different stakeholders is another key part of good gender budgeting. As we will see in this toolkit, it is vital to support those who have direct responsibilities in budgeting processes; simply put, they are the ones with key responsibilities for implementing gender-sensitive budgets in these processes. Later in this toolkit, we will look at proposals for involving a range of stakeholders in effective gender budgeting.

### Gender budgeting in the European Union Funds

We have seen what gender budgeting means and the thinking behind it. We will now look at how gender budgeting in the EU Funds can be a mechanism to:

- comply with the EU's legal requirements;
- promote accountability and transparency in the planning and management of EU Funds finances by:
  - revealing the different potential impacts of spending EU Funds, and activities financed by them, on women and men, including depending on their life stages and economic and social circumstances;
  - taking into account these considerations at all stages of the EU Funds;
  - increasing women's and men's participation in budget processes;
  - advancing gender equality for women and men in all their diversity, and specifically advancing women's rights, by — among other means — reviewing finance decisions

to ensure that they contribute to advancing gender equality, rather than reinforcing existing inequalities.

### Gender budgeting as a way of complying with European Union legal requirements

#### What does this mean?

Gender budgeting is not specifically required as a methodology while programming and implementing EU Funds programmes; nonetheless, it is the most comprehensive and transparent way of meeting the requirements and duties on gender equality defined by EU Funds regulations.

These requirements, laid down in the Commission's proposal for the Common Provisions Regulation (CPR) (COM(2018) 375 final) as a basis for all EU Funds programmes, comprise:

- the requirement to consider gender equality as a horizontal principle;
- the definition of partners to be involved in programming processes and the implementation of the programmes, including 'bodies responsible for gender equality'; and
- the duty of managing authorities to 'establish and apply criteria and procedures which are non-discriminatory, transparent, [and] ensure gender equality' (Article 67).

Alongside the proposed CPR, further requirements for considering gender equality are defined in funds' specific regulations:

- this is especially true of the European Social Fund Plus (ESF+) regulation, which includes a specific objective targeting women's labour market participation and a better work-life balance, including access to childcare;
- the European Regional Development Fund (ERDF) and Cohesion Fund regulations mainly restate requirements already defined in the CPR, particularly the requirement to consider

- gender equality as a horizontal principle;
- the European Agricultural Fund for Rural Development (EAFRD) (13) reiterates the CPR's emphasis on the need to involve 'bodies responsible for gender equality' as partners 'where relevant' (14), and defines the requirement for managing authorities to inform bodies involved in promoting equality between men and women about possibilities for receiving funding.

### Gender budgeting as a way of promoting accountability and transparency in public finance planning and management

#### What does this mean?

An important part of gender budgeting is analysing the impact of budgets on women and men. This makes gender budgeting key to monitoring how public budgets are working towards meeting a country's gender equality goals. Gender budgeting is 'a mechanism for establishing whether a Government's gender equality commitments translate into budgetary commitments' (15) — in essence, applying gender budgeting means holding governments accountable for their gender policy commitments. Auditing institutions, parliaments, civil society and the media all play a crucial role in monitoring and holding governments accountable for public budgets. The Women's Budget Group in the United Kingdom is a good example of civil society doing this (16).

Applied systematically, gender budgeting can contribute to increasing participation by providing gender-responsive participation mechanisms in budget processes. This, in turn, increases transparency. For example, establishing a practice of public consultations and participation in budget preparation, or of public participation in monitoring budgets, boosts participation in budget processes (17) as long as we ensure the equal participation of women and men in all their diversity, while taking into account their contributions equally.

(13) Please note that the Commission's proposal for the CPR 2021-2027 does not apply to the EAFRD.

(14) Article 94 of CAP/EAFRD regulation (COM(2018) 392 final). Full description in tool 1.

(15) Sharp, R., & Broomhill, R. (2002), 'Budgeting for Equality: The Australian experience', *Feminist Economics*, Vol. 8, No 1, p. 26.

(16) For more information, see: <https://wbg.org.uk/>

(17) EIGE (2017), *Gender Budgeting*, EIGE, Vilnius. Available at: <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-budgeting>



## Spain: steering Operational Programme actions in a more gender-equal direction

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In Spain, efforts to achieve goals through the EU Funds recognise the importance of high-quality gender analysis. New investments can cause new inequalities. For example, gender analysis revealed that new technologies in public administration services — such as e-administration or e-government — would mean a decrease in the number of actual employees within public administration. This would hit women the hardest, as most employees in this sector are women. In tandem, e-services were identified as having a potentially positive impact on work-life balance by speeding up time-consuming administrative procedures and reducing care burdens by delivering services electronically, such as medical services.

ance by speeding up time-consuming administrative procedures and reducing care burdens by delivering services electronically, such as medical services.

This situation was identified and addressed in Spanish Operational Programmes (OPs), which are aligned with the objectives of Spain's national gender strategy. The active participation of national and subnational gender equality bodies in OPs' M&E enabled gender mainstreaming throughout all phases of the OPs.

Alongside strong gender analysis, initiatives such as Spain's National Network on Gender Equality in the European Funds <sup>(18)</sup> have been key instruments for disseminating experiences, good practices, pilot activities, training and capacity development, while fostering collaboration and cooperation between fund managers. The network offers:

- several guides;
- the organisation of training initiatives;
- technical advice for fund managers;
- support for local initiatives, enabling stakeholders responsible for these initiatives to submit documents for comments and revision;
- the continuous collection of experiences in its database.

### Gender budgeting as a way of increasing women's and men's participation in budget processes

#### What does this mean?

Promoting equal participation in budget processes can take many forms. As gender budgeting builds on good governance, it aims to increase stakeholder participation in the budgeting process through consultations and the use of sex-disaggregated data. It is worth noting that gender budgeting in itself does not guarantee a participatory process. Targeted measures need to be applied to make

budget processes inclusive.

However, by taking steps to actively involve both women and men in an equal manner during the preparation of public budgets, we can ensure that they are part of the decisions that affect them. Improving the diversity of participation also means considering women's and men's diverse characteristics, such as their age, race, ethnicity, religion, education, disabilities, socioeconomic background and sexual orientation <sup>(19)</sup>. For the EU Funds, this means organising consultations that involve diverse stakeholders and representatives: authorities, experts, non-governmental

<sup>(18)</sup> For more information, see: <http://www.igualdadgenerofondoscomunitarios.es/>

<sup>(19)</sup> EIGE (2017), *Gender Budgeting*, EIGE, Vilnius. Available at: <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-budgeting>

organisations (NGOs), social partners, etc. Ensuring that these key stakeholders are informed of potential opportunities possible through the

funds, and enabling them to express their priorities and interests in possible projects, are essential.

### **Austria: participation in European Union Funds' budgeting**

In Austria, several organisations that work for gender equality participate in EU Funds' budgeting. For the ERDF budget, participating organisations included the Kinderfreunde (childcare organisation), Landesfrauenbeauftragte (women's affairs officers of Austrian provinces), Initiative Frau&Arbeit (initiative woman&work) and FEMAIL-Fraueninformationszentrum Vorarlberg (information centre for women).

Several actions facilitated the inclusion of gender experts and partners, such as:

- focus groups involving gender experts;
- day-long open conferences about the interim results of public comments on the draft budget;
- involving an official national representative expert on gender equality (from the Federal Chancellery, or Bundeskanzleramt), engaging gender experts more broadly and ensuring the balanced participation of women and men in programming groups.

As a result of this participation, expert knowledge fed into the processes of project design and corresponding budgeting. By ensuring the participation of organisations dedicated to equality, non-discrimination and the rights of people's responsibilities, Austria was able to ensure compliance with EU treaties, Article 7 of the Constitution and national policies <sup>(20)</sup>.

### **Gender budgeting as a way of advancing gender equality for women and men in all their diversity**

#### **What does this mean?**

Gender budget analysis improves our knowledge of women's and men's needs, as well as the distributional effects and impacts of resource allocation on women and men in all their diversity. Thus, gender budgeting provides the basis for better, more evidence-based decision-making. This, in turn, contributes to ensuring that public funds are

used more effectively to advance gender equality and uphold all of our human rights — including those of people whose rights are all too often neglected.

Gender equality is a fundamental principle of the EU. It is also laden with socioeconomic benefits. Research affirms that reducing gender inequality has a plethora of positive effects, leading to greater economic growth, more jobs, healthier children, better labour productivity and more responsive governments <sup>(21)</sup>. While economic growth can have positive effects on women's economic status,

<sup>(20)</sup> Operational Programme IGJ/EFRE 2014-2020.

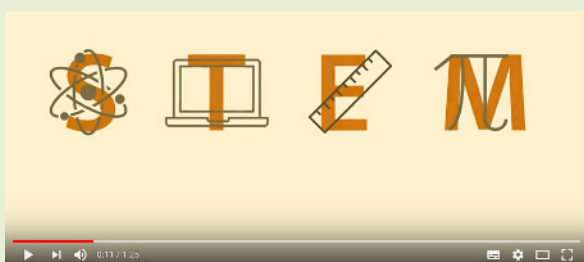
<sup>(21)</sup> Stotsky, J. (2016), *Gender Budgeting: Fiscal context and current outcomes*, International Monetary Fund working paper, WP/16/149, IMF, Washington, DC; Elborgh-Woytek, K., Newiak, M., Kochhar, K., Fabrizio, S., Kpodar, K., Wingender, P., Clements, B., & Schwartz, G. (2013), *Women, Work and the Economy: Macroeconomic gains from gender equity*, International Monetary Fund staff discussion note, SDN/13/10, IMF, Washington, DC. Available at: <http://www.imf.org/external/pubs/ft/sdn/2013/sdn1310.pdf>; EIGE (2017), *Economic Benefits of Gender Equality in the European Union: Report on the empirical application of the model*. Available at: <https://eige.europa.eu/rdc/eige-publications/economic-benefits-gender-equality-european-union-report-empirical-application-model>; EIGE (2017), *Economic Benefits of Gender Equality in the European Union — Literature review: existing evidence and methodological approaches*, EIGE, Vilnius. Available at: <https://eige.europa.eu/publications/economic-benefits-gender-equality-european-union-literature-review-existing-evidence-and-methodological-approaches>; EIGE (2017), *Economic Benefits of Gender Equality in the EU: EU and EU Member States overviews*, EIGE, Vilnius. Available at: <https://eige.europa.eu/publications/economic-benefits-gender-equality-eu-eu-and-eu-member-states-overviews>; EIGE (2017), *Evidence of economic benefits of gender equality in other policy areas*, EIGE, Vilnius. Available at: <https://eige.europa.eu/sites/default/files/economic-benefits-gender-equality-policy-areas.pdf>



advancing inclusivity and gender equality require that robust gender analysis inform economic policy decisions <sup>(22)</sup>.

Watch these two videos to better understand the economic benefits of gender equality. You can choose subtitles in your own language:

**Economic benefits of gender equality: science, technology, engineering and mathematics (STEM)** <sup>(23)</sup>



**Economic benefits of gender equality: labour market activity and equal pay** <sup>(24)</sup>



Gender budgeting brings into focus the process of allocating resources as part of decision-making on policy priorities, implementing policy actions and evaluating outcomes. Applying gender budgeting means using a range of **gender analysis** and **assessment** tools, which are set out in detail later in this toolkit. These give policymakers a better understanding of the differences in women's and men's lives, as well as how and why they use services, resources and their time differently. The video below offers a snapshot of how a gender budgeting approach enriches analysis and decisions on how to use public resources. Simply put, gender budgeting contributes to achieving gender equality, improving the population's well-being, and spearheading more sustainable, inclusive growth and employment <sup>(25)</sup>.

To better understand the concept of gender budgeting in practice, watch this video on sustainable gender equality and budgeting by the Swedish Association of Local Authorities and Regions <sup>(26)</sup>.



<sup>(22)</sup> Kabeer, N. (2012), 'Women's economic empowerment and inclusive growth: Labour markets and enterprise development', 'International Development Research Centre Discussion Paper 29/12'. Available at: <https://www.soas.ac.uk/cdpr/publications/papers/file80432.pdf>

<sup>(23)</sup> EIGE (2017), *Economic Benefits of Gender Equality: STEM*, EIGE, Vilnius. Available at: <https://www.youtube.com/watch?v=64cCxPQnGvM>

<sup>(24)</sup> EIGE (2017), *Economic Benefits of Gender Equality: Labour market activity and equal pay*, EIGE, Vilnius. Available at: [https://www.youtube.com/watch?v=afWKAs\\_XOrE](https://www.youtube.com/watch?v=afWKAs_XOrE)

<sup>(25)</sup> EIGE (2017), *Gender Budgeting*, EIGE, Vilnius. Available at: <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-budgeting>

<sup>(26)</sup> Swedish Association of Local Authorities and Regions (2014), *Sustainable Gender Equality: A film about gender mainstreaming in practice*, SKL Jämställdhet, Stockholm. Available at: <https://www.youtube.com/watch?v=udSjBbGwJg>

## Section 3. Why is gender budgeting important in the European Union Funds under shared management?

Gender budgeting is necessary for achieving the EU's objectives of growth, employment and social cohesion. At the EU level, there is both a **legal and a policy base** for gender budgeting (see [Tool 1](#)). It also leads to **economic gains**. Studies clearly show a link between greater gender equality and increased growth and employment. 'The evidence confirms that improvements to gender equality would generate up to 10.5 million additional jobs by 2050 and the EU employment rate would reach almost 80 %. EU Gross Domestic Product (GDP) per capita would also be positively affected and could increase up to nearly 10 % by 2050' <sup>(27)</sup>. Reducing inequalities in labour market activities, pay and education especially will spur such growth and job creation.



Fully applying a gender-budgeting approach by mainstreaming gender perspectives throughout EU Funds cycles will ensure that:

- EU Funds implementation is of higher quality, reaching both women and men in all their diversity;
- the EU Funds' objectives are reached more effectively, because gender budgeting contributes

to better planning, implementing and monitoring, while ensuring that inequalities are not perpetuated;

- we advance gender equality — a basic human right;
- economic resource allocations benefit both women and men in all their diversity;
- EU Funds projects are enhanced through better targeting and more effective achievement of overall goals and objectives.

As we have seen in this toolkit, gender equality is a recognised fundamental right — a core value and aim of the EU. Equality between women and men is enshrined in the founding Treaty of the European Union. The European Pact for Gender Equality and the European Pillar of Social Rights both enshrine gender equality and better work-life balance as key elements that must be integrated in the EU Funds. All of these commitments strengthen the basis for gender budgeting, as do key international commitments, running the gamut from the [Universal Declaration on Human Rights](#) to the [International Covenant on Economic, Social and Cultural Rights](#) <sup>(28)</sup> and the [Sustainable Development Goals \(SDGs\)](#). Not only is gender equality a standalone global goal in its own right (SDG 5) and a cross-cutting element of all 17 SDGs, but the SDG framework also includes a specific indicator on gender budgeting (indicator 5.C.1) <sup>(29)</sup>.

See [Tool 1](#) for more on the EU Funds' regulatory framework and its emphasis on considering gender equality.

<sup>(27)</sup> EIGE (2017), *Gender Equality Boosts Economic Growth*, EIGE, Vilnius. Available at: <https://eige.europa.eu/news-and-events/news/gender-equality-boosts-economic-growth>

<sup>(28)</sup> United Nations (1966), *International Covenant on Economic, Social and Cultural Rights*, UN, New York. Available at: <http://www.ohchr.org/EN/ProfessionalInterest/Pages/CESCR.aspx>

<sup>(29)</sup> In addition to these three agreements, other important international instruments with implications for gender equality include the [Equal Remuneration Convention \(No 100\) \(1951/1953\)](#), the [Convention on the Political Rights of Women \(1952\)](#), the [Discrimination \(Employment and Occupation\) Convention \(No 111\) \(1958/1960\)](#), the [Workers with Family Responsibilities Convention \(No 156\) \(1981/1983\)](#), the [Declaration on the Elimination of Violence against Women \(1993\)](#), the [Maternity Protection Convention \(No 183\) \(2000/2002\)](#), the International Labour Organization's (ILO's) [Resolution on the Promotion of Gender Equality, Pay Equity and Maternity Protection \(2004\)](#), the [Rio Declaration of the Global Symposium on Engaging Men and Boys on Achieving Gender Equality \(2009\)](#) and the [ILO Resolution on Gender Equality at the Heart of Decent Work \(2009\)](#).

## Three reasons why gender budgeting is crucial in the European Union Funds

### 1. Gender budgeting is good budgeting

Gender budgeting supports the implementation of modern standards of public financial management principles. These include accountability, transparency, performance and results orientation, and effectiveness.

- **Accountability.** Gender budgeting is an important mechanism for ensuring accountability in how gender policy commitments are translated into the EU Funds.
- **Transparency.** If applied in a systematic manner, gender budgeting can contribute to increasing participation in budget processes. This boosts transparency in EU Funds processes.
- **Performance and results orientation.** Results-based budgeting brings strategic planning and public finance management closer together by linking EU Funds policy targets/objectives more strongly with budgets. A true performance-oriented approach happens only when gender budgeting is integrated in performance budgeting. This is because gender budgeting provides evidence on performance from a gender perspective. By doing so, gender budgeting enables the effective, inclusive allocation of resources and the implementation of objectives in ways that benefit both women and men in all their diversity.
- **Effectiveness.** Gender budget analysis improves our understanding of the different

needs of women and men, alongside the distributional effects and impact of EU Funds resources on them. Thus, gender budgeting provides the basis for more evidence-based decision-making — vital for ensuring that EU Funds finances are effectively used to meet real needs, bridge current gaps and curb continued inequalities.

### 2. Gender budgeting supports the implementation of European Union legal and political commitments

The EU and its Member States have a duty to promote gender equality and human rights, including by implementing the legal and political commitments listed above. The EU Funds cannot promote well-being or inclusive, sustainable growth if they neglect the rights and needs of half of the EU's population. This is why gender budgeting needs to be applied across the EU Funds' systems, processes and programmes; doing so means upholding commitments that tangibly advance gender equality.

### 3. Gender budgeting increases women's and men's participation in budget processes

Gender budgeting contributes to good governance. As we have seen, one key way it does so is by increasing participation in budgeting processes. By involving women and men equally in EU Funds' budget preparation — for instance through public consultations and the use of sex-disaggregated data — budgets will be more responsive and transparent, states more accountable, and EU Funds' objectives more effectively implemented.

# Section 4. How can we apply gender budgeting in the European Union Funds? Practical tools and Member State examples

## Introduction

This section includes practical tools on how to integrate a gender perspective into the EU Funds, using detailed descriptions, checklists and examples from different Member States. Using this support structure throughout the programming and implementing process will ensure the coherent integration of a gender equality perspective. The tools are structured in line with the requirements of the Commission's proposal for a regulation on the content and implementation of EU Funds' operational programmes (OPs), addressing the proposal's articles.

In general, the tools can be applicable throughout the programming processes for all EU Funds. Nevertheless, different contexts have to be considered. With the exception of Tool 1 (which presents the most important requirements of the Commission's proposal for the regulations) and Tool 4 (on options to advance work-life balance), the tools do not present a specific approach for each of the EU Funds. Instead, the tools offer generic support for introducing a coherent gender equality perspective.

The tools pay specific attention to work-life balance. From an EU policy perspective, this is because work-life balance has become especially important in the wake of a new directive on the subject. Promoting work-life balance measures within the funds goes hand in hand with the new directive and the communication from the Commission on an initiative to support work-life balance <sup>(30)</sup>, in which the European Commission explicitly encourages funding from the EU Funds and the European Fund for Strategic Investments (EFSI) to advance the directive. For more information about the [Directive on work-life balance](#), click here. For general information on the relationship between the gender pay gap and work-life balance, have a look at this [EIGE publication](#).

This section features 11 tools to apply gender budgeting in the EU Funds, which are divided into three overarching subsections:

- European Union regulatory framework,
- national/subnational programming- and project-level support,
- reporting, monitoring and evaluation.

### EU regulatory framework

- [Tool 1: Connecting the EU Funds with the EU's regulatory framework on gender equality](#)

### National/subnational programming- and project-level support

- [Tool 2: Analysing gender inequalities and gender needs at the national and subnational levels](#)
- [Tool 3: Operationalising gender equality in policy objectives \(in Partnership Agreements\) and specific objectives/measures \(in Operational Programmes\)](#)
- [Tool 4: Coordination and complementarities between the EU Funds to advance work-life balance](#)
- [Tool 5: Defining partnerships and multilevel governance — identifying relevant partners, the role of gender experts and the composition of monitoring committees](#)
- [Tool 6: Developing quantitative and qualitative indicators for advancing gender equality](#)
- [Tool 7: Defining gender-sensitive project selection criteria](#)
- [Tool 8: Tracking resource allocations for gender equality in the EU Funds](#)
- [Tool 9: Mainstreaming gender equality in project design](#)

### Reporting, monitoring and evaluation (M&E)

- [Tool 10: Integrating a gender perspective in monitoring and evaluation processes](#)
- [Tool 11: Reporting on resource spending for gender equality in the EU funds](#)

<sup>(30)</sup> European Commission (2017), *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: An initiative to support work-life balance for working parents and carers*, COM/2017/0252 final, European Commission, Brussels. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM:2017:252:FIN>

# EU regulatory framework



## Tool 1: Connecting the EU Funds with the EU's regulatory framework on gender equality

### Introduction to the tool

This tool outlines the major EU policies and gender equality objectives that are relevant to the European Union Funds <sup>(31)</sup>. It aims to support Member States and managing authorities to align their planning and implementation of EU Funds programmes with the EU's gender equality strategies and regulatory frameworks.

### Legislative and regulatory basis for EU policies on gender equality

The European Union is based on the rule of law. This means that every action taken by the EU is founded on treaties that have been approved voluntarily and democratically by all EU Member States. Treaties are binding agreement between EU Member States that set out EU objectives, rules for EU institutions, how decisions are made, and the relationship between the EU and its Member States <sup>(32)</sup>.



### The EU's approach to gender equality

Equality between women and men is recognised by the EU as a fundamental principle, a core value of the EU and a necessary condition for the achievement of the EU objectives of growth, employment and social cohesion.

Since 1996, the Commission has committed itself to a dual approach towards realising gender equality. This approach involves mainstreaming a gender perspective in all policies, while also implementing specific measures to eliminate, prevent or remedy gender inequalities. Both approaches go hand in hand, and one cannot replace the other. Gender mainstreaming is not a policy goal in itself, but a means to achieve gender equality.

Source: EIGE (2016), *What Is Gender Mainstreaming?*, EIGE, Vilnius. Available at: <https://eige.europa.eu/sites/default/files/documents/mh0216878enn.pdf>

Gender equality is a fundamental value of the European Union enshrined in overarching EU legal and policy documents.

- Articles 2 and 3(3) of the founding [Treaty on European Union](#) <sup>(33)</sup> (TEU), Articles 21 and 23

of the [Charter of Fundamental Rights](#) <sup>(34)</sup> and Article 8 of the [Treaty on the Functioning of the European Union](#) <sup>(35)</sup> (TFEU) call for equality between women and men. Article 8 of the TFEU, for example, explicitly requires the Union to 'eliminate inequalities and promote equality

<sup>(31)</sup> Based on the Commission's proposal for the post-2020 CPR.

<sup>(32)</sup> European Union (n.d.), *EU Treaties*, EU, Brussels. Available at: [https://europa.eu/european-union/law/treaties\\_en](https://europa.eu/european-union/law/treaties_en)

<sup>(33)</sup> European Union (2007), *Treaty on European Union*, EU, Brussels. Available at: <https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=cel-ex%3A12012M%2FTXT>

<sup>(34)</sup> European Union (2000), *Charter of Fundamental Rights of the European Union*, EU, Brussels. Available at: [https://ec.europa.eu/info/aid-development-cooperation-fundamental-rights/your-rights-eu/eu-charter-fundamental-rights\\_en](https://ec.europa.eu/info/aid-development-cooperation-fundamental-rights/your-rights-eu/eu-charter-fundamental-rights_en)

<sup>(35)</sup> European Union (2007), *Treaty on the Functioning of the European Union*, EU, Brussels. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A12012E%2FTXT>

between women and men through all its activities' (gender mainstreaming).

- The [Treaty of Lisbon](#) <sup>(36)</sup> includes a commitment to gender equality through Declaration No 19, annexed to the Final Act of the Intergovernmental Conference that adopted the Treaty <sup>(37)</sup>.
- The [EU Economic Growth Policy \(Europe 2020\)](#) <sup>(38)</sup> includes increasing women's labour market participation as an objective. Moreover, the [Barcelona targets](#) <sup>(39)</sup> include a specific target on childcare coverage to facilitate the reconciliation of work and private life for both women and men.
- The issues of pay gap and organisational diversity are clear priorities for the European Commission, which are directly linked with EU Funds' objectives. These European priorities have been laid down in the legally binding Directive 2014/95/EU (on disclosure of non-financial and diversity information by certain large undertakings and groups), in the non-binding Recommendation 2014/124/EU (on strengthening the principle of equal pay between men and women through transparency) and in the EU action plan 2017-2019: Tackling the gender pay gap <sup>(40)</sup>.
- The framework for [Strategic Engagement for Gender Equality 2016-2019](#) <sup>(41)</sup> highlights the EU

Funds as the EU's most important investment tool, including for promoting gender equality through:

- continued monitoring and support for Member States in attaining the Barcelona targets on childcare;
  - taking into account the results of a public consultation on work–life balance <sup>(42)</sup>;
  - supporting companies' efforts to increase women's labour market participation by facilitating Diversity Charter platforms <sup>(43)</sup>;
  - integrating a gender perspective into the implementation of the [European Agenda on Migration](#) <sup>(44)</sup>, addressing barriers to migrant women's employment and helping Member States to make full use of the possibilities offered by the European Social Fund (ESF) in this regard;
  - awareness-raising to promote women's entrepreneurship, including by launching an e-platform for women entrepreneurs (2016), creating a European Network of Women Business Angels (2016) and establishing the Network of Women's Web Entrepreneurs Hubs.
- The [2011 – 2020 Gender Equality Pact](#) <sup>(45)</sup> includes three main EU ambitions on gender equality:
    - closing the gender gaps in employment and social protection;
    - promote better work–life balance for women and men throughout the life cycle;

<sup>(36)</sup> European Parliament (2018), *Fact Sheets on the European Union: The Treaty of Lisbon*, European Parliament, Brussels. Available at: <http://www.europarl.europa.eu/factsheets/en/sheet/5/the-treaty-of-lisbon>

<sup>(37)</sup> European Parliament (2018), *Fact Sheets on the European Union: Equality between men and women*, European Parliament, Brussels. Available at: <http://www.europarl.europa.eu/factsheets/en/sheet/59/equality-between-men-and-women>

<sup>(38)</sup> European Commission (2010), *Europe 2020 Strategy*, European Commission, Brussels. Available at: [https://ec.europa.eu/info/business-economy-euro/economic-and-fiscal-policy-coordination/eu-economic-governance-monitoring-prevention-correction/european-semester/framework/europe-2020-strategy\\_en](https://ec.europa.eu/info/business-economy-euro/economic-and-fiscal-policy-coordination/eu-economic-governance-monitoring-prevention-correction/european-semester/framework/europe-2020-strategy_en)

<sup>(39)</sup> European Commission (2018), *Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Barcelona objectives on the development of childcare facilities for young children with a view to increase female labour participation, strike a work-life balance for working parents and bring about sustainable and inclusive growth in Europe*, European Commission, Brussels. Available at: [https://ec.europa.eu/info/sites/info/files/bcn\\_objectives-report2018\\_web\\_en.pdf](https://ec.europa.eu/info/sites/info/files/bcn_objectives-report2018_web_en.pdf)

<sup>(40)</sup> European Commission (n.d.), *EU Action against Pay Discrimination*. Available at: [https://ec.europa.eu/info/policies/justice-and-fundamental-rights/gender-equality/equal-pay/eu-action-against-pay-discrimination\\_en](https://ec.europa.eu/info/policies/justice-and-fundamental-rights/gender-equality/equal-pay/eu-action-against-pay-discrimination_en)

<sup>(41)</sup> European Commission (2015), *Strategic Engagement for Gender Equality 2016-2019*, European Commission, Brussels. Available at: [https://ec.europa.eu/anti-trafficking/eu-policy/strategic-engagement-gender-equality-2016-2019\\_en](https://ec.europa.eu/anti-trafficking/eu-policy/strategic-engagement-gender-equality-2016-2019_en)

<sup>(42)</sup> European Commission (2015), *First-phase consultation of social partners under Article 154 TFEU on possible action addressing work–life balance faced by working parents and caregivers*, C(2015) 7754 final, European Commission, Brussels.

<sup>(43)</sup> European Commission (2019), *Tackling Discrimination*, Directorate-General for Justice and Consumers, Brussels. Available at: [http://ec.europa.eu/justice/discrimination/diversity/index\\_en.htm](http://ec.europa.eu/justice/discrimination/diversity/index_en.htm)

<sup>(44)</sup> European Commission (2015), *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: A European agenda on migration*, COM(2015) 240 final, European Commission, Brussels. Available at: [https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/communication\\_on\\_the\\_european\\_agenda\\_on\\_migration\\_en.pdf](https://ec.europa.eu/anti-trafficking/sites/antitrafficking/files/communication_on_the_european_agenda_on_migration_en.pdf)

<sup>(45)</sup> Council of the European Union (2011), *Council conclusions of 7 March 2011 on European Pact for Gender Equality (2011-2020)*, Council of the European Union, Brussels. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52011XG0525%2801%29>

- combating all forms of violence against women.
  - The [European Pillar of Social Rights](#) <sup>(46)</sup>, introduced by EU institutions at the Social Summit for Fair Jobs and Growth in November 2017, lays down 20 key principles as a framework for convergence towards better living and working conditions across the EU. It is structured around three categories: equal opportunities and access to the labour market (including key principle 2: gender equality <sup>(47)</sup>), fair working conditions, social protection and inclusion. Linking these elements to future EU Funds implementation, especially the new European Social Fund Plus (ESF+), is meant to support the pillar's implementation.
  - The recently adopted [Work–Life Balance Directive](#) (Directive (EU) 2019/1158) <sup>(48)</sup> champions gender equality and focuses on delivering key elements of the EU Pillar of Social Rights (key principle 9: work–life balance <sup>(49)</sup>), through legal and policy measures.
    - Legal measure: the introduction of paternity leave. Fathers/equivalent second parents will be able to take at least 10 working days of paternity leave around the time of a child's birth, which will be compensated at least at the level of sick pay.
    - Legal measure: strengthening the existing right to 4 months of parental leave by making 2 of these months non-transferable from one parent to another. These will be compensated at a level to be set by Member States.
    - Policy measure: making better use of EU Funds to improve long-term care and child-care services.
    - Policy measure: removing economic disincentives for second earners that prevent women from accessing the labour market or working full-time.
- In 2015, all Member States of the United Nations — including all EU Member States — adopted the [2030 Agenda for Sustainable Development](#) <sup>(50)</sup> and its sustainable development goals (SDGs). Gender equality is a cross-cutting element of all 17 global goals, as well as a standalone goal (SDG 5: 'Achieve gender equality and empower all women and girls') <sup>(51)</sup> in its own right. Paragraph 20 of the 2030 Agenda explicitly highlights the importance of closing gender gaps and supporting gender equality by systematically mainstreaming the gender perspective, while the SDG framework also includes a specific indicator on gender budgeting (indicator 5.C.1.).



### **More on the UN SDGs targeting closing gender gaps and supporting gender equality (paragraph 20 of the 2030 Agenda)**

*Realizing gender equality and the empowerment of women and girls will make a crucial contribution to progress across all the Goals and targets. The achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities. Women and girls must enjoy equal access to quality education,*

<sup>(46)</sup> European Commission (2017), *European Pillar of Social Rights*, European Commission, Brussels. Available at: [https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/european-pillar-social-rights\\_en](https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/european-pillar-social-rights_en)

<sup>(47)</sup> Key principle 2 (gender equality) specifies that 'Equality of treatment and opportunities between women and men must be ensured and fostered in all areas, including regarding participation in the labour market, terms and conditions of employment and career progression. Women and men have the right to equal pay for work of equal value.' For more information, see: [https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/european-pillar-social-rights/european-pillar-social-rights-20-principles\\_en](https://ec.europa.eu/commission/priorities/deeper-and-fairer-economic-and-monetary-union/european-pillar-social-rights/european-pillar-social-rights-20-principles_en)

<sup>(48)</sup> Directive (EU) 2019/1158 of the European Parliament and of the Council of 20 June 2019 on work–life balance for parents and carers and repealing Council Directive 2010/18/EU. Available at: [https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.L\\_.2019.188.01.0079.01.ENG](https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.L_.2019.188.01.0079.01.ENG)

<sup>(49)</sup> Key principle 9 (work–life balance) specifies that 'Parents and people with caring responsibilities have the right to suitable leave, flexible working arrangements and access to care services. Women and men shall have equal access to special leaves of absence in order to fulfil their caring responsibilities and be encouraged to use them in a balanced way.'

<sup>(50)</sup> United Nations General Assembly (2015), *Resolution adopted by the General Assembly on 25 September 2015 — Transforming our world: the 2030 Agenda for Sustainable Development*. UNGA, New York. Available at: [https://www.un.org/ga/search/view\\_doc.asp?symbol=A/RES/70/1&Lang=E](https://www.un.org/ga/search/view_doc.asp?symbol=A/RES/70/1&Lang=E)

<sup>(51)</sup> UN Women (2015), *SDG 5: Achieve gender equality and empower all women and girls*, UN Women, New York. Available at: <http://www.unwomen.org/en/news/in-focus/women-and-the-sdgs/sdg-5-gender-equality>

*economic resources and political participation as well as equal opportunities with men and boys for employment, leadership and decision-making at all levels. We will work for a significant increase in investments to close the gender gap and strengthen support for institutions in relation to gender equality and the empowerment of women at the global, regional and national levels. All forms of discrimination and violence against women and girls will be eliminated, including through the engagement of men and boys. The systematic mainstreaming of a gender perspective in the implementation of the Agenda is crucial.*

### Concrete requirements for considering gender equality within the EU Funds

The European Commission's proposal for 2021-2027 regulations defines a number of **concrete requirements and duties** for Member States and managing authorities when programming and implementing EU Funds programmes. These **form the minimum requirements for considering gender equality in the EU Funds**. However, they can also be used as anchor points to go beyond basic requirements on fully implementing the dual approach to gender equality within the EU Funds, in line with treaty obligations.

The requirements laid down in the proposal for the **CPR** (COM(2018) 375 final) comprise:

- the requirement to consider gender equality as a horizontal principle (CPR, recital (5));
- the definition of partners to be involved in programming processes and during the implementation of programmes, including 'bodies responsible for promoting ... gender equality' (CPR, Article 6);
- the duty for managing authorities to 'establish and apply criteria and procedures which are non-discriminatory, transparent, [and] ensure gender equality' (CPR, Article 67).

The requirement to **consider gender equality as a horizontal principle** is to be understood as the aim of complying with the EU's dual approach to gender equality, including specific measures and gender mainstreaming more broadly.



#### **More on gender equality as a horizontal principle (CPR, COM(2018) 375 final, recital (5))**

*Horizontal principles as set out in Article 3 of the Treaty on the European Union ('TEU') and in Article 10 of the TFEU, including principles of subsidiarity and proportionality as set out in Article 5 of the TEU should be respected in the implementation of the Funds, taking into account the Charter of Fundamental Rights of the European Union. Member States should also respect the obligations of the UN Convention on the Rights of Persons with Disabilities and ensure accessibility in line with its article 9 and in accordance with the Union law harmonising accessibility requirements for products and services. Member States and the Commission should aim at eliminating inequalities and at promoting equality between men and women and integrating the gender perspective, as well as at combating discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. The Funds should not support actions that contribute to any form of segregation.*



Article 6, on partnerships and multilevel governance, requires the **involvement**

**of partners** in all efforts to promote gender equality.



### **More on the involvement of partners to promote gender equality (CPR, COM(2018) 375 final, Article 6)**

*1. Each Member State shall organise a partnership with the competent regional and local authorities. That partnership shall include at least the following partners:*

- (a) urban and other public authorities;*
- (b) economic and social partners;*
- (c) relevant bodies representing civil society, environmental partners, and bodies responsible for promoting social inclusion, fundamental rights, rights of persons with disabilities, gender equality and non-discrimination.*

Article 67 lays down general requirements for **gender-sensitive project selection criteria and**

**procedures** under the ambit of the 'Selection of operations by the managing authority'.



### **More on project selection criteria (CPR, COM(2018) 375 final, Article 67)**

*1. For the selection of operations, the managing authority shall establish and apply criteria and procedures which are non-discriminatory, transparent, ensure gender equality and take account of the Charter of Fundamental Rights of the European Union and the principle of sustainable development and of the Union policy on the environment in accordance with Articles 11 and 191(1) of the TFEU.*

In addition to the CPR, further requirements for considering gender equality are defined in fund-specific regulations. This is especially true of the ESF+, while the ERDF, Cohesion Fund and EAFRD largely restate requirements already defined in the proposed CPR.

#### *European Social Fund Plus*

The ESF+ regulation (COM(2018) 382 final) includes

specific objectives, one of which focuses on promoting women's labour market participation and ensuring better work-life balance, including access to childcare (ESF+ regulation, Article 4). It explicitly calls for actions to support equality between men and women, for instance its call for equal opportunities to 'ensure equality between men and women throughout their preparation, implementation, monitoring and evaluation' (ESF+ regulation, Article 6).



### **More on gender equality requirements in the ESF+ regulation (COM(2018) 382 final)**

*[Article 4, Specific objectives]: The ESF+ shall support the following specific objectives in the policy areas of employment, education, social inclusion and health and thereby also contributing to the policy objective for 'A more social Europe — Implementing the European Pillar of Social Rights' set out in Article [4] of the [future CPR]: [...] (iii) promoting women's labour market participation, a better work/life balance including access to childcare, a healthy and well-adapted working environment addressing health risks, adaptation of workers, enterprises and entrepreneurs to change, and active and healthy ageing.*

*[Article 6, Equality between men and women and equal opportunities, and non-discrimination]:*  
1. All programmes implemented under the ESF+ strand under shared management, as well as the operations supported by the Employment and Social Innovation and Health strands shall ensure equality between men and women throughout their preparation, implementation, monitoring and evaluation. They shall also promote equal opportunities for all, without discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation throughout their preparation, implementation, monitoring and evaluation.

2. The Member States and the Commission shall also support specific targeted actions to promote the principles referred to in paragraph 1 within any of the objectives of the ESF+, including the transition from residential/institutional care to family and community-based care.

*[Preface]: (13) The ESF+ should aim to promote employment through active interventions enabling (re) integration into the labour market, notably for youth, the long-term unemployed and the inactive, as well as through promoting self-employment and the social economy. The ESF+ should aim to improve the functioning of labour markets by supporting the modernisation of labour market institutions such as the Public Employment Services in order to improve their capacity to provide intensified targeted counselling and guidance during the job search and the transition to employment and to enhance workers' mobility. The ESF+ should promote women's participation in the labour market through measures aiming to ensure, amongst others, improved work/life balance and access to childcare. The ESF+ should also aim to provide a healthy and well-adapted working environment in order to respond to health risks related to changing forms of work and the needs of the ageing workforce.*

*(28) The Member States and the Commission should ensure that ESF+ contributes to the promotion of equality between women and men in accordance with Article 8 TFEU to foster equality of treatment and opportunities between women and men in all areas, including regarding participation in the labour market, terms and conditions of employment and career progression. They should also ensure that the ESF+ promotes equal opportunities for all, without discrimination in accordance with Article 10 TFEU and promotes the inclusion in society of persons with disabilities on equal basis with others and contributes to the implementation of the United Nations Convention on the Rights of Persons with Disabilities. These principles should be taken into account in all dimensions and in all stages of the preparation, monitoring, implementation and evaluation of programmes, in a timely and consistent manner while ensuring that specific actions are taken to promote gender equality and equal opportunities. The ESF+ should also promote the transition from residential/institutional care to family and community-based care, in particular for those who face multiple discrimination. The ESF+ should not support any action that contributes to segregation or to social exclusion. Regulation (EU) No [future CPR] provides that rules on eligibility of expenditure are to be established at national level, with certain exceptions for which it is necessary to lay down specific provisions with regard to the ESF+ strand under shared management.*

*(33) Lack of access to finance for microenterprises, social economy and social enterprises is one of the main obstacles to business creation, especially among people furthest from the labour market. The ESF+ Regulation lays down provisions in order to create a market eco-system to increase the supply of and access to finance for social enterprises as well as to meet demand from those who need it most, and in particular the unemployed, women and vulnerable people who wish to start up or develop a microenterprise. This objective will also be addressed through financial instruments and budgetary guarantee under the social investment and skills policy window of the InvestEU Fund.*



## Sharing experiences with the Community of Practice on Gender Mainstreaming — the STANDARD for ESF (2014-2020)

The European Commission set up a Community of Practice on Gender Mainstreaming (GenderCoP) within the ESF during the programming period 2007-2013, in the context of transnational cooperation. This community of experts represented a learning network to support managing authorities and intermediary bodies within the ESF to make better use of gender-mainstreaming strategies when implementing the ESF's priority axes. Members of GenderCoP produced a EU STANDARD — a guideline on how to implement a gender perspective in all phases of the ESF's management. The GenderCoP STANDARD was piloted in four Member States: Flanders (Belgium), Czechia, Finland and Sweden. The European Commission encouraged all Member States to use the standard, by formally endorsing it.

The STANDARD developed in the EU Funds period 2007-2013 aims to guide informed gender-sensitive programming and the implementation of ESF programmes. This period was marked by more concrete aims and ambitions regarding gender-sensitive implementation in the scope of the ESF than in all other funds. The STANDARD contains highly valuable experiences, explanations and best practice examples of how gender equality can be integrated into ESF procedures and priorities. It can be used both as a guide to implementing gender mainstreaming within the ESF and as a tool for assessing and monitoring existing practices. More specifically, the STANDARD contains requirements for implementing gender mainstreaming and specific actions in the ESF, at both the EU and national levels. At the national level, requirements are set out for national or subnational OPs, national or subnational implementation, and projects. In the STANDARD, a general model is used to describe the ESF.

The STANDARD also highlights the importance of coherently integrating a gender perspective into EU Funds procedures, from the EU level (budget and regulations) to priorities and 'next' levels (Member States' planning, programming and definition of conditions and selection criteria for projects). As gender equality is a transversal objective, coherence is an **obligation** at different policy levels. The STANDARD was designed to coherently integrate gender equality, and the dual approach to gender equality, into all steps of ESF management. Coherence between different policy cycles and procedures is important. This is because each level provides the background for the next level. Without coherence, projects funded by EU Funds cannot successfully integrate a gender equality dimension.

For more information on the STANDARD, [click here](#)

For more information on more GenderCoP documents, [click here](#)

### European Regional Development Fund and Cohesion Fund

The ERDF's and Cohesion Fund's specific regulation (COM(2018) 372 final) restates the requirement to consider gender equality as a horizontal principle, following the definition laid down in the CPR <sup>(52)</sup> (recital (5)).

### European Agricultural Fund for Rural Development

The EAFRD's specific regulation (COM(2018) 392 final) reiterates the need to involve 'bodies responsible for ... gender equality' as partners 'where relevant' (Article 94). It also defines the requirement for managing authorities to inform bodies that promote equality between men and women of possibilities for receiving funding (Article 110).



#### More on the requirement to inform bodies that work on gender equality of possibilities for receiving funding in the CAP/EAFRD regulation (COM(2018) 392 final)

*[Article 94, Procedural requirements]: 3. Each Member State shall organise a partnership with the competent regional and local authorities. The partnership shall include at least the following partners:*

*(a) relevant public authorities;*

*(b) economic and social partners;*

*(c) relevant bodies representing civil society and where relevant bodies responsible for promoting social inclusion, fundamental rights, **gender equality** and non-discrimination.*

*Member States shall involve those partners in the preparation of the CAP [Common Agricultural Policy] Strategic Plans.*

*[Article 110, Managing authority — coordination and governance]: 2. The Managing Authority shall be responsible for managing and implementing the CAP Strategic Plan in an efficient, effective and correct way. In particular, it shall ensure that: [...] (k) **publicity is made for the CAP Strategic Plan, including through the national CAP network, by informing potential beneficiaries, professional organisations, the economic and social partners, bodies involved in promoting equality between men and women, and the non-governmental organisations concerned, including environmental organisations, of the possibilities offered by the CAP Strategic Plan and the rules for gaining access to the CAP Strategic Plan funding as well as by informing beneficiaries and the general public of the Union support for agriculture and rural development through the CAP Strategic Plan.***

### EU Funds' enabling conditions

Linked to the overall policy objective of 'A more social Europe by implementing the European Pillar of Social Rights', Annex IV of the CPR specifies the need for a 'National strategic framework for gender equality' as the enabling condition applicable to the ERDF, ESF+ and Cohesion Fund (according to the proposed CPR, Article 11(1)). This must be

fulfilled only if a Member State chooses to implement one of the following two specific objectives through an OP:

- ERDF 4.1: enhancing the effectiveness of labour markets and access to quality employment through developing infrastructure;
- ESF+ 4.1.3: promoting women's labour market participation, a better work-life balance

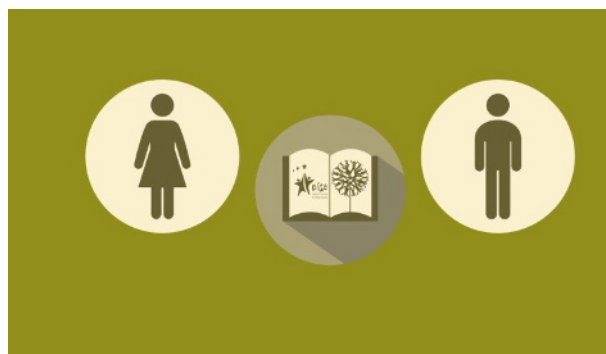
<sup>(52)</sup> COM(2018) 372 final, recital (5), states that 'Horizontal principles as set out in Article 3 of the Treaty on European Union ("TEU") and in Article 10 of the TFEU, including principles of subsidiarity and proportionality as set out in Article 5 of the TEU, should be respected in the implementation of the ERDF and the Cohesion Fund, taking into account the Charter of Fundamental Rights of the European Union. Member States should also respect the obligations of the UN Convention on the Rights of Persons with Disabilities and ensure accessibility in line with its article 9 and in accordance with the Union law harmonising accessibility requirements for products and services. Member States and the Commission should aim at eliminating inequalities and at promoting equality between men and women and integrating the gender perspective, as well as at combating discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. The Funds should not support actions that contribute to any form of segregation.'

including access to childcare, a healthy and well-adapted working environment addressing health risks, adaptation of workers, enterprises and entrepreneurs to change, and active and healthy ageing.

In terms of funding for one of these two specific objectives selected by a Member State, their national strategic policy framework for gender equality must fulfil the following requirements at national level (CPR, Annex IV, 'Thematic enabling conditions applicable to ERDF, ESF+ and the Cohesion Fund — Article 11(1)'):

1. the evidence-based identification of challenges to gender equality (see [Tool 2](#));
2. measures to address gender gaps in employment, pay and pensions, while promoting work-life balance, including through improving access to early childhood education and care, with established targets (see [Tool 3](#), [Tool 4](#) and [Tool 6](#));
3. arrangements for monitoring, evaluating and reviewing the strategic policy framework ([Tool 6](#)) and data collection methods (see [Tool 8](#) and [Tool 11](#));
4. arrangements for ensuring that the framework's design, implementation, monitoring and review are conducted in close cooperation with equality bodies, social partners and relevant civil society organisations (see [Tool 5](#)).

## Additional resources



Learn more on the EU's work and policies on gender equality by visiting:

- [Gender equality in the European Union](#)
- [European Institute for Gender Equality](#)

Consult the Commission's proposal for 2021-2027 regulations:

- [Common Provision Regulation \(COM\(2018\) 375 final\)](#)
- [ESF+ regulation \(COM\(2018\) 382 final\)](#)
- [ERDF and Cohesion Fund regulation \(COM\(2018\) 372 final\)](#)
- [CAP/EAFRD regulation \(COM\(2018\) 392 final\)](#)
- [European Maritime and Fisheries Fund \(EMFF\) regulation \(COM\(2018\) 390 final\)](#)

# National/subnational programming- and project-level support



## Tool 2: Analysing gender inequalities and gender needs at the national and subnational levels

### Introduction to the tool

The tool offers guidance on how to assess gender inequalities and gender needs in EU Funds programmes. It has been designed for EU Member States and managing authorities at the national and subnational levels.

Gender analysis is the basis for effectively considering gender equality throughout the entire programming period. Gender impact assessments look for, and use, reliable data to describe the current situation for target groups. Such assessments identify specific gaps and inequalities, especially in relation to regional economic development, labour market participation, unpaid work, supporting improved care provision and practices to improve work–life balance for both women and men. Interventions related to infrastructure investments or specific economic sectors (such as fisheries and agriculture) are also important areas for reducing economic differences between women and men.

For the EU Funds, gender analysis is necessary for various purposes.

- **Advancing the dual approach to gender equality.** According to the dual approach adopted by the European Commission, special actions are one way to directly address existing inequalities, whereas gender mainstreaming is a longer-term strategy to strengthen gender equality policymaking. Specific projects can also be developed to address gender gaps and advance equality. Gender inequality is a key area for the EU Funds to address. A socioeconomic gender analysis identifies the differences and specific needs of women and men. Therefore, it is needed to inform and justify the priorities of OPs. Gender analysis and assessments must be used when developing objectives and indicators in Partnership Agreements (PAs), OPs

and projects.

- **Ensuring quality and effectiveness.** The EU Funds are meant to be used as effectively as possible to benefit the whole population. This means that, when using EU finances to pursue EU strategic goals on economic growth, employment and social inclusion, the funds must simultaneously be used to advance gender equality and deliver better outcomes for women and men in all their diversity. Gender impact assessments should be part of baseline assessments, socioeconomic analysis, objective setting and indicator frameworks that inform the funds' implementation and structure EU Funds' monitoring, evaluation and reporting processes. Analysing the causes of inequalities makes it possible to set gender-relevant goals and pursue activities that contribute to overall strategic goals.
- **Targeting underprivileged or disadvantaged groups of women and men.** Gender analysis considers the different experiences of women and men depending on their different characteristics, such as age, income, poverty level, urban/rural location, disability, race or ethnicity. This intersectional analysis of the characteristics that affect women's and men's daily lives is essential to understand inequality. In turn, this understanding is key to informing the development of programmes and projects within the EU Funds that respond to these differences and, thereby, deliver more effective results.
- **Responding to specific local data.** The local labour market is vital for informing subnational programmes and local projects. Such data must consider the different situations of women and men in terms of occupational and sectoral distribution, the availability of local childcare and other social care facilities, the extent of integrated transport, local training provision and gaps in skills development, the current

pay gap, the distribution of paid and unpaid work, and information from time use studies.

### Steps to assess and analyse gender inequalities and needs

When designing EU Funds' OPs, a range of tools can be used, such as strengths, weaknesses, opportunities and threats (SWOT) analysis for analysing needs and setting strategic goals.

For the step-by-step toolkit, a general model for integrating the gender equality perspective in EU Funds was developed. However, there are substantial national differences in terms of the implementation system, such as the following.

- **Programme-based.** Some Member States or regions develop programmes out of the overall thematic priorities defined in the OPs. These programmes are often run by different ministries or departments of ministries.
- **Based on action plans.** Other Member States develop action plans based on the OPs, which are executed in the regions of the Member States.
- **Based on tendering.** A third version of implementation is the tendering of calls for projects directly from the OP priorities with no intermediate bodies (for instance ministries) in between.

These different procedures and systems could mean that implementation requirements are formulated not in a programme or an action plan but in other documents steering the implementation. However, the general principles and requirements set out in the step-by-step toolkit can be used regardless of implementation system.

Follow these steps to ensure the accurate, relevant analysis and assessment of gender inequalities and needs.

#### Step 1. Collect information and disaggregated data on the target group

Consider using disaggregated data to inform any analytical exercises. This means that statistics on the target group are disaggregated by characteristics such as sex, gender, age, race, ethnicity, disability, socioeconomic status, education level, employment in different sectors, entrepreneurship in different sectors, salary levels, and other relevant

factors. When collecting these data, remember some key principles.

- It is important that data always be disaggregated by sex as a primary, overall classification. For example, when collecting statistics on 'young people' or 'older people', make sure that the target group is disaggregated by sex.
- In addition to quantitative data on specific characteristics, analysis needs to take into account qualitative data on people's lived experiences. Crucially, it must identify how services are used differently by different people, and what resources should be allocated to address these differences.
- Qualitative research is also needed to identify the causes of inequality. Only by understanding these underlying reasons can we ensure that projects meaningfully advance greater equality. For example, public spaces and public transportation are used by different people — older women and men, younger women and men, children, parents and carers, people travelling to work — in different ways depending on the time of day, their income levels, their work and childcare arrangements, etc. Gender-sensitive analysis must take a broad view of what a range of data tells us about people's everyday lives.
- It is important to use information from a range of sources (e.g. local and subnational studies or consultations) and combine various data sources (e.g. data from statistical offices, academic works and policy reports) for a comprehensive understanding of on-the-ground realities.
- When data on race or ethnicity, age, disability or sex are not available, this should be identified as a gap. Activities to improve available data could be part of programmes and local projects. Efforts to improve data could be considered in project objectives and reporting.
- Gender-specific data on work-life balance help to better understand how work and care responsibilities are divided between women and men. Data on employment and time use shed light on gendered patterns of paid and unpaid work.
- It is vital to tailor any analysis to the local context, including by analysing local data. This can be done by involving national or local gender experts, consulting civil society organisations — especially women's organisations — making use of national research and triangulating information.

Useful data sources include:

- [Gender Equality Index](#) <sup>(53)</sup>, which provides data from all EU Member States on eight domains — work, money, knowledge, time, power, health, violence against women and intersecting inequalities;
- [EIGE's Gender Statistics Database](#) <sup>(54)</sup>, a comprehensive knowledge centre for gender statistics and information on various aspects of (in)equalities between women and men;
- [Eurostat gender statistics](#) <sup>(55)</sup>, which presents statistics in a way that is easy to understand, complete with a [statistical glossary](#) and links to further information, the latest data and metadata.

## Step 2. Identify existing gender inequalities and their underlying causes

Once you have the data needed to form a clear picture of the target group, it is important to identify existing gender inequalities and the reasons why they exist. Use the key questions below to guide this step. These questions specifically aim to strengthen the focus on work–life balance. They can be used to complement general analysis to identify inequalities between women and men in access to resources (work, money, power, health, well-being, security, knowledge and education, mobility, time, etc.) and their exercise of fundamental rights (civil, social and political) <sup>(56)</sup>.

### General questions to ask

- What differences are there between women's and men's participation in the labour market? In which occupational areas are women or men predominant?
- What are the differences in women's and men's earning levels? Are there significant differences in how many women and men work part-time? Do more women than men have more than one part-time job?
- What do data on time use or service use tell

us about how women and men allocate their time? What does this tell us about gaps in local services, regarding availability and timings?

- Are more women than men providing care for children and other family members? Which age groups among women and men provide more unpaid care? For example, do younger women provide more childcare than men? Do older men provide care for their spouses? What services might support different people in these roles and enhance their well-being?

### Questions specific to the European Regional Development Fund and Cohesion Fund

- What differences are there between women and men in information and communication technology (ICT)?
- What differences are there between women and men in research and innovation capacities, and the uptake of advanced technologies?
- What differences are there between women and men in skills and entrepreneurship?
- How might infrastructure and ICT solutions help to address care needs, build skills and expand employment opportunities?
- Is there a need for gender capacity development for programme authorities and bodies linked to the implementation of the funds?

### Questions specific to the European Social Fund Plus

- Are there gender differences between unemployed young people, women and men job seekers and inactive people?
- Are both women and men being targeted for self-employment and the social economy?
- Is there a need for more tailor-made assistance and support for labour market matching, transitions and mobility for groups of women and men?
- Do available data suggest that work–life balance challenges are constraining women's employment opportunities?

<sup>(53)</sup> EIGE (2019), *Gender Inequality Index*, EIGE, Vilnius. Available at: <https://eige.europa.eu/gender-equality-index>

<sup>(54)</sup> EIGE (2019), *Gender Statistics Database*, EIGE, Vilnius. Available at: <https://eige.europa.eu/gender-statistics/dgs>

<sup>(55)</sup> Eurostat (2019), *Gender Statistics*, Eurostat, Brussels. Available at: [https://ec.europa.eu/eurostat/statistics-explained/index.php/Gender\\_statistics](https://ec.europa.eu/eurostat/statistics-explained/index.php/Gender_statistics)

<sup>(56)</sup> For further guidance, see: <https://eige.europa.eu/gender-mainstreaming/toolkits/gender-impact-assessment/step-3-gender-sensitive-analysis>



### *Questions specific to the European Maritime and Fisheries Fund and common agricultural policy*

- What differences are there between women and men employed in the fisheries sector? Which occupational areas do women or men predominate in?
- What are the differences in earnings levels between women and men? Are there significant differences in women and men working part-time?
- Are there gender differences related to skills and entrepreneurship?
- Is there a need to specifically focus on viable incomes for women in farming?
- Is there a need to improve women farmers' position in the value chain?
- Is there a need to attract young women and men into farming and facilitate their business development in rural areas?

### *Questions specific to the European Agricultural Fund for Regional Development*

- What differences are there between women's and men's employment in the region or at the subnational level? Which occupational areas do women or men predominate in?
- What are the differences in earnings levels between women and men farmers?

### **Step 3. Consult directly with the target groups**

It is important to consider consulting directly with target groups. Above all, it is vital to ensure that women's organisations are consulted and their views taken into account when developing OPs, creating programme intervention proposals and designing projects. Useful consultation questions include the following.

- What are the group's lived realities, expectations and needs?
- Are these different for women and men?
- Does the planned intervention address the needs of both men and women? Does it take into account their different interests, roles and positions?
- How can interventions better contribute to meeting women's and men's needs?

### **Step 4. Draw conclusions**

Based on the data gathered, the gender inequalities and underlying causes identified, and the stakeholders consulted, the analysis can draw evidence-based conclusions to inform effective programmes and projects. It is important to link gender inequalities and needs to national and subnational gender policies and goals. Key questions to ask are:

- What consequences will the intervention have on the target group, labour market or project?
- How might gender differences affect the chances of reaching EU Funds' goals within the intervention?

When drawing conclusions, it is also important to seek out local expertise by involving national/local gender experts and civil society organisations — especially women's organisations — and to triangulate information by making use of national research.

Reflect on how inequalities between women and men in access to resources (work, money, power, health, well-being, security, knowledge and education, mobility, time, etc.) and their exercise of fundamental rights (civil, social and political) affect the intervention because of the sex of or the gender roles attributed to men and women. Key questions to ask include the following.

- Will the division of unpaid and paid work between women and men change as a consequence of the proposed intervention? If so, what kind of changes will it provoke? Will it reduce gender gaps? Will it increase men's engagement in unpaid care work?
- Will the representation of women in decision-making bodies change as a consequence of the proposed intervention? If so, what changes will occur?
- Will the unequal distribution of income between women and men change? If so, what changes will occur?
- Will women's full-time employment be increased? If so, what changes will occur?
- Will gender segregation in the labour market be reduced? If so, what changes will occur?
- Will inequalities between women and men in access to resources be reduced? If so, in what ways?



## Sweden: integrating a gender perspective in national programming

The Swedish ESF uses a checklist at the national policy level to assess gender equality needs. This analysis makes the ESF very effective in addressing the different needs of the whole population, as the checklist reveals the situations and needs of both women and men. This proves fundamental when preparing PAs and OPs, ensuring that these improve the well-being of both women and men. In each focus area (e.g. transport, entrepreneurship, youth unemployment), women's and men's situations must be described using sex-disaggregated



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data and gender-sensitive statistical analysis. Once this analysis identifies the differentiated responsibilities and needs of women and men, indicators are developed to track how their situations change throughout the programme. For example, differences between women and men have been identified in:

- travel time;
- working hours;
- levels of entrepreneurship;
- patterns of unemployment, health or education.

The causes and effects of these differences are analysed by the Swedish ESF. Organisations that work on gender equality and women's rights are involved, alongside experts on gender equality and human rights, as key partners contributing to the analysis. A socioeconomic analysis and SWOT analysis are undertaken considering the lived realities of women and men in all their diversity. Based on the analysis, goals for gender equality are formulated in the PA and OP.

Sweden's experience also reveals that it is not enough simply to measure numbers of women and men. Gender must be coupled with other socio-demographic indicators, such as age, location, education level, socioeconomic situation, race, ethnicity and other characteristics, to better understand the intersections between different inequalities, and improve the lives of those most in need.

The Swedish ESF checklist at the national policy level:

- identifies gender differences and their underlying causes;
- describes gender issues in different areas of intervention, structures and processes, such as budgetary issues and decision-making;
- integrates gender equality in all phases of the analysis rather than in one separate section;
- ensures that the preliminary socioeconomic analysis assesses the differences between women and men in each sphere of life;
- addresses women's and men's economic and social conditions (e.g. the gendered effects of the economic crisis, their influence on access to resources, the distribution of paid and unpaid work);
- examines the extent to which EU and national equality goals have been achieved, and remaining barriers to fully achieving them;
- sets specific goals to specifically address the inequalities identified in the socioeconomic analysis;

- ensures that all goals have an equality dimension by asking:
  - what gender equality dimensions need to be taken into account (recalling that goals may be ineffective or counterproductive if we assume that they are gender neutral);
  - if the goals reinforce inequalities (for example, if efforts to improve work–life balance only focus on women, can this strengthen stereotypes and entrench gender roles?);
- makes measurable gender equality indicators available to follow up on developments towards the goals;
- includes partners responsible for promoting gender equality and non-discrimination, alongside civil society organisations working on equality;
- includes on the monitoring committee people who are responsible for promoting equality and non-discrimination, alongside civil society organisations working on equality;
- ensures that a competence development plan for gender equality for management and other staff exists;
- establishes a support structure to contribute to the implementation of the horizontal equality principle;
- includes information on special efforts to advance gender equality and gender mainstreaming in annual and other reports and evaluations;
- demands gender equality competence in procurement processes for *ex ante* evaluations, learning evaluations and *ex post* evaluations.

For more information on the Swedish ESF, [click here](#)

### Additional resources

Consult gender analysis tools:

- [4R method](#)
- [SWOT](#)

Consult further information on:

- [Gender analysis](#)
- [Gender-mainstreaming concepts and definitions](#)

- [Gender implications for employment, labour market policies and reforms](#)
- [Gender mainstreaming and entrepreneurship](#)
- [Gender mainstreaming in agriculture and rural development](#)
- [Reconciliation of work and private life](#)
- [EIGE's Gender Institutional Transformation Toolkit](#)



## Tool 3: Operationalising gender equality in policy objectives (in Partnership Agreements) and specific objectives/ measures (in Operational Programmes)

### Introduction to the tool

This tool can be used by Member States when developing PAs, and by managing authorities at the national and subnational levels when developing OPs, to promote equality between women and men in all their diversity across the EU. This tool will allow you to:

- identify aspects of your chosen policy objectives that affect gender equality (at the PA level);
- define specific aspects of your chosen policy objectives to advance gender equality (at the PA level);
- justify selected aspects;
- align these aspects with specific objectives/ measures in your OPs to advance gender equality at the national or subnational level (at the OP level);
- check whether or not EU regulatory and policy commitments on gender equality are well integrated in PAs and OPs.

Article 17 of the [CPR](#) defines the content of ESF+, ERDF, Cohesion Fund and EMFF programmes, specifying that:

*Each programme shall set out a strategy for the programme's contribution to the policy objectives.*

*A programme shall consist of priorities. Each priority shall correspond to a single policy objective or to technical assistance. A priority corresponding to a policy objective shall consist of one or more specific objectives. More than one priority may correspond to the same policy objective.*

These policy objectives are:

- a smarter Europe — innovative and smart economic transformation;

- a greener, low-carbon Europe;
- a more connected Europe — mobility and regional ICT connectivity;
- a more social Europe — implementing the European Pillar of Social Rights;
- a Europe closer to its citizens — the sustainable, integrated development of urban, rural and coastal areas through local initiatives.

For the EAFRD, priorities of the common agricultural policy (CAP) are the basis for programming. Article 39 of the TFEU sets out its objectives:

- increasing agricultural productivity by promoting technical progress and ensuring the rational development of agricultural production and the optimal utilisation of the factors of production, particularly labour;
- ensuring a fair standard of living for the agricultural community, in particular by increasing the individual earnings of persons engaged in agriculture;
- stabilising markets;
- ensuring the availability of supplies;
- ensuring that supplies reach consumers at reasonable prices.

At first glance, not all of these objectives may appear relevant to gender equality. However, gender equality is part and parcel of every sphere of life and every objective — there is no such thing as a gender-neutral objective.

Moreover, some of the SDGs of the UN Agenda 2030 are in line with EU cohesion policies and therefore relevant to the EU Funds as well. [SDG 5](#) is to achieve gender equality and empower all women and girls, and includes nine targets, of which some are highly relevant and directly reflect important gender equality objectives for the EU Funds.



## More on targets of SDG 5 — Achieve gender equality and empower all women and girls

The world has achieved progress towards gender equality and women's empowerment under the Millennium Development Goals but women and girls continue to suffer discrimination and violence in every part of the world. Many targets in the context of SDG 5 are very general and do not go beyond EU primary law on gender equality. Nevertheless, others (indicated in bold letters) are highly relevant and directly reflect important gender equality objectives for the EU Funds.

**5.1 End all forms of discrimination against all women and girls everywhere**

*5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation*

*5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation*

**5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate**

**5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decisionmaking in political, economic and public life**

*5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences*

**5.A Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws**

**5.B Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women**

**5.C Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels**

Source: <https://www.un.org/sustainabledevelopment/gender-equality/>

### Steps for operationalising gender equality in Partnership Agreements and Operational Programmes

This section contains two checklists:

- one on developing PAs;
- one on developing OPs.

Each of these checklists contains the steps defined by the CPR to develop these overarching European Union Funds instruments, except for the EAFRD<sup>(57)</sup>. For each step, you will find a checkbox with questions and practical examples on how

to identify, define and justify aspects connected to gender equality.

### General guidance on operationalising gender equality when developing policy objectives, specific objectives and measures

The checklists below follow seven main steps:

1. make sure that the required context analysis is carried out in a gender-sensitive manner;
2. integrate other available information on existing gender inequalities, e.g. from country-specific recommendations;

<sup>(57)</sup> EAFRD priorities are defined by the CAP, and it has not been included below. However, some questions could still be applicable to the EAFRD.

3. build on existing EU and national norms and requirements to integrate gender equality (see [Tool 1](#))
4. clearly link the horizontal principle of gender equality to priorities, objectives and measures by building on the findings of Steps 1-3;
5. ensure that financial allocations promote gender equality at the national and/or subnational level, for example in terms of equality in employment, income, mobility and the distribution of paid and unpaid work;
6. developing sex-disaggregated indicators as a standard, and specific gender indicators wherever relevant;
7. make sure that all relevant staff have the requisite capacity on gender equality by delivering capacity building and establishing support structures on gender equality.

These seven steps are complemented by specific questions that specifically follow the format of the CPR.

## Checklist for putting the horizontal principle of gender equality into practice in Partnership Agreements

| The CPR specifies that each PA must contain the following elements   | Checklist with questions on gender equality  |
|--|--|
| <p>1. The selected <b>policy objectives</b>, indicating by which of the funds and programmes they will be pursued and a justification thereto, and where relevant, a justification for using the delivery mode of the InvestEU, taking into account relevant country-specific recommendations.</p>   | <ul style="list-style-type: none"> <li>• Does the justification of the selected policy objective(s) refer to gender equality/inequalities?               <ul style="list-style-type: none"> <li>(a) If not, has an assessment of inequalities in the area of the policy objective been carried out? (See <a href="#">Tool 2</a> for more information.)</li> <li>(b) If not, why has this not yet happened?</li> <li>(c) Consider providing the support and knowledge needed to integrate gender equality as a horizontal principle by addressing it in the justification and the selected policy objectives.</li> </ul> </li> </ul> <p><b>Remember, it is mandatory to consider gender equality and inequalities according to EU regulations</b> (see <a href="#">Tool 1</a>).</p> <ul style="list-style-type: none"> <li>• Do the country-specific recommendations include information on gender inequalities?               <ul style="list-style-type: none"> <li>(a) If yes, make sure these inequalities and recommendations are being addressed by the selected policy objectives.</li> </ul> </li> </ul>  |
| <p>2. For each of the selected policy objectives referred to in point 1:</p> <ul style="list-style-type: none"> <li>(a) a summary of the policy choices and the main results expected for each of the Funds;</li> <li>(b) including where relevant, through the use of InvestEU;</li> <li>(c) coordination, demarcation and complementarities between the funds;</li> <li>(d) where appropriate, coordination between national and regional programmes;</li> <li>(e) complementarities between the funds and other Union instruments, including L'Instrument Financier pour l'Environnement (LIFE);</li> <li>(f) strategic integrated projects and strategic nature projects.</li> </ul> | <ul style="list-style-type: none"> <li>• Does the summary include references to inequalities in the Member State and at the subnational and/or local level?               <ul style="list-style-type: none"> <li>– If not, identify relevant analysis on inequalities in the area of the policy objective that can support references to existing gender inequalities</li> </ul> </li> <li>• Are the main results connected to advancing the equality of women and men in all their diversity (which means considering not only their sex but also characteristics such as age, socioeconomic situation, disability, race, ethnicity, religion, and rural or urban location) in the Member State?               <ul style="list-style-type: none"> <li>– If not, is there a justification for why this is not the case?</li> <li>– If not, make connections between the main results and the promotion of gender equality as a horizontal principle. This can be done by ensuring that the main results contribute to specific gender equality targets, such as promoting equality in the quantity and quality of employment or reducing the wage gap between women and men.</li> </ul> </li> <li>• How are possible complementarities between the funds being taken into account to advance gender equality? (See <a href="#">Tool 4</a> for more on coordination between the funds.)</li> <li>• Have gender equality issues been considered in a coordinated matter between national and subnational programmes?               <ul style="list-style-type: none"> <li>– If not, consider ensuring that the PA explicitly addresses complementarities on promoting gender equality between national and subnational programmes, as well as between the funds and other EU instruments.</li> </ul> </li> </ul> |
| <p>3. The preliminary financial allocation from each of the funds by policy objective at national level, respecting fund-specific rules on thematic concentration.</p>   | <ul style="list-style-type: none"> <li>• Will the preliminary financial allocation influence gender equality and the lives of women and men at the national and/or subnational level?               <ul style="list-style-type: none"> <li>– If yes, how will the allocations influence women and men, for example positively or negatively? Will women and men be affected in different ways? Will these differences be justified? (For example, to compensate for structural disadvantages experienced by certain groups, fairness measures may be applied and relatively more resources allocated to such groups.) What will the impact of such differentiation be on gender equality (positive/negative)?</li> <li>– If no, identify the target group in a sex-disaggregated manner. <b>Remember, it is mandatory to consider gender equality and inequalities in EU regulations.</b></li> </ul> </li> </ul>   |
| <p>4. Where relevant, the breakdown of financial resources by category of regions drawn up in accordance with Article 102(2) and the amounts of allocations proposed to be transferred between categories of regions pursuant to Article 105.</p>  |  |
| <p>5. The amounts to be contributed to InvestEU by fund and by category of regions.</p>  |  |
| <p>6. The list of planned programmes under the funds with the respective preliminary financial allocations by fund and the corresponding national contribution by category of regions.</p>   | <ul style="list-style-type: none"> <li>• Is the list of planned programmes clearly related to the policy objectives?</li> <li>• Make sure that you can clearly distinguish the horizontal principle of gender equality by specifying relevant aims and targets related to promoting gender equality. (See <a href="#">Tool 1</a> for more information on the horizontal principle.)</li> </ul>   |

| The CPR specifies that each PA must contain the following elements  | Checklist with questions on gender equality  |
|---|--|
| <p>7. A summary of the actions which the Member State concerned shall take to reinforce its administrative capacity of the implementation of the funds.</p> | <ul style="list-style-type: none"> <li>• Are there actions that refer to gender equality based on legal obligations and gender equality commitments?                             <ul style="list-style-type: none"> <li>– If not, use <a href="#">Tool 1</a> to identify actions that should be included.</li> </ul> </li> <li>• Is a capacity development strategy in place for management and other staff, or will there be? Does it, or will it, include capacities related to gender equality?                             <ul style="list-style-type: none"> <li>– If not, make sure that capacity-building activities on gender equality reach all relevant staff so that they all have the capacities needed to effectively implement the EU’s obligations on gender equality.</li> </ul> </li> <li>• Are actors working on gender equality in the Member State — both state/public sector actors and civil society organisations — mentioned and included?                             <ul style="list-style-type: none"> <li>– If not, identify relevant actors and ensure that they are included on a regular basis.</li> </ul> </li> <li>• Is there, or will there be, a support structure for complying with the requirements of the horizontal principles, including the horizontal principle on gender equality?                             <ul style="list-style-type: none"> <li>– If not, consider establishing such a support structure. In practice, there is a lack of knowledge on what and how to comply with requirements around gender equality. For instance, the claim that ‘gender equality is not relevant’ to a particular policy area is widespread, despite gender’s relevance to all areas. A support structure can provide the guidance needed to comply with requirements in practice.</li> </ul> </li> </ul> |

### Checklist for putting the horizontal principle of gender equality into practice in Operational Programmes

| The CPR specifies that the content of each OP must contain the following elements <i>(please note that Steps 5, 6 and 7 have been excluded, as these refer to annexes and/or other articles in the CPR)</i>  | Checklist with questions on gender equality  |
|--|--|
| <p>1. Each programme shall set out a strategy for the programme’s contribution to the policy objectives and the communication of its results.</p>  | <ul style="list-style-type: none"> <li>• Does the strategy build on a gender-sensitive context analysis connected to the policy objectives?                             <ul style="list-style-type: none"> <li>– If not, identify relevant analysis to make the case specifically.</li> </ul> </li> <li>• Does the strategy include words such as equality, equity, gender, women, men, girls, boys, sex, age, race, ethnicity and/or diversity?                             <ul style="list-style-type: none"> <li>– If not, it will most likely not comply with the mandatory obligation of integrating the horizontal principle of gender equality. Therefore, the strategy will require revision.</li> </ul> </li> <li>• Does the communications strategy include references to how women and men — in all their diversity — will be addressed as targets of communications? Can the roles that women and/or men play in the Member State influence how results are communicated? Is it clear how the communication of results will include potential differences in results between women and men?                             <ul style="list-style-type: none"> <li>– If not, consider specifying these points to comply with horizontal principle requirements.</li> </ul> </li> </ul> |
| <p>2. A programme shall consist of priorities. Each priority shall correspond to a single policy objective or to technical assistance. A priority corresponding to a policy objective shall consist of one or more specific objectives. More than one priority may correspond to the same policy objective. For programmes supported by the EMFF, each priority may correspond to one or more policy objectives.</p> | <ul style="list-style-type: none"> <li>• Can you clearly identify the horizontal principle of gender equality in the priorities?                             <ul style="list-style-type: none"> <li>– If not, consider revising the priorities so that this principle is clearly put into practice. This can be done by making concrete references to gender equality obligations and commitments (see <a href="#">Tool 1</a>).</li> </ul> </li> <li>• Are the chosen priorities connected to advancing the situation of women and men in their diversity (i.e. considering not only their sex but also age, race, ethnicity, socioeconomic situation, religion, rural or urban location, etc.) in the Member State?                             <ul style="list-style-type: none"> <li>– If not, consider explicitly specifying this connection.</li> </ul> </li> <li>• Are the priorities connected to the gender equality objectives as defined in legal and policy commitments?                             <ul style="list-style-type: none"> <li>– If not, consider explicitly specifying this connection.</li> </ul> </li> </ul>  |



| <b>The CPR specifies that the content of each OP must contain the following elements</b> (please note that Steps 5, 6 and 7 have been excluded, as these refer to annexes and/or other articles in the CPR)  | <b>Checklist with questions on gender equality</b>  |
|--|---|
| 3. Each programme shall set out: <ul style="list-style-type: none"> <li>(a) a summary of the main challenges, taking into account:               <ul style="list-style-type: none"> <li>– economic, social and territorial disparities, except for programmes supported by the EMFF;</li> <li>– market failures, investment needs and complementarity with other forms of support;</li> <li>– challenges identified in relevant country-specific recommendations and other relevant Union recommendations addressed to the Member State;</li> <li>– challenges in administrative capacity and governance;</li> <li>– lessons learnt from past experience;</li> <li>– macro-regional strategies and sea-basin strategies where Member States and regions participate in such strategies; for programmes supported by the AMIF<sup>(58)</sup>, the ISF<sup>(59)</sup> and the BMVI<sup>(60)</sup>, progress in implementing the relevant Union acquis and action plans;</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>• Are there challenges related to gender inequalities in any form? These can be inequalities between women and men, or between women and men of different ages, different races or rather ethnicities, different sexual orientations and other characteristics. Are these challenges mentioned in the summary?               <ul style="list-style-type: none"> <li>– If not, consider revising the summary to comply with the obligation to put into practice the horizontal principle of gender equality.</li> </ul> </li> <li>• Have economic, social and territorial disparities been analysed considering women's and men's different roles and responsibilities in the Member State? (See <a href="#">Tool 2</a> for more information on socioeconomic analysis from this perspective.)               <ul style="list-style-type: none"> <li>– If not, either consider carrying out such a gender analysis or include findings from available analyses (e.g. research and other policy analyses).</li> </ul> </li> <li>• Have market failures and investment needs been analysed at a micro level, considering how they may influence the situations of women and men? Has such an analysis considered the needs of women and men in all their diversity to address these market failures and investments?               <ul style="list-style-type: none"> <li>– If not, either consider carrying out such a gender analysis or include findings from available analyses (e.g. research and other policy analyses).</li> </ul> </li> <li>• Are there recommendations from the EU and/or lessons learnt from past experiences related to gender inequalities in any form? These can be inequalities between women and men, and between women and men with different characteristics (age, socioeconomic background, race, ethnicity, sexual orientation, location, etc.). Are these included?               <ul style="list-style-type: none"> <li>– If not, consider including these. If necessary, draw on expertise from gender equality institutions, NGOs or gender experts.</li> </ul> </li> </ul> |
| <ul style="list-style-type: none"> <li>(b) a justification for the selected policy objectives, corresponding priorities, specific objectives and the forms of support;</li> </ul>  | <ul style="list-style-type: none"> <li>• Is the justification for the selected policy objectives, corresponding priorities, specific objectives and the forms of support based on addressing gender inequalities in any form and/or advancing gender equality?</li> <li>• Are references made to national gender equality policies, strategies and/or regulations to justify the selection?               <ul style="list-style-type: none"> <li>– If not, make sure to revise the draft to include these references. If necessary, draw on expertise from gender equality institutions, NGOs or gender experts.</li> </ul> </li> </ul>   |
| <ul style="list-style-type: none"> <li>(c) for each priority, except for technical assistance, specific objectives;</li> </ul>   | <ul style="list-style-type: none"> <li>• Will the actions take into account possible differences in situation between women and men and contribute to more equality between women and men in all their diversity, and thus contribute to both the EU's overarching goal of gender equality and the country-specific national gender equality goals?               <ul style="list-style-type: none"> <li>– If not, revise the actions to make sure that they comply with the horizontal principle of gender equality.</li> </ul> </li> </ul>  |

<sup>(58)</sup> Asylum and Migration Fund

<sup>(59)</sup> Internal Security Fund

<sup>(60)</sup> Border Management and Visa Instrument

| <p><b>The CPR specifies that the content of each OP must contain the following elements</b> <i>(please note that Steps 5, 6 and 7 have been excluded, as these refer to annexes and/or other articles in the CPR)</i></p>   | <p><b>Checklist with questions on gender equality</b></p>   |
|---|---|
| <p>(d) for each specific objective:</p> <ul style="list-style-type: none"> <li>- the related types of actions, including a list of planned operations of strategic importance, and their expected contribution to those specific objectives and to macro-regional strategies and sea-basin strategies, where appropriate;</li> <li>- output indicators and result indicators with the corresponding milestones and targets;</li> <li>- the main target groups;</li> <li>- specific territories targeted, including the planned use of integrated territorial investment, community-led local development or other territorial tools;</li> <li>- the interregional and transnational actions with beneficiaries located in at least one other Member State;</li> <li>- the planned use of financial instruments;</li> <li>- the types of intervention and an indicative breakdown of the programmed resources by type of intervention or area of support;</li> </ul> | <ul style="list-style-type: none"> <li>• Are indicators disaggregated by sex? Are they disaggregated considering other socio-demographic factors such as age, location, race or ethnicity, disability and education? <ul style="list-style-type: none"> <li>- If not, disaggregate all indicators by sex where meaningful and possible. Include further disaggregation as needed.</li> </ul> </li> <li>• Is the main target group identified as women and/or men? Are other socio-demographic factors considered for the target group? <ul style="list-style-type: none"> <li>- If not, specify target groups at least as women and/or men — and, where possible and meaningful, by further disaggregation.</li> </ul> </li> <li>• Are specific territories targeted considering their possible vulnerability to exclusion and/or marginalisation from a gender perspective? <ul style="list-style-type: none"> <li>- If not, make sure to include this based on relevant analysis and/or expertise from gender equality institutions, NGOs or gender experts.</li> </ul> </li> <li>• Are community-led local development tools designed in a gender-sensitive way? <ul style="list-style-type: none"> <li>- If not, consider revising the draft to integrate gender equality in local development tools, for example, by building the tools based on the needs of women and men, or ensuring gender equality in participation and implementation.</li> </ul> </li> <li>• Will the planned use of financial instruments allow clear follow-up on indicators related to gender equality? <ul style="list-style-type: none"> <li>- If not, consider preparing a monitoring tool to enhance follow-up on gender equality.</li> </ul> </li> <li>• Do the financial instruments proposed address the needs of the target groups, including in a sex-disaggregated way? <ul style="list-style-type: none"> <li>- If not, consider revising these financial instruments to comply with the obligations of the horizontal principle of gender equality.</li> </ul> </li> <li>• Can you clearly connect the indicative breakdown of the programmed resources to the target groups of women and men? <ul style="list-style-type: none"> <li>- If not, break down the target groups by women and men (and other disaggregation, where relevant). Link this to the breakdown of programme resources.</li> </ul> </li> </ul> |
| <p>(e) the planned use of technical assistance in accordance with Articles 30 to 32 and relevant types of intervention;</p>   | <ul style="list-style-type: none"> <li>• Is (gender) equality mentioned in the planned use of technical assistance? This is highly relevant, as technical assistance can contribute to building a body of very practical knowledge on gender equality in the funds. <ul style="list-style-type: none"> <li>- If not, consider taking advantage of technical assistance resources to build a body of knowledge on gender equality as a horizontal principle. This can be done by, for example, mobilising technical assistance resources for specific studies, expertise related to gender equality, pilot work on gender equality assessments and tools, or using funds to establish gender equality support structures.</li> </ul> </li> </ul>   |

| <b>The CPR specifies that the content of each OP must contain the following elements</b> (please note that Steps 5, 6 and 7 have been excluded, as these refer to annexes and/or other articles in the CPR)  | <b>Checklist with questions on gender equality</b>  |
|--|---|
| (f) a financing plan containing: <ul style="list-style-type: none"> <li>- a table specifying the total financial allocations for each of the Funds and for each category of region for the whole programming period and by year, including any amounts transferred pursuant to Article 21;</li> <li>- a table specifying the total financial allocations for each priority by Fund and by category of region and the national contribution and whether it is made up of public and private contribution;</li> <li>- for programmes supported by the EMFF, a table specifying for each type of area of support, the amount of the total financial allocations of the support from the Fund and the national contribution;</li> <li>- for programmes supported by the AMIF, the ISF and the BMVI, a table specifying, by specific objective, the total financial allocations by type of action, the national contribution and whether it is made up of public and private contribution;</li> </ul> | <ul style="list-style-type: none"> <li>• Does the financial plan reflect the findings of the gender impact analysis?               <ul style="list-style-type: none"> <li>- If not, consider revising the financial plan to include these findings.</li> </ul> </li> <li>• Has the financial plan considered:               <ul style="list-style-type: none"> <li>- the identified target groups of women and men in all their diversity;</li> <li>- its impact on women and men's lives;</li> <li>- women's and men's use of time, in terms of their unpaid labour and volunteer work;</li> <li>- the private economic sphere in terms of fees and/or costs;</li> <li>- other public budgets, such as transport?</li> </ul> </li> </ul> <p>If not, consider revising the financial plan to include these elements.</p>  |
| (g) the actions taken to involve the relevant partners referred to in Article 6 in the preparation of the programme, and the role of those partners in the implementation, monitoring and evaluation of the programme;   | <ul style="list-style-type: none"> <li>• As per Article 6, the 'partnership shall include at least the following partners: ... relevant bodies representing civil society, environmental partners, and bodies responsible for promoting social inclusion, fundamental rights, rights of persons with disabilities, gender equality and non-discrimination'. Are partners and bodies responsible for gender equality clearly included and described?               <ul style="list-style-type: none"> <li>- If not, carry out a mapping of relevant partners working on gender equality and consider their inclusion and full participation.</li> <li>- Consider mobilising resources to provide capacity building for these partners on the funds and related processes. This is important because they can provide strong expertise on gender equality but may lack sufficient expertise on the EU Funds.</li> </ul> </li> </ul> |
| (h) for each enabling condition, established in accordance with Article 11, Annex III and Annex IV, an assessment of whether the enabling condition is fulfilled at the date of submission of the programme;   | <ul style="list-style-type: none"> <li>• Has an assessment been undertaken on how enabling conditions related to gender equality have been fulfilled?               <ul style="list-style-type: none"> <li>- If not, undertake such an assessment and integrate it.</li> </ul> </li> </ul>  |
| (i) the envisaged approach to communication and visibility for the programme through defining its objectives, target audiences, communication channels, social media outreach, planned budget and relevant indicators for monitoring and evaluation; and   | <ul style="list-style-type: none"> <li>• Does the approach to communication and visibility include a strategy on how to promote gender equality and ensure gender-sensitive communication? Does it clearly communicate that gender equality is a horizontal principle? Does it clearly communicate that project applicants, and programme's monitoring requirements, must provide evidence of gender equality objectives and outcomes?               <ul style="list-style-type: none"> <li>- If not, revise the approach to clarify the links between gender equality as a horizontal principle and the communication strategy.</li> </ul> </li> </ul> <p>For further information about gender and communication please have a look at the corresponding <a href="#">EIGE toolkit</a> or the summary on <a href="#">gender-equal communication</a> of the Swedish Secretariat for Gender Research.</p>                           |
| (j) the managing authority, the audit authority and the body which receives payments from the Commission.  | <ul style="list-style-type: none"> <li>• Do staff at the managing authority, and any other body involved in the EU Funds' management, understand the horizontal principle of gender equality? What information and guidance is offered internally and to partners?               <ul style="list-style-type: none"> <li>- If not, consider capacity-building activities and support structures related to gender equality by mobilising technical assistance resources.</li> </ul> </li> </ul>  |

## Examples of integrating gender equality as a horizontal principle in policy objectives and specific objectives



### **Hypothetical case study: addressing identified gender equality gaps in an Operational Programme**

In southern Europe, a fictional country's context analysis identified the potential to increase women's presence in small and medium-sized enterprises (SMEs). When the state's managing authorities developed their PA, they chose policy objective 1, 'A smarter Europe by promoting innovative and smart economic transformation', as one of their priorities. They selected the specific objective of 'enhancing growth and competitiveness of SMEs', with the output 'SMEs supported to create jobs and growth for both women and men'. Within this output, the managing authorities developed further information, referring to the context analysis and the aim of increasing women's role in SMEs, as both entrepreneurs and employees. Therefore, the OP's implementation paid specific attention to boosting women's share in SMEs, particularly in business start-ups. Accordingly, a specific budget was allocated to this end.

As women in the country were under-represented in business start-ups and as SME owners, programmes targeting SMEs and social enterprises were found wanting: they were addressing relevant issues insufficiently to meaningfully increase women's engagement in SMEs. Services were needed that specifically target women, such as access to credit, training and coaching on managing businesses, and care services and innovative ICT services to support work-life balance for both women and men, such as ICT-supported interventions for providing care for older persons and other forms of social care. SME development could cut across ESF and ERDF actions to address the complexity of combining paid work with and unpaid care responsibilities, while enhancing women's engagement in training programmes and access to paid work. For instance, training was offered in the identified sectors and professions where women are predominantly active, as were interventions to simultaneously address men's under-representation in care work, both paid and unpaid. In tandem, specific support activities were developed to aid women entrepreneurs to develop business plans, access credit and set up their own businesses. These initiatives were rolled out both in sectors traditionally dominated by women and in sectors usually dominated by men.

Regular sex-disaggregated monitoring was undertaken to assess the support provided, beneficiaries' needs, the progress of business start-ups, access to credit, the size of businesses, and indicators related to success and survival. This monitoring contributed to correcting gender biases during programme implementation. For example, the average (guaranteed) credit allocated to men was found to be higher than that available to women, whereas the business default rate after 1 year was higher among male-owned businesses than female-owned start-ups. A better, more gender-aware selection process contributed to advancing the programme's aims of increasing the proportion of women-owned businesses. Furthermore, greater availability of care services boosted women's employment rates following specific training. This was because women's time availability increased, making them more attractive as employees, as they were able to enter full-time employment.

## Germany: Lower Saxony considers the lived realities of women and men



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The German federal state of Lower Saxony (Niedersachsen) developed a common monitoring platform to monitor progress on horizontal principles, including gender equality, across all EU Funds. The overall aim of this initiative is to coordinate and steer EU Funds' programme activities so that they reduce existing inequalities between women and men. Regular, intensive exchange is fostered between the funds, such as the EAFRD and the multifund ERDF/ESF OP, and the central coordinating authority. Measures to advance gender equality, and the management

of calls and applications to do so, are actively supported.

As part of this initiative, a pilot project was implemented in Lower Saxony by the managing authorities of the multifund ERDF/ESF OP and the EAFRD, together with members of the respective steering groups. The pilot project coordinated exchanges regarding progress on the horizontal principles, especially gender equality. It included actions to make communication gender sensitive, while ensuring that data considering the lived realities of women and men were collected and reported to the monitoring committee. Central coordination activities between the EAFRD and the multifund ERDF/ESF OP involved ongoing discussions on evaluation findings related to equal opportunities for women and men. One important output of these coordination activities was the attention paid to the effects that funding disbursement may have on advancing gender equality, such as the need to avoid approving funding that could potentially contribute to, or maintain, negative structural disadvantages for women. The coordinating activities have also fed into the funds' programming for the post-2020 period.

Within the multifund ERDF/ESF OP, gender mainstreaming is thoroughly anchored in all phases of the programme, from programming, through steering and implementation, to monitoring. Guides are published to promote gender mainstreaming, alongside the principle of equal opportunities. This has further advanced gender equality in project implementation. Funding is also allocated to target women and men specifically, with approximately 50 % of all funding targeting women. Throughout, gender-sensitive indicators are used, while data are collected and monitored. As a result, a broad range of measures exist to advance gender equality across the OP's individual priority axes, with particular concentrations along relevant priority axes (primarily priority axes 6 and 8). This also ensures that horizontal principles are anchored in programme evaluations.



## Tool 4: Coordination and complementarities between the EU Funds to advance work–life balance

### Introduction to the tool

This tool allows Member States to consider how different funds can be used in a complementary manner to advance work–life balance. It aims to promote work–life balance measures within the European Social Fund Plus (ESF+) and within the ERDF and the Cohesion Fund (as multifund initiatives combining both funds' potential). The promotion of work–life balance measures within these two funds goes hand in hand with the new directive on work–life balance <sup>(61)</sup> and the Commission's communication 'an initiative to support work–life balance for working parents and carers' <sup>(62)</sup>, in which the European Commission explicitly encourages funding from the EU Funds and EFSI to advance work–life balance <sup>(63)</sup>. The tool can be used at the Member State level, by national and subnational managing authorities involved in EU Funds' programming and investments. It is especially relevant when developing PAs and OPs, as it defines the combined usage of funds at the PA level and specifies this combination at the OP level.

The tool is based on Article 8(b)(ii) of the CPR, on 'coordination, demarcation and complementarities between the Funds', in order to combine the use of the ERDF (and the Cohesion Fund) and the ESF+. Article 20 of the CPR points out that these three funds can 'jointly provide support for programmes under the Investment for jobs and growth goal'. It is also based on recital (5) of the CPR, which stipulates that 'Member States and the Commission should aim at eliminating inequalities and at promoting equality between men and women and integrating the gender perspective' in the EU Funds. The gender equality pact 2011–2020 describes how gender inequalities can be

tackled by the EU Funds, including by promoting better work–life balance for women and men. Using the EU Funds to enhance gender equality is championed by the European Parliament, the [European Pillar for Social Rights](#), the [resolution of the European Parliament on the EU strategy for equality between women and men post 2015](#) and the [strategic engagement for gender equality 2016–2019](#). The last two specifically call on the European Commission to support Member States' use of the EU Funds for gender-sensitive investments.

The tool also focuses on the new directive on work–life balance and the Commission's communication 'an initiative to support work–life balance for working parents and carers', with its call for legislative and non-legislative measures to tackle women's under-representation in the labour market and their over-representation in unpaid care work. To this end, the Commission will 'Ensure, together with Member States, that the European Social Fund and other structural and Investment Funds are supporting adequately work–life balance measures' <sup>(64)</sup>.

### Steps for enhancing coordination and complementarities between the funds

This tool contains four main steps.

- Step 1: alignment with the strategic goals for gender equality (e.g. EU-level goals including the new directive on work–life balance with national gender equality policies and/or plans).
- Step 2: identifying possible interventions in the ESF+ and ERDF that can advance work–life balance.

<sup>(61)</sup> Directive (EU) 2019/1158 of the European Parliament and of the Council of 20 June 2019 on work–life balance for parents and carers and repealing Council Directive 2010/18/EU. Available at: [https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:O-J.L\\_.2019.188.01.0079.01.ENG](https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:O-J.L_.2019.188.01.0079.01.ENG)

<sup>(62)</sup> European Commission (2017), *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: An initiative to support work–life balance for working parents and carers*, COM/2017/0252 final, European Commission, Brussels. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM:2017:252:FIN>

<sup>(63)</sup> Milotay, N. (2019), *Briefing — EU legislation in progress: A new directive on work–life balance*, European Parliamentary Research Service, Brussels. Available at: [http://www.europarl.europa.eu/RegData/etudes/BRIE/2018/614708/EPRS\\_BRI\(2018\)614708\\_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/BRIE/2018/614708/EPRS_BRI(2018)614708_EN.pdf)

<sup>(64)</sup> European Commission (2017), *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: An initiative to support work–life balance for working parents and carers*, COM/2017/0252 final, European Commission, Brussels. Available at: <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM:2017:252:FIN>

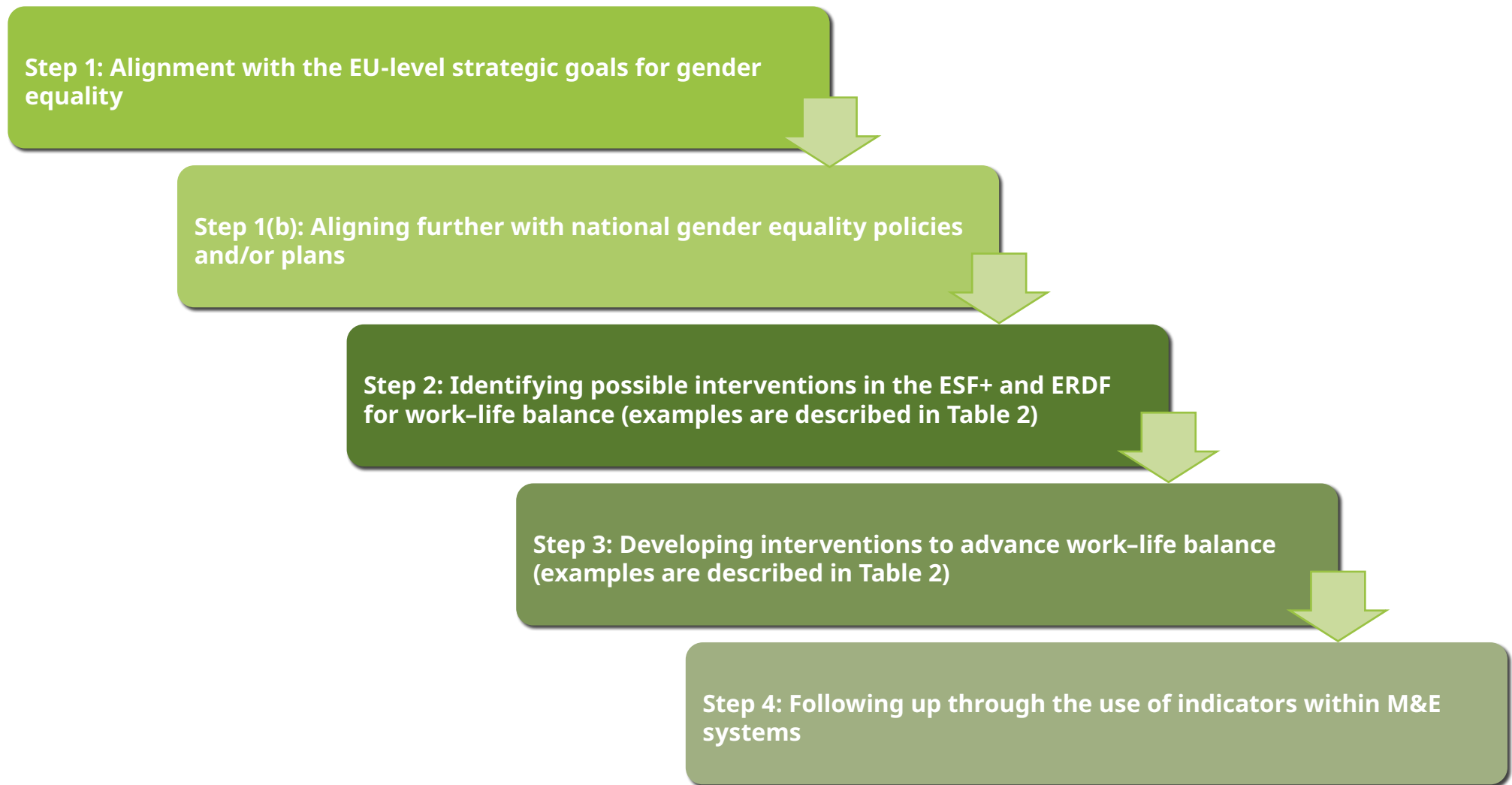
- Step 3: developing interventions to advance work–life balance.
- Step 4: following up, using indicators within monitoring and evaluation systems. These indicators should be qualitative, quantitative and financial (as this last is key to tracking financing for work–life balance).

These steps offer a starting point for formulating

PAs and OPs that reflect:

- the EU’s overarching policy objectives on women’s and men’s equal rights and opportunities to employment in the labour market;
- tie-in cross-fund activities;
- robust monitoring and evaluation frameworks to report on work–life balance advancements from a gender perspective.

Figure 3. Steps for enhancing coordination and complementarities between the funds





### Step 1: Alignment with the strategic goals for gender equality

The first step is to ensure alignment with the EU's gender equality goals. These include the goals of the strategic engagement for gender equality 2016-2019, which, in turn, are aligned with the [European Pillar for Social Rights](#):

- provide better work–life balance for parents and people with care responsibilities;
- ensure a broad policy framework to support parents' participation in the labour market, as well as the more equal use of leave and flexible work arrangements, including considering possible benchmarking;
- use EU financial tools in a targeted way to support Member States and enhance awareness raising;
- monitor and support Member States to attain the [Barcelona targets on childcare](#), to make these targets more ambitious and to consider a more comprehensive approach, e.g. covering the care of other dependants, accessibility and quality efforts to increase women's labour market participation;
- monitor national reform measures under the

European Semester in line with employment guidelines.

Once you have ensured alignment with these objectives, ensure alignment with national gender equality goals. These are usually found in a country's national gender equality policy.

### Steps 2 and 3: Identifying and developing possible work–life balance interventions

Table 2 categorises proposed interventions according to objectives in proposed funds' regulations. It also adds a set of proposed actions that are not explicitly mentioned in legislative acts. These would support work–life balance by enhancing the quality and accessibility of care provision; supporting active ageing; strengthening integrated healthcare communication; advancing the integration of shared services; and enhancing the integration of employability, migrant support and care workforce expansion by improving the quality of care-related employment. These actions are offered as a form of guidance exemplified for the ERDF and ESF+; they will help you think about possible interventions and components of project design.

#### More on policy objective 4

Policy objective 4 of the CPR ('A more social Europe — implementing the European Pillar of Social Rights'), for example, contains an extensive list of possible actions. Considering the gender dimensions of these potential areas allows the detailed and creative use of the EU Funds to address complex, interrelated challenges to gender inequality and develop more holistic solutions.

**Table 2. Non-legislative actions that can support work–life balance**

| <b>Step 2</b><br><b>Identify possible interventions from the regulation on the post-2020 period</b>  | <b>Step 3</b><br><b>Develop gender-aware actions to promote work–life balance in the ERDF (Please note, the interventions below are only examples)</b>  | <b>Step 3</b><br><b>Develop gender-aware actions to promote work–life balance in the ESF+ (Please note, the interventions below are only examples)</b> |
|--|---|--|
| <p><b>Policy objective 1: A smarter Europe by promoting innovative and smart economic transformation</b> (main policy objective for the ERDF; additional policy objective for the ESF+)</p> <ul style="list-style-type: none"> <li>• Business infrastructure for SMEs (including industrial parks and sites)</li> <li>• SME business development and internationalisation</li> <li>• Skills development for smart specialisation, industrial transition and entrepreneurship</li> <li>• Advanced support services for SMEs and groups of SMEs (including management, marketing and design services)</li> <li>• Incubation support for spin-offs, spin-outs and start-ups</li> <li>• Innovation cluster support and business networks primarily benefiting SMEs</li> <li>• Innovation processes in SMEs (process, organisational, marketing, co-creation, user- and demand-driven innovation)</li> <li>• Research and innovation processes, technology transfer and cooperation between enterprises focusing on the circular economy</li> </ul> | <p>Build childcare and intergenerational care facilities as part of businesses, industrial parks and incubation centres.</p> <p>Develop childcare and social care service SMEs.</p> <p>Facilitate innovation between SME clusters on shared care services and facilities.</p> <p>Support innovation clusters and business networks that primarily benefit SMEs based on specific assessments of the needs of female- and male-owned SMEs, and the needs of women and men employees.</p>   | <p>Develop training initiatives in SMEs to promote changes in the traditional gender roles of women (as care givers) and men (as breadwinners).</p>    |
| <p><b>Policy objective 2: A greener, low-carbon Europe by promoting clean and fair energy transition, green and blue investment, the circular economy, climate adaptation, and risk prevention and management</b> (main policy objective for the ERDF; additional policy objective for the ESF+)</p> <ul style="list-style-type: none"> <li>• Household waste management, including prevention, minimisation, sorting and recycling</li> <li>• Clean urban transport infrastructure</li> </ul>   | <p>Revise the location of recycling centres in relation to women’s and men’s needs (as women, on average, spend more time on household waste management, the provision of waste management facilities influences women’s time use). Considering this when developing household waste management initiatives can free up women’s time, enable them to engage in other activities and improve their work–life balance.</p> <p>Plan clean urban transport infrastructure based on an assessment of women’s and men’s mobility needs.</p> |  |

| <b>Step 2</b><br><b>Identify possible interventions from the regulation on the post-2020 period</b>  | <b>Step 3</b><br><b>Develop gender-aware actions to promote work-life balance in the ERDF (Please note, the interventions below are only examples)</b>   | <b>Step 3</b><br><b>Develop gender-aware actions to promote work-life balance in the ESF+ (Please note, the interventions below are only examples)</b>   |
|--|--|--|
| <p><b>Policy objective 3: A more connected Europe by enhancing mobility and regional ICT connectivity</b> (policy objective applicable to the ERDF)</p> <ul style="list-style-type: none"> <li>• Cycling infrastructure</li> <li>• Digitalisation of urban transport</li> <li>• Multimodal transport (Trans-European Transport Network — TEN-T)</li> <li>• Multimodal transport (rural/non-urban)</li> <li>• Digitising transport via other modes of transport</li> </ul>  | <p>Ensure that transport planning and provision demonstrates the application of gendered time use analysis and responsiveness to multiple care-related travel and transport activities.</p>  |  |
| <p><b>Policy objective 4: A more social Europe by implementing the European Pillar of Social Rights</b> (main policy objective for the ESF+; additional policy objective for the ERDF)</p> <ul style="list-style-type: none"> <li>• Infrastructure for early childhood education and care</li> <li>• Infrastructure for primary and secondary education</li> <li>• Infrastructure for vocational education, training and adult learning</li> <li>• Housing infrastructure for migrants, refugees and persons under or applying for international protection</li> <li>• Housing infrastructure (other than for migrants, refugees and persons under or applying for international protection)</li> <li>• Health infrastructure</li> <li>• Health equipment</li> <li>• Health mobile assets</li> <li>• Measures to improve access to employment</li> <li>• Specific support for youth employment and the socioeconomic integration of young people</li> <li>• Support for self-employment and business start-ups</li> <li>• Support for social economy and social enterprises</li> <li>• Measures to modernise and strengthen labour market institutions and services to assess and anticipate skills needs, while ensuring timely, tailor-made assistance</li> <li>• Support for labour market matching and transitions</li> <li>• Support for labour mobility</li> </ul> | <p>Invest in the construction of childcare and social care facilities, including in tertiary and vocational education centres, alongside the expansion of the care workforce.</p> <p>Ensure intergenerational housing, social care and social service provision — including low-carbon amenities — to improve social inclusion, community cohesion and sustainability.</p> <p>Link innovations in healthcare technology with the expansion of SMEs, time use analysis, expanded care facilities and digital inclusion actions (combined ERDF and ESF+).</p> <p>Support the expansion of care infrastructure and the care workforce through youth employment and employability programmes for older workers, alongside a focus on labour mobility (combined ERDF and ESF+).</p> <p>Expand the eligibility of education and care support to include infrastructure for care facilities (combined ERDF and ESF+).</p> | <p>Include childcare provision in eligible infrastructure expansion at all levels of mandatory public education to increase the availability of good-quality, affordable and accessible childcare (childcare expansion integrated with education facilities maximises infrastructure investments, while reducing travel-related emissions and time pressures).</p> <p>Innovate in housing provision for different family sizes and household compositions, including improved provisions for older people and persons living with disabilities.</p> <p>Include the provision of care services within support for social enterprises.</p> <p>Support the development of work-life balance practices among employers of all sizes, in line with ‘a healthy, well-adapted working environment’, including innovative flexible working practices and stress-reducing time use initiatives.</p> |

| <b>Step 2</b><br><b>Identify possible interventions from the regulation on the post-2020 period</b>   | <b>Step 3</b><br><b>Develop gender-aware actions to promote work-life balance in the ERDF (Please note, the interventions below are only examples)</b>   | <b>Step 3</b><br><b>Develop gender-aware actions to promote work-life balance in the ESF+ (Please note, the interventions below are only examples)</b>   |
|---|--|--|
| <ul style="list-style-type: none"> <li>• Measures to promote women's labour market participation and reduce gender-based segregation in the labour market</li> <li>• Measures to promote work-life balance, including access to childcare and care for dependent persons</li> <li>• Measures for a healthy, well-adapted working environment that addresses health risks, including by promoting physical activity</li> <li>• Measures to encourage active, healthy ageing</li> <li>• Support for early childhood education and care (excluding infrastructure)</li> <li>• Support for primary and secondary education (excluding infrastructure)</li> <li>• Support for tertiary education (excluding infrastructure)</li> <li>• Support for adult education (excluding infrastructure)</li> <li>• Measures to promote equal opportunities and active participation in society</li> <li>• Measures to improve the access of marginalised groups, such as the Roma community, to education and employment, while promoting their social inclusion</li> <li>• Support for civil society working with marginalised communities, such as the Roma</li> <li>• Specific actions to increase the participation of third-country nationals in employment</li> <li>• Measures for the social integration of third-country nationals</li> <li>• Measures to enhance the delivery of family- and community-based care services</li> <li>• Measures to improve the accessibility, effectiveness and resilience of healthcare systems (excluding infrastructure)</li> <li>• Measures to improve access to long-term care (excluding infrastructure)</li> <li>• Measures to modernise social protection systems, including by promoting access to social protection</li> </ul> | <p>Integrate the expansion of care facilities and infrastructure with actions to support labour market access and active and healthy lives, and address social and economic exclusion (combined ERDF and ESF+).</p> <p>Innovate to improve the integration of Roma communities and their access to care and education services (combined ERDF and ESF+).</p> <p>Build expertise in gender and housing, and in gender and infrastructure planning, and apply this to projects.</p> <p>Support innovative community-based forms of cooperative housing projects that integrate intergenerational forms of housing and community-based forms of care provision.</p> | <p>Demonstrate links across the 'Agenda for new skills and jobs', with a focus on 'modernising the labour market and promoting work through new forms of flexibility and security' <sup>(65)</sup>.</p> <p>Advance innovations in employment and skills activities related to the expansion of the care workforce, so as to increase the domestic labour force and the labour market participation of nationals of countries outside the EU.</p> <p>Support innovation in the design, construction and delivery of community-based care services, including intergenerational care, digital healthcare, the expansion of the care workforce, and urban and transport infrastructure.</p> <p>Support innovation and the integration of improved childcare and care services within measures to address poverty and exclusion.</p> |

<sup>(65)</sup> Eurostat (2018), *Smarter, Greener, More Inclusive? Indicators to support the Europe 2020 strategy*, 2018 edition, Eurostat, Brussels. Available at: <https://ec.europa.eu/eurostat/documents/3217494/9087772/KS-02-18-728-EN-N.pdf/3f01e3c4-1c01-4036-bd6a-814dec66c58c>

| <b>Step 2</b><br><b>Identify possible interventions from the regulation on the post-2020 period</b>  | <b>Step 3</b><br><b>Develop gender-aware actions to promote work-life balance in the ERDF (Please note, the interventions below are only examples)</b>  | <b>Step 3</b><br><b>Develop gender-aware actions to promote work-life balance in the ESF+ (Please note, the interventions below are only examples)</b>  |
|--|---|---|
| <p><b>Policy objective 5: A Europe closer to citizens by fostering the sustainable and integrated development of urban, rural and coastal areas and local initiatives</b> (policy objective applicable to both the ESF+ and the ERDF)</p> <ul style="list-style-type: none"> <li>• Protection, development and promotion of public tourism assets and related tourism services</li> <li>• Protection, development and promotion of cultural heritage and cultural services</li> <li>• Protection, development and promotion of natural heritage and ecotourism</li> <li>• Physical regeneration and security of public spaces</li> </ul> | <p>Advance innovations in care facilities in indigenous communities, and ensure access to care and education services in their languages with due consideration for their cultural heritage and living areas (combined ERDF and ESF+).</p> <p>Advance innovations in the regeneration and security of public spaces and buildings, while taking into account gender planning knowledge.</p>   | <p>Support innovations in the provision of care for workers engaged in public tourism services.</p>   |
| <p><b>Other codes related to policy objectives 1-5</b> (applicable to both the ERDF and the ESF+)</p> <ul style="list-style-type: none"> <li>• Improving the capacity of programme authorities and bodies linked to the funds' implementation</li> <li>• Enhancing cooperation with partners both within and outside EU Member States</li> <li>• Cross-financing under the ERDF, including support for actions that are similar to those financed by the ESF+ and necessary for the implementation of operations directly linked to the ERDF</li> </ul>  | <p>Improve cross-programme actions on expanding child and social care infrastructure and the related care workforce.</p> <p>Improve the quality, availability and application of relevant data for effective analysis of gender and equalities to inform programme priorities and funded actions to advance work-life balance.</p> <p>Improve the awareness and understanding of programme authorities and others involved in programme implementation regarding the interrelated gendered dimensions of time use, care facilities, transport and infrastructure use.</p> | <p>Improve cross-programme actions on expanding child and social care infrastructure and the related care workforce.</p> <p>Improve the quality, availability and application of relevant data for effective analysis of gender and equalities to inform programme priorities and funded actions to advance work-life balance.</p> <p>Improve the awareness and understanding of programme authorities and others involved in programme implementation regarding the interrelated gendered dimensions of time use, care facilities, transport and infrastructure use.</p> |
| <p><b>Technical assistance</b> (applicable to both the ERDF and the ESF+)</p> <ul style="list-style-type: none"> <li>• Information and communication</li> <li>• Preparation, implementation, monitoring and control</li> <li>• Evaluation, studies and data collection</li> <li>• Reinforcement of the capacity of Member State authorities, beneficiaries and relevant partners</li> </ul>  | <p>Increase M&amp;E-related reporting to include specific actions on promoting work-life balance and actions to advance gender equality.</p> <p>Improve ex ante analysis, programme and project content, and M&amp;E.</p>   | <p>Increase M&amp;E-related reporting to include specific actions on promoting work-life balance and actions to advance gender equality.</p> <p>Improve ex ante analysis, programme and project content, and M&amp;E.</p>   |

#### Step 4: Following up through the use of indicators within monitoring and evaluation systems

In selecting and formulating proposed activities to promote work–life balance through the use of the ESF+ and ERDF, representatives of managing authorities in Member States are advised to work through Step 3. While doing

so, they should consider the desired outcomes, as well as related indicators of progress and change, in order to follow up on the achievement of the outcomes. The example below illustrates how, using a process of stages or steps, stakeholders can consider the core objective, actions to progress towards that objective, and indicators<sup>(66)</sup> to inform actions, monitoring and evaluation.



#### **Gender equality objective: provide better work–life balance for parents and people with care responsibilities**

(Please note that these indicators<sup>(67)</sup> are only examples)

##### **1. Output indicators**

- Increased provision of publicly funded, flexible and high-quality childcare services
- Increased provision of flexible, affordable and high-quality care for older people, including digital technologies, shared care and intergenerational care services
- Increased provision of publicly funded, flexible and high-quality services for people living with disabilities, including children
- Increased allocation of spending on developing the care workforce across social care, care for older people and childcare
- Increased access to care facilities and services to support participation in the labour market
- Increased practices of employers/businesses to support flexible work and alternative working arrangements
- Increased autonomy of employees to set up their own working-time arrangements
- Increased participation of men in care-related occupations and improved terms and conditions for women and men workers throughout the care sector

##### **2. Results indicators**

- Increased proportion of men's time in care-related activities
- Increased employment for women and men in formal care work
- Improved terms and conditions for women and men workers in the care sector
- Increased women's, including migrant women's, access to, and hours in paid work
- Increased use of alternative working arrangements

##### **3. Impact indicators**

- More equitable division of care
- More equitable time use between women and men
- Increased women's and men's, including migrant women's and men's, economic, physical and psychological well-being and health
- Increased tax revenue from the expanded workforce and (gender desegregated) care sector
- Increased economic outputs through expanded employment

<sup>(66)</sup> Adapted from Fitzgerald, R., & Michie, R. (2000), 'Experiences, good practice and lessons for evaluating gender equality outcomes in Structural Fund programmes', paper presented at the Evaluation for Equality Conference, Edinburgh, 17-19 September 2000.

<sup>(67)</sup> The indicators should be constructed as numbers and/or percentages. It is preferable to focus on percentages, since simple numbers are not ideal for indicators.

## Czechia: creating better work–life balance for women and men

Czechia is working towards better work–life balance and an improved position for women in the labour market by various means using ESF and ERDF finances, coupled with national funds. Women in the country currently experience multiple disadvantages in the labour market:

- women’s access to employment is more restricted than men’s;
- women’s career progression is not in line with that of men;
- women have greater demands on their time, in terms of reconciling paid work and care responsibilities, than men;
- there is a significant gender pay gap, which disadvantages women.



An absence of public childcare services, and a lack of affordable alternatives, deters women from participating in the job market. Organisation for Economic Co-operation and Development (OECD) data show that, among all EU Member States, Czechia has the lowest employment rate for mothers with children under the age of 12 years, and low levels of employment among women with children under the age of 3<sup>(68)</sup>. A range of actions seek to address these challenges by combining public funds and ESIF resources. For example, a network of affordable, locally available childcare services is being developed as part of Prague’s OP. These aim to give women more opportunities to combine work and private life by bridging current gaps in services. The new set-up includes education programmes for preschool teachers and for new or existing preschool entrepreneurs. Paternity leave has been introduced as a legislative measure to enable men to participate in childcare<sup>(69)</sup>; it is open to fathers or any person who has adopted or fostered a child of up to 7 years of age.

By combining resources from two funds, the ESF programme in Czechia also works on measures to introduce flexible working arrangements as a means of facilitating the reconciliation of paid work and care responsibilities. In tandem, ERDF funding is oriented towards investments in childcare infrastructure, in order to build and operate a network of affordable, locally available childcare services nationwide.

Other actions to improve work–life balance include education, awareness raising and consultations with employers; direct financial support to introduce flexible working arrangements through wage contributions; and avoiding the use of gender stereotypes while fostering understanding of gender discrimination through training and awareness raising. Initiatives to encourage men’s engagement in childcare and the care of other dependants have been equally important, supported by awareness raising, topic promotion, training men in care work, and supporting the reconciliation of work and private life for male employees, including counselling for men who are on parental leave.

<sup>(68)</sup> Partnership Agreement for the programming period 2014-2020.

<sup>(69)</sup> The amendment to Act No 187/2006 Coll., on health insurance, valid as of 1 January 2009, was approved by Czechia’s Senate in 2017.

 **Fictional case study 1: reconciling paid work and childcare**

**Step 1: Understand the dynamics**

Ines is a 36-year-old woman with a 3-year-old son. She is a single parent working full-time in a professional role in an SME. Her son attends the local, publicly funded nursery 5 days per week, from 8.00 a.m. to 4.00 p.m. Ines earns around EUR 35 000 each year. Childcare payments are EUR 1 230 per month.

Ines's informal childcare options are limited, as she lives in a large city after moving back to her home country. Her social networks are limited, particularly as her family lives in her home town, some 180 km away in the countryside. She has to top up publicly funded childcare for 3 days each week, as she works until 6.00 p.m. to compensate for leaving at 3.30 p.m. on other days. She pays an informal carer EUR 600 a month in cash. Of her monthly income of EUR 2 916, she pays EUR 1 830 for childcare. That is 63 % of her pre-tax earnings, just short of the OECD average\* of 67 % of household income spent on childcare. As the OECD average is based on two children, costs are higher for single parents with one child. Considering the differential in earnings as a consequence of the gender pay gap, single mothers can pay a higher proportion of their income on childcare. Women represent 92 % of single parents.

**Step 2: Identify gender-aware actions and responses**

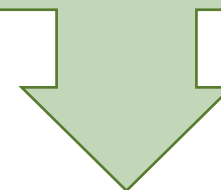
From the range of possible interventions under the ESF+ and/or ERDF for work-life balance, what ESF+- and ERDF-funded actions would make a difference to Ines's work-life balance?

What data do you need to develop programmes and projects that address financial and time pressures on working parents like Ines? What data do you have on preschool children? What data do you have on parents and single parents in employment? What public funding provision is there for childcare? What transport and other infrastructure actions would ease these pressures?

**Step 3: Take action**

Examples of possible interventions include:

- Consider childcare provision as part of business infrastructure for SMEs (policy objective 1)
- Consider what transport links, including cycling and multimodal working exist for people who have to cross the city to work (ERDF policy objective 3)
- Reflect on what additional actions under the ERDF can supplement policy objective 4's interventions on infrastructure for early childhood childcare





 **Fictional case study 2: reconciling shift work and childcare**
**Step 1: Understand the dynamics**

Agneta is 23 years old and has three children under the age of 5. She works part-time in a local shop, and her husband works shifts in a local factory. They live in a small rural town, with a monthly income of EUR 1 300. They will not be able to access publicly funded childcare for all of their children. Currently, they can access some provision for their eldest child. Yet, sometimes, Agneta's hours change and the family has to rely on friends when both she and her husband are working. Their parents live an hour away by car and public transport to their village is very limited.

Getting the data on how many people are in such precarious circumstances of low wages and unstable employment conditions is not always straightforward. Tools such as EIGE's [Gender Equality Index](#) can help, as do local sources of labour market data, housing and child benefit statistics, public transport availability, time use, and data on the use of infrastructure and public spaces.

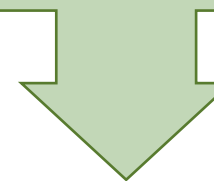
Data on EU averages are not always comprehensive, but it is possible to identify some data that offer comparisons between countries and regions. This allows you to aggregate and estimate local needs in the context of local services, existing public services and social security. Look at the example of rural Germany, where transport, local employment, industrial sectors, local transport and local service provision all informed operational plans in Mecklenburg-Western Pomerania. Here, ESF+ interventions identified support for shift workers and other families with complex, everyday pressures on time, childcare and other care needs as key priorities.

**Step 2: Identify gender-aware actions and responses**

From the range of possible interventions under the ESF+ and/or ERDF for work–life balance, what ESF+- and ERDF-funded actions would make a difference to this family, supporting them to access childcare and secure better-paid jobs that balance shift work and local transport issues?

**Step 3: Take action**

- Infrastructure for early childhood education and care
- Infrastructure for vocational education, training and adult learning
- Measures to improve access to employment
- Measures to promote women's labour market participation and reduce gender-based segregation in the labour market
- Promoting the social integration of people at risk of poverty or social exclusion, including the most deprived and children
- Under policy objective 4, possible investment in the construction of childcare and social care facilities, as well as the expansion of the care workforce



 **Fictional case study 3: balancing care for oneself and others**

**Step 1: Understand the dynamics**

Tomás is a 74-year-old retired payroll clerk. His monthly income of EUR 850 is just over Spain's national minimum of EUR 785 (\*) He is a full-time carer for 73-year-old Isabel, his wife of 52 years. Her long-term illness has left her with multiple care needs.

In Spain, 16 % of men are over the age of 65, as are 31 % of women. The average life expectancy is 80.5 years for men and 86.3 for women (\*\*). Although Isabel has been unwell for a long time, Tomás is worried that she might outlive him. After all, he is older and being a long-term carer has an impact on carers' life expectancies.

Tomás and Isabel live on the outskirts of a large city, with regular transport links into the city. Their son and daughter live at opposite ends of the city. They have four grandchildren, aged 12-19, who are in full-time education. Their daughter, Asunción, works part-time so she can help her father with household chores and her mother's medical appointments. Their son, Miguel, visits at weekends and is on call for evening emergencies.

**Step 2: Identify gender-aware actions and responses**

From the range of possible interventions under the ESF+ and/or ERDF for work-life balance, what ESF+- and ERDF-funded actions would make a difference to Tomás and Isabel, and their family, by providing peace of mind and easing the pressures of balancing work and family life?

**Step 3: Take action**

- Under the ERDF, clean urban transport infrastructure is a priority
- Other social infrastructure that contributes to social inclusion in the community is possible under ESF+ policy objective 3, as are provisions for improving health infrastructure, including the digitisation of healthcare and measures to improve access to long-term care (excluding infrastructure). Additional ERDF support could be allocated to support technical innovation by health and social care SMEs
- Funded interventions that enable people to balance intergenerational care needs with work and individual household needs could include improvements in communications technology to allow remote care and support; the online ordering of prescriptions and household necessities; and intergenerational care facilities at local level – funded and managed by the public sector – to take pressure off families and provide respite for carers. This is key for women, who often work part-time to meet the care needs of others.



\* Organisation for Economic Co-operation and Development (2017), *Pensions at a Glance 2017: Country profiles — Spain*, OECD, Paris. Available at: <https://www.oecd.org/els/public-pensions/PAG2017-country-profile-Spain.pdf>

\*\* Eurostat (2018), *The Life of Women and Men in Europe: A statistical portrait*, 2018 edition, EU, Brussels, Section 1.1. Available at: <https://www.ine.es/prodyser/myhue18/bloc-1a.html?lang=en>



## Fictional case study 4: reconciling care for children and older persons with shift work

### Step 1: Understand the dynamics

Tasheen and Imran, aged 22 and 26, are first-generation immigrants living on the outskirts of a major European capital. They have two children: a 3-year-old and a 6-month-old. Tasheen does not work outside the home and does not drive. Imran works shifts in a local restaurant. Tasheen's mother, Bushra, and siblings have recently come to live in the same neighbourhood, but her mother is 74 and has dementia and diabetes.

Tasheen has a high school diploma and Imran has a degree in computer engineering. They would both like to find jobs suited to their skills and potential, but need support to develop their local language skills and prepare CVs.

### Step 2: Identify gender-aware actions and responses

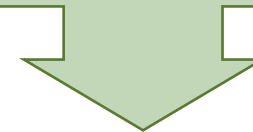
From the range of possible interventions under the ESF+ and/or ERDF for work-life balance, what ESF+- and ERDF-funded actions would make a difference to Tasheen and Imran, supporting them to access paid employment, childcare, local care services for Tasheen's mother, and safe and secure housing?

What data can you identify on the skills, income levels and household types of migrants and other groups who may live in marginalised conditions? What consultations and engagement might you undertake to better understand the needs and aspirations of these groups?

### Step 3: Take action

- Policy objective 1 is the main ERDF priority, supporting interventions on skills development, smart specialisation, industrial transition, entrepreneurship, SME incubation and spin-offs.
- This combines with ESF+ measures for:
- support for the social economy, social enterprises and housing infrastructure for migrants and refugees;
- other social infrastructure that contributes to social inclusion in the community;
- health infrastructure;
- measures to improve access to employment;
- support for tertiary education (excluding infrastructure);
- support for adult education (excluding infrastructure);
- measures to promote equal opportunities and active participation in society;
- pathways for integration and re-entry into employment for disadvantaged people;
- measures to improve access for marginalised groups;
- measures to improve access to long-term care (excluding infrastructure);
- measures to modernise social protection systems, including access to social protection.

There are multiple interventions that would support Tasheen and Imran, and their extended family, to access training and labour market opportunities; meet their needs for housing, integration, and social protection; and facilitate their contribution to the local economy. Accurate, comprehensive local data — disaggregated by sex, age, disability, race and ethnicity — are essential to inform well-targeted, localised projects and programmes that meet the complex needs of all, and realise their full potential.



### Additional resources

Learn more by visiting:

- [Work-life balance in the European Union](#)
- [Synergies and simplification for cohesion policy post-2020: Council adopts conclusions](#)



## Tool 5: Defining partnerships and multilevel governance — identifying relevant partners, the role of gender experts and the composition of monitoring committees

### Introduction to the tool

This tool can be used by managing authorities to ensure:

- that relevant actors, especially those with gender expertise, are included in EU Funds' programming and monitoring processes;
- that all organisations involved in the design and implementation of EU Funds' programmes integrate gender analysis in their practice.

EU Funds' partners guide programming and implementation, supervise programme performance, and approve project selection criteria and evaluation plans. Their role is to ensure the quality of EU Funds' processes, as well as alignment with the EU's and Member States' overarching goals (CPR, Article 6). Relevant partners are specifically meant to be represented on EU Funds' monitoring committees (CPR, Article 34). For the post-2020 period, the Commission proposes 'to give a more prominent role to the monitoring committees in supervising the programme performance and all the factors influencing this (CPR, Explanatory Memorandum).

Including actors relevant from a gender perspective, particularly those with expertise, in multilevel governance is important for several reasons.

- Involving gender-relevant partners from an intervention's **planning** phase through to the **evaluation phase** makes it possible to identify gender-specific concerns and implications that may not have been considered initially. Such partners and partnerships play an important role in **improving public decisions and policies** to address current complex, multidimensional problems. This is especially relevant to gender inequality; addressing this requires an in-depth understanding of the impacts of social norms, values, rationality and social behaviour. Stakeholders and beneficiaries, both women and men, may be affected differently by public

policy and programme decisions. They may have different priorities and perspectives on the allocation of resources. Ensuring a gendered perspective in programme analysis, and gender balance in stakeholder engagement, gives us a broader perspective and stronger understanding of women's and men's diverse lived realities.

- Partnerships with experts can build capacities for gender analysis, while strengthening understandings of the gendered dimensions of programme implementation and project design. Dialogue with partners is also vital for **identifying potential corrective or additional actions** within programmes and projects. This can be pursued through consultations with civil society organisations working on gender equality, and with relevant state bodies responsible for promoting gender equality.
- Diverse representation also contributes to **awareness raising and capacity development** on gender equality for all those involved. This is achieved by creating opportunities for gender-relevant partners and policymakers to exchange experiences and information on gender mainstreaming, equality and inequalities in various policy areas. This fosters mutual learning, enrichment and better results thanks to the inputs of partners with expert knowledge of gender-related issues. Sustained, meaningful interaction between policymakers and such stakeholders creates space for improved transparency and trust. This, in turn, can lead to greater commitment to applying gender equality principles.
- Gender-relevant partners, such as women's organisations and gender experts, **enhance accountability on gender equality commitments**. They act as 'control towers', watching over public policy processes in order to ensure that governments fulfil their commitments to gender equality objectives and are held accountable for these commitments.

## Steps for defining partnerships and multilevel governance

The CPR offers guidance on multilevel governance

in relation to defining groups of partners to include in stakeholder consultations and representation on monitoring committees.

### 1. Defining groups of partners to include in stakeholder consultations

| CPR  | Gender-specific   |
|--|---|
| (a) urban and other public authorities   | Bodies responsible for promoting gender equality in urban and other public authorities include government agencies, such as advisory councils on gender equality, semi-autonomous central administrative bodies, and entities at the subnational/provincial and municipal levels <sup>(70)</sup> .<br><br>Gender-relevant partners may include focal points, or individuals responsible for promoting gender equality with legal or administrative roles or sector-specific jurisdiction.   |
| (b) economic and social partners   | Country-specific economic and social partners can include gender equality bodies that are enhancing gender equality in the labour market and through workplace social dialogues. They include trade unions, industry bodies and local economic development agencies.  |
| (c) relevant bodies representing civil society, environmental partners, and bodies responsible for promoting social inclusion, fundamental rights, the rights of persons with disabilities, gender equality and non-discrimination | Relevant civil society organisations include centres for women's studies and research; feminist organisations; skills training, academic and educational institutions; women's enterprises; other social enterprises; private sector companies; the local and national media; and NGOs. They especially encompass women's organisations, NGOs working to promote gender equality, civil society organisations led by people with disabilities, and civil society organisations representing people of different racial or ethnic backgrounds, including immigrant women's associations, among others. |

### 2. Representation on monitoring committees

Monitoring committees guide the implementation of EU Funds and ensure that this meets the criteria set out in Article 39 of the CPR: effectiveness, efficiency, relevance, coherence and EU added value. Gender inequalities have impacts on all of these criteria. Therefore, ensuring that these criteria are met requires high levels of gender competence, in the form of guidance from gender-relevant partners and experts. Representation on monitoring committees should take different aspects into account.

- **The representation of gender-relevant stakeholders.** This means ensuring the representation of the aforementioned gender-relevant stakeholders — especially gender experts — in monitoring committee consultation activities.

- **The representation of both women and men.** Ensuring gender balance among group members (i.e. at least 40/60 representation) is vital. This also means looking at the representation of women and men as policy beneficiaries and in decision-making processes. Women should benefit from EU policies to the same extent as men. However, compared with men, they are significantly underrepresented in decision-making positions. When there is a gender imbalance in participation related to planning and decision-making processes on policy actions, this affects the outcomes — with serious impacts for women and men. Policies benefit from diverse perspectives. More gender-balanced representation brings in different experiences that can improve decision-making processes and overall results.

<sup>(70)</sup> For more information on national gender structures for each EU Member State, see EIGE, *Gender Mainstreaming in the EU Member States*, Available at: <https://eige.europa.eu/gender-mainstreaming/countries>

## Austria: civil servants increase their knowledge on equality and monitoring within the EU Funds

Under the auspices of Austria's PA, the country has taken multiple steps towards the inclusion of gender experts and partners. As discussed earlier in this toolkit, these include:

- forming focus groups that include experts on gender equality;
- holding day-long open conferences about the interim results of public comments on the draft budget;
- involving an official national representative expert on gender equality (from the Federal Chancellery);
- making sure there is balanced participation of women and men in the programming group.

The civil servants involved in the ERDF benefited from training for gender equality initiatives organised with technical assistance from the fund. The evaluation of the ERDF's OP includes a distinct evaluation of the horizontal principles, including gender-mainstreaming activities across the individual priority axes. The evaluation also actively involved relevant stakeholders by including them in steering groups and workshops. In terms of the fund's implementation, monitoring and the steering of activities, gender experts and partner representatives are included in the monitoring committee. As members, they ensure the balanced, diverse representation of different perspectives.

To ensure that applicants and managing authorities' staff understand gender equality, two different measures are implemented, targeting these two groups separately. Each applicant receives an equal opportunities questionnaire, which boosts their awareness of existing gender inequalities and how to address these within funded activities. At the same time, training sessions on gender equality are conducted to increase knowledge among managing authorities' staff.

ESF measures also include efforts to increase the 'knowledge bank' for gender equality within the fund. Intermediary agencies (*zwischen-geschaltete Stellen*) are supported, as are beneficiaries engaged in implementing gender equality systematically within all project phases. In each ESF investment priority, at least half of the budget must target women and at least half of all participants in planned activities are women. To monitor the ESF, two separate focus groups were set up: one for gender mainstreaming and one for gender equality. Created during the planning phase and intended to last for the entire lifespan of the fund, these groups monitor progress on reducing identified inequalities between women and men through ESF measures.



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### Additional resources

Learn more by visiting:

- [Representation in gender mainstreaming](#)
- [Stakeholder consultations and practical approaches](#)

## 🔄 Tool 6: Developing quantitative and qualitative indicators for advancing gender equality <sup>(71)</sup>

### Introduction to the tool

This tool will support you in two tasks.

- Define specific quantitative and qualitative indicators for advancing gender equality, expanding on already defined common indicators for each fund. This will allow Member States and the EU to follow up on the funds' contributions to gender equality.
- Align these indicators for advancing gender equality with national equality priorities. This will allow Member States to follow up on the funds' contributions to specific national equality priorities.

This tool can guide managing authorities at the national and subnational levels when developing OPs to promote equality between women and men in all their diversity. Specific gender equality indicators are the key to providing gender-sensitive inputs for annual performance reviews — a major occasion for a policy dialogue on key issues related to programme implementation and performance. They also provide relevant information for the monitoring committee, and for mid-term and *ex post* evaluations.

As defined in Article 17(3)(d)(ii) of the CPR, each specific objective in an OP must have 'output indicators and result indicators with the corresponding milestones and targets'. The ERDF, Cohesion Fund, EMFF and European Social Fund Plus (ESF+) have defined common indicators in annexes to their specific regulations. However, Member States are also free to add indicators. In addition to this specific support for drawing up indicators related to gender equality, the collection of sex-disaggregated data is identified as a standard procedure. Collecting such data on gender equality indicators, alongside the disaggregation of all indicators by sex and other important characteristics, where possible and meaningful, is of the utmost importance, as it has an impact on all phases of EU Funds' programming.

### Steps to develop quantitative and qualitative indicators

Steps for developing quantitative and qualitative indicators include:

1. reviewing the policy objective, the specific objective and their implications for gender equality (see [Tool 3](#));
2. reviewing the related output and results indicators to determine if they can be broken down by sex (and possibly by other relevant characteristics such as age, race, ethnicity, disability, location and socioeconomic background);
3. referring to the questions in the tables to explore a range of indicators from a gender perspective;
4. reviewing the sample gender equality indicators below;
5. defining relevant indicators for advancing gender equality related to the specific outputs and results, ensuring that these are aligned to national priorities and the specificities of each programme.

The tool is structured as follows:

- tables featuring common indicators defined in the annexes of specific regulations for:
  - the ERDF and Cohesion Fund (same common indicators),
  - the ESF+,
  - the EMFF;
- specific guidance in each table for defining gender equality indicators, including:
  - questions for you to reflect on when defining specific qualitative and quantitative indicators for advancing gender equality, and aligning these with national priorities;
  - examples of indicators for advancing gender equality, which are common to the EU Funds discussed (*please note: these indicators are examples that should be further developed and aligned to national priorities and the specificities of each programme*).

<sup>(71)</sup> This tool does not propose amending the common indicators or adding new ones to the proposed regulations. It suggests additional programme-specific indicators that the Member States may want to use in addition to the common indicators.

### ERDF and Cohesion Fund (same common indicators)

| Policy objective  | Specific objective   | Outputs   | Results   | Questions for gender equality indicators   | Examples of indicators <sup>(72)</sup>  |
|---|--|---|---|--|---|
| <b>Policy objective 1:<br/>A smarter Europe by promoting innovative and smart economic transformation</b> | (i) Enhancing research and innovation capacities and the uptake of advanced technologies | CCO <sup>(73)</sup> 01 — Enterprises supported to innovate<br><br>CCO 02 — Researchers working in supported research facilities | CCR <sup>(74)</sup> 01 — SMEs introducing product, process, marketing or organisational innovations                           | <ul style="list-style-type: none"> <li>How many enterprises are owned by women v how many are owned by men?</li> <li>How many women vs. men are researchers working in supported research facilities?</li> <li>What is the support given to female-owned enterprises v the support given to male-owned enterprises?</li> </ul> | <p>Output level:</p> <ul style="list-style-type: none"> <li>Female- and male-owned enterprises supported to innovate</li> <li>Average amount of support given to female- and male-owned enterprises</li> <li>Women and men researchers working in supported research facilities</li> </ul> <p>Results level:</p> <ul style="list-style-type: none"> <li>Female- and male-owned SMEs introducing product, process, marketing or organisational innovations</li> </ul>  |
|   | (ii) Reaping the benefits of digitalisation for citizens, companies and governments      | CCO 03 — Enterprises and public institutions supported to develop digital products, services and applications                   | CCR 02 — Additional users of new digital products, services and applications developed by enterprises and public institutions | <ul style="list-style-type: none"> <li>Who are the users and non-users (women and men) of new digital products and services?</li> <li>Are these products and services equally used by women and men?</li> <li>How many of these enterprises are owned by women v men?</li> </ul>   | <p>Output level:</p> <ul style="list-style-type: none"> <li>Female- and male-owned enterprises supported to develop digital products, services and applications</li> <li>Average amount of support given to female- and male-owned enterprises</li> </ul> <p>Results level:</p> <ul style="list-style-type: none"> <li>Women and men users of new digital products and services</li> <li>Gap in user rates between women and men</li> <li>Satisfaction of women and men users with digital products, services and applications</li> </ul> |

<sup>(72)</sup> The indicators should be constructed as numbers and/or percentages, for example of female- and male-owned enterprises. It is preferable to focus on percentages, since simple numbers are not ideal for indicators.

<sup>(73)</sup> CCO: Core Common Output Indicator.

<sup>(74)</sup> CCR: Core Common Result Indicator.



| Policy objective  | Specific objective  | Outputs   | Results   | Questions for gender equality indicators  | Examples of indicators <sup>(72)</sup>   |
|---|---|---|---|---|--|
| <b>Policy objective 1:<br/>A smarter Europe by promoting innovative and smart economic transformation</b>   | (iii) Enhancing growth and competitiveness of SMEs  | CCO 04 — SMEs supported to create jobs and growth             | CCR 03 — Jobs created in SMEs supported                             | <ul style="list-style-type: none"> <li>• How many of the SMEs supported are owned by women v men?</li> <li>• What kinds of jobs are created? Within which sectors have these jobs been created?</li> <li>• Is this sector more dominated by women or men, or is there an equal distribution?</li> <li>• How will these jobs support women's v men's employment?</li> </ul>  | Output level: <ul style="list-style-type: none"> <li>• Female- and male-owned SMEs supported to create growth</li> <li>• Average amount of support given to female- and male-owned enterprises</li> </ul> Results level: <ul style="list-style-type: none"> <li>• Type of jobs created</li> <li>• Number/share of women's and men's jobs created</li> <li>• Number/share of women's and men's jobs created in sectors dominated by women/men</li> </ul>  |
|   | (iv) Developing skills for smart specialisation, industrial transition and entrepreneurship | CCO 05 — SMEs investing in skills development                 | CCR 04 — SMEs staff benefiting from training for skills development | <ul style="list-style-type: none"> <li>• How many of the SMEs supported are owned by women v men?</li> <li>• What kinds of skills are promoted? Within which sectors are these skills necessary? How will they support women's v men's skills development?</li> <li>• Are these sectors dominated by more women or men, or is there an equal distribution?</li> </ul>   | Output level: <ul style="list-style-type: none"> <li>• Female- and male-owned SMEs investing in skills development</li> <li>• Average amount of support given to female- and male-owned enterprises</li> <li>• Average cost of training by women and men staff members trained</li> </ul> Results level: <ul style="list-style-type: none"> <li>• Number/share of women and men in SMEs staff who have benefited from skills development training</li> <li>• Types of training for skills development accessed by women v men</li> </ul> |
| <b>Policy objective 2:<br/>A greener, low-carbon Europe by promoting clean and fair energy transition, green and blue investment, the circular economy, climate adaptation and risk prevention and management</b> | (i) Promoting energy efficiency measures  | CCO 06 — Investments in measures to improve energy efficiency | CCR 05 — Beneficiaries with improved energy classification          | <ul style="list-style-type: none"> <li>• How will measures to improve energy efficiency affect women and men in all their diversity? Is there likely to be a difference?</li> <li>• Can other socio-demographic characteristics influence these effects, such as age, socioeconomic status and education?</li> <li>• Will both women and men participate in any possible consultations that might be held?</li> </ul> | Output level: <ul style="list-style-type: none"> <li>• Type of investments in measures to improve energy efficiency</li> </ul> Results level: <ul style="list-style-type: none"> <li>• Women and men beneficiaries with improved energy classifications</li> </ul>   |

| Policy objective  | Specific objective   | Outputs  | Results  | Questions for gender equality indicators  | Examples of indicators <sup>(72)</sup>  |
|---|--|--|--|---|---|
| <b>Policy objective 2:<br/>A greener, low-carbon Europe by promoting clean and fair energy transition, green and blue investment, the circular economy, climate adaptation and risk prevention and management</b> | (ii) Promoting renewable energy  | CCO 07 — Additional renewable energy production capacity                   | CCR 06 — Volume of additional renewable energy produced  | <ul style="list-style-type: none"> <li>Who will benefit from the additional renewable energy production capacity? Will there be different benefits for women and men? Will other characteristics impact these benefits?</li> <li>Will both women and men participate in any possible consultations that might be held?</li> </ul>   | Results level: <ul style="list-style-type: none"> <li>Women and men beneficiaries of the volume of additional renewable energy produced</li> </ul>  |
|   | (iii) Developing smart energy systems, grids and storage at local level                            | CCO 08 — Digital management systems developed for smart grids              | CCR 07 — Additional users connected to smart grids   | <ul style="list-style-type: none"> <li>Who are the users of digital management systems for smart grids? Are there the same numbers of women and men users?</li> <li>Will both women and men participate in any possible consultations that might be held?</li> </ul>  | Results level: <ul style="list-style-type: none"> <li>Women and men additional users connected to smart grids</li> </ul>  |
|   | (iv) Promoting climate change adaptation, risk prevention and disaster resilience                  | CCO 09 — New or upgraded disaster monitoring, warning and response systems | CCR 08 — Additional population benefiting from protection measures against floods, forest fires, and other climate related natural disasters | <ul style="list-style-type: none"> <li>Who will benefit from the new or upgraded disaster monitoring, warning and response systems? Will women and men benefit to the same extent?</li> <li>Are differences in traditional patterns taken into account in the response systems? (men in the professional sphere, women in the private sphere, more men own a car/use the car/drive, women are often caring for others and also need to take care of their dependants during a disaster, ...)</li> </ul> | Results level: <ul style="list-style-type: none"> <li>Additional women and men benefiting from protection measures against floods, forest fires and other climate-related natural disasters</li> </ul>  |
|   | (v) Promoting sustainable water management   | CCO 10 — New or upgraded capacity for wastewater treatment                 | CCR 09 — Additional population connected to, at least, secondary wastewater treatment  | <ul style="list-style-type: none"> <li>Who will benefit from new or upgraded capacity for wastewater treatment? Will women and men benefit to the same extent?</li> <li>Will both women and men participate in any possible consultations that might be held?</li> </ul>  | Results level: <ul style="list-style-type: none"> <li>Additional women and men connected to, at least, secondary wastewater treatment</li> </ul>  |
|   | (vi) Promoting the transition to a circular economy  | CCO 11 — New or upgraded capacity for waste recycling                      | CCR 10 — Additional waste recycled   | <ul style="list-style-type: none"> <li>Who will benefit from new or upgraded capacity for waste recycling? Will women and men benefit to the same extent?</li> <li>Are considerations about women's and men's behaviours and roles included in efforts to promote the transition to the circular economy?</li> <li>Will both women and men participate in any possible consultations that might be held?</li> </ul>   | Results level: <ul style="list-style-type: none"> <li>Additional waste recycled by women v men</li> <li>Gender-responsive ways of promoting transition, e.g. degree of attention to women's and men's needs and preferences</li> <li>Gender assessment of waste recycling available</li> <li>Satisfaction of women and men users with measures</li> </ul> |
|   | (vii) Enhancing biodiversity, green infrastructure in the urban environment and reducing pollution | CCO 12 — Surface area of green infrastructure in urban areas               | CCR 11 — Population benefiting from measures for air quality   | <ul style="list-style-type: none"> <li>Who will use and benefit from (surface area of) green infrastructure in urban areas? Will women and men use this infrastructure in the same ways? Will women and men benefit equally?</li> <li>Who lives in the areas?</li> </ul>  | Results level: <ul style="list-style-type: none"> <li>Women and men in the population who are benefiting from air quality measures</li> <li>Satisfaction of women and men with these measures</li> </ul>  |

| Policy objective   | Specific objective  | Outputs   | Results  | Questions for gender equality indicators  | Examples of indicators <sup>(72)</sup>  |
|--|---|---|--|---|---|
| <b>Policy objective 3:<br/>A more connected Europe by enhancing mobility and regional ICT connectivity</b> | (i) Enhancing digital connectivity  | CCO 13 — Additional households and enterprises with coverage by very high capacity broadband networks | CCR 12 — Additional households and enterprises with broadband subscriptions to a very high capacity networks | <ul style="list-style-type: none"> <li>• What kind of additional households will be covered by very high capacity broadband networks (e.g. female-headed or male headed households, single-parent households, etc.)? Who lives in these households?</li> <li>• Who are the owners of the enterprises with very high capacity broadband networks?</li> <li>• What data are there on the accessibility/affordability of access? How does this affect women and men differently?</li> </ul>  | Results level: <ul style="list-style-type: none"> <li>• Additional female-headed and male-headed households with subscriptions to very high capacity broadband networks</li> <li>• Female- and male-owned enterprises covered by very high capacity broadband networks</li> </ul> |
|  | (ii) Developing a sustainable, climate resilient, intelligent, secure and intermodal TEN-T <sup>(75)</sup>  | CCO 14 — Road TEN-T: new and upgraded roads   | CCR 13 — Time savings due to improved road infrastructure  | <ul style="list-style-type: none"> <li>• Who will use and benefit from the new and upgraded roads? Will women and men use these roads in the same ways? Will they benefit equally?</li> <li>• Who will save time due to improved road infrastructure? Women or men, or both? Why?</li> <li>• Are different safety and health considerations included for the women and men living near the roads?</li> </ul>  | Results level: <ul style="list-style-type: none"> <li>• Women's and men's time savings due to improved road infrastructure</li> </ul>   |
|  | (iii) Developing sustainable, climate resilient, intelligent and intermodal national, regional and local mobility, including improved access to TEN-T and cross-border mobility | CCO 15 — Rail TEN-T: new and upgraded railways  | CCR 14 — Annual number of passengers served by improved rail transport                                       | <ul style="list-style-type: none"> <li>• Who will use and benefit from the new and upgraded railways? Will women and men use rail transport in the same ways? Will they benefit equally?</li> <li>• Who will save time due to improved rail transport? Women or men, both? Why?</li> </ul>  | Results level: <ul style="list-style-type: none"> <li>• Annual number of women and men passengers served by improved rail transport</li> <li>• Average time saved by women and men passengers</li> </ul>  |
|  | (iv) Promoting sustainable multimodal urban mobility  | CCO 16 — Extension and modernisation of tram and metro lines  | CCR 15 — Annual users served by new and modernised tram and metro lines                                      | <ul style="list-style-type: none"> <li>• Who will use and benefit from the extension and modernisation of tram and metro lines? Will women and men use these lines in the same ways? Will they benefit equally?</li> <li>• Who will save time due to new and modernised tram and metro lines? Women or men, or both? Why?</li> <li>• Are women's and men's different needs taken into account during the extension and modernisation process (e.g. it is important to provide extensions towards industrial parks and other places of employment, as well as extra stops/connectivity to schools, hospitals, shops and other services)</li> </ul> | Results level: <ul style="list-style-type: none"> <li>• Annual women and men users served by new and modernised tram and metro lines</li> </ul>   |

<sup>(75)</sup> Trans-European Transport Network

| Policy objective  | Specific objective  | Outputs  | Results  | Questions for gender equality indicators   | Examples of indicators <sup>(72)</sup>   |
|---|---|--|--|--|--|
| <b>Policy objective 4:<br/>A more social Europe implementing the European Pillar of Social Rights</b> | (i) Enhancing the effectiveness of labour markets and access to quality employment through developing social innovation and infrastructure  | CCO 17 — Annual unemployed persons served by enhanced facilities for employment services | CCR 16 — Job seekers using annually enhanced facilities for employment services        | <ul style="list-style-type: none"> <li>• What are women and men’s unemployment rates?</li> <li>• How are facilities for employment services organised to address the needs of both women and men in all their diversity?</li> <li>• Are gender-responsive participatory approaches used in developing these services?</li> </ul>   | Output level: <ul style="list-style-type: none"> <li>• Unemployed women and men served annually by enhanced facilities for employment services</li> <li>• Gender-responsive enhanced facilities for employment services</li> </ul> Results level: <ul style="list-style-type: none"> <li>• Women and men job seekers who annually use enhanced facilities for employment services</li> </ul>   |
|   | (ii) Improving access to inclusive and quality services in education, training and lifelong learning through developing infrastructure  | CCO 18 — New or upgraded capacity for childcare and education infrastructure             | CCR 17 — Annual users served by new or upgraded childcare and education infrastructure | <ul style="list-style-type: none"> <li>• Who uses and benefits from childcare? Will women and men use childcare infrastructure to the same extent? Will they benefit equally?</li> <li>• How does childcare and education infrastructure influence the employability of women and men?</li> <li>• Do girls and boys have the same access to new and upgraded childcare and education infrastructure?</li> </ul>  | Results level: <ul style="list-style-type: none"> <li>• Girls and boys served annually by new or upgraded childcare and education infrastructure</li> <li>• Number/share of households (by type of households, e.g. female-headed or male-headed, single parent households, etc.) whose childcare burden has been reduced because of new or upgraded infrastructure</li> <li>• Average opening hours of childcare facilities</li> </ul>            |
|   | (iii) Increasing the socio-economic integration of marginalised communities, migrants and disadvantaged groups, through integrated measures including housing and social services | CCO 19 — Additional capacity of reception infrastructures created or upgraded            | CCR 18 — Annual users served by new and improved reception and housing facilities      | <ul style="list-style-type: none"> <li>• Who will use and benefit from the additional capacity of reception infrastructures? Will women and men use this infrastructure to the same extent? Will they benefit equally?</li> <li>• Are there gender-responsive assessments of the needs of women and men among these groups?</li> <li>• Who lives in marginalised communities? Who are the migrants and disadvantaged groups? Are there groups within these groups, for example women or men, who are more or less integrated?</li> </ul> | Results level: <ul style="list-style-type: none"> <li>• Women and men users served annually by new and improved reception and housing facilities</li> <li>• Average cost of services for women and men users</li> <li>• Women and men users’ satisfaction with services</li> </ul>   |
|   | (iv) Ensuring equal access to healthcare through developing infrastructure, including primary care  | CCO 20 — New or upgraded capacity for healthcare infrastructure                          | CCR 19 — Population with access to improved healthcare services                        | <ul style="list-style-type: none"> <li>• Are gender-responsive assessments of the needs of women and men related to the infrastructure available?</li> <li>• Who will use and benefit from the new or upgraded capacity for healthcare infrastructure? Will women and men benefit equally?</li> <li>• How does new or upgraded capacity for healthcare infrastructure consider women’s and men’s different health needs throughout the life cycle?</li> </ul>  | Output level: <ul style="list-style-type: none"> <li>• Type of new or upgraded capacity for healthcare infrastructure</li> <li>• New or upgraded capacity for healthcare and infrastructure to equally meet the needs of women and men users</li> <li>• Spaces for children available in the waiting areas</li> </ul> Results level: <ul style="list-style-type: none"> <li>• Women and men with access to improved healthcare services</li> </ul> |

## European Social Fund Plus

| Indicators   | Questions for gender equality indicators  | Examples of indicators   |
|--|---|--|
| <p>(1) Common output indicators related to operations targeting people:</p> <ul style="list-style-type: none"> <li>• (1a) Common output indicators for participants</li> </ul> <p>The common output indicators for participants are <sup>(76)</sup>:</p> <ul style="list-style-type: none"> <li>• unemployed, including long-term unemployed*,</li> <li>• long-term unemployed*,</li> <li>• inactive*,</li> <li>• employed, including self-employed*,</li> <li>• below 30 years of age*,</li> <li>• above 54 years of age*,</li> <li>• with lower secondary education or less (ISCED 0-2)* <sup>(77)</sup>,</li> <li>• with upper secondary (ISCED 3) or post-secondary education (ISCED 4)*,</li> <li>• with tertiary education (ISCED 5 to 8)*.</li> </ul> <p>The total number of participants should be calculated automatically on the basis of the common output indicators related to employment status.</p> | <ul style="list-style-type: none"> <li>• What are the underlying causes of women's and men's employment statuses?</li> <li>• In all Member States the employment statuses of women and men differ; why is this the case in the Member State concerned?</li> <li>• What are specific root causes of inequalities in the labour market?</li> <li>• What are the proportions of women and men in the targeted sectors and groups?</li> </ul> | <ul style="list-style-type: none"> <li>• Average spending on measures for women in comparison with men</li> <li>• Types of employment among women in comparison with men</li> <li>• The above disaggregated between women and men with and without children</li> <li>• The above disaggregated between women and men single parents</li> <li>• Satisfaction of women and men participants</li> <li>• Share of spending on explicit gender equality measures</li> </ul> |
| <p>(1b) Other common output indicators (if data for these indicators is not collected from data registers, values on these indicators can be determined based on informed estimates by the beneficiary).</p> <ul style="list-style-type: none"> <li>• participants with disabilities**,</li> <li>• third country nationals*,</li> <li>• participants with a foreign background*,</li> <li>• minorities (including marginalised communities such as the Roma)**,</li> <li>• homeless or affected by housing exclusion*,</li> <li>• participants from rural areas*.</li> </ul>   | <ul style="list-style-type: none"> <li>• Are there differences between women and men within these groups? Why?</li> <li>• How can these differences be addressed?</li> </ul>  | <ul style="list-style-type: none"> <li>• Women and men participants with children</li> <li>• Women and men participants who are single parents</li> <li>• Average spending per women and men participants</li> <li>• Satisfaction of women and men participants</li> <li>• Share of spending on explicit gender equality measures</li> </ul>   |

<sup>(76)</sup> Data reported under the indicators marked with \* are personal data according to Article 4(1) of Regulation (EU) 2016/679. Data reported under the indicators marked with \*\* are a special category of data according to Article 9 of Regulation (EU) 2016/679.

<sup>(77)</sup> ISCED: International Standard Classification of Education.

| Indicators  | Questions for gender equality indicators   | Examples of indicators  |
|---|--|---|
| <p>(2) Common output indicators for entities are:</p> <ul style="list-style-type: none"> <li>• number of supported public administrations or public services at national, regional or local level,</li> <li>• number of supported micro, small and medium-sized enterprises (including cooperative enterprises, social enterprises).</li> </ul>   | <ul style="list-style-type: none"> <li>• Is there a difference in the support obtained by female-owned and male-owned microenterprises, and SMEs (including cooperative enterprises and social enterprises)? Why?</li> <li>• Do we want to promote a different situation?</li> </ul> | <ul style="list-style-type: none"> <li>• Type of support obtained by female-owned and male-owned micro enterprises and SMEs (including cooperative enterprises and social enterprises)</li> <li>• Average spending per female-owned and male-owned enterprise</li> <li>• Satisfaction of women and men beneficiaries</li> <li>• Share of spending on explicit gender equality measures</li> </ul> |
| <p>(3) The common immediate result indicators for participants are:</p> <ul style="list-style-type: none"> <li>• participants engaged in job searching upon leaving*,</li> <li>• participants in education or training upon leaving*,</li> <li>• participants gaining a qualification upon leaving*,</li> <li>• participants in employment, including self-employment, upon leaving*.</li> </ul>  | <ul style="list-style-type: none"> <li>• Is there a difference between women and men within these groups? Why?</li> <li>• Do we want to promote a different situation?</li> </ul>  | <ul style="list-style-type: none"> <li>• Types of jobs sought by women compared with men</li> <li>• Types of qualification upon leaving among women and men</li> <li>• Types of employment and self-employment among women and men</li> </ul>   |
| <p>(4) Common longer-term result indicators for participants:</p> <ul style="list-style-type: none"> <li>• participants in employment, including self-employment, six months after leaving*,</li> <li>• participants with an improved labour market situation six months after leaving*.</li> </ul> <p>As a minimum requirement, such data should be collected based on a representative sample of participants within each specific objective. Internal validity of the sample should be ensured in such a way that the data can be generalised at the level of the specific objective</p> | <ul style="list-style-type: none"> <li>• Is there a difference between women and men within these groups? Why?</li> </ul>  | <ul style="list-style-type: none"> <li>• Types of employment among women compared with men</li> <li>• Average wages among women and men</li> <li>• Indicators related to job quality for women and men</li> <li>• Perception of women and men beneficiaries about their labour market situation (i.e. whether it has improved or not)</li> </ul>  |

The ESF+ regulation states (Annex 1, p. 1): ‘Common indicators for the general support of the ESF+ strand under shared management. All personal data are to be broken down by gender (female, male, “non binary” <sup>(78)</sup>). If certain results are not possible, data for those results do not have to be collected and reported.’

<sup>(78)</sup> A person who does not identify as a woman or a man.

## Common indicators for European Social Fund Plus support to address material deprivation

| Indicators   | Questions for gender equality indicators  | Examples of indicators  |
|--|---|---|
| <p>(1) Output indicators</p> <p>(a) Total monetary value of distributed food and goods:</p> <p>(i) total value of food support</p> <p>(a) total monetary value of food for children</p> <p>(b) total monetary value of food for the homeless</p> <p>(c) total monetary value of food for other target groups</p> <p>(ii) total value of goods distributed</p> <p>(a) total monetary value of goods for children</p> <p>(b) total monetary value of goods for the homeless</p> <p>(c) total monetary value of goods for other target groups</p> | <ul style="list-style-type: none"> <li>• Is there a difference in the total monetary value of food that reaches women/girls and that reaches men/boys within these specific groups?</li> <li>• Is an assessment available of the situation of different groups of women and men and their specific needs?</li> <li>• Do the goods provided address the different preferences and needs of women and men?</li> <li>• Are women's particular needs related to reproductive health addressed?</li> </ul> | <ul style="list-style-type: none"> <li>• Total monetary value of goods provided to meet women's reproductive health needs (e.g. tampons)</li> <li>• Average monetary value/spending on women and men in terms of distributed food and goods</li> <li>• Satisfaction of women and men beneficiaries with the food and goods distributed</li> </ul> |
| <p>(b) Total quantity of food support distributed (tons), within which:</p> <p>(a) proportion of food for which only transport, distribution and storage were paid for by the programme (%)</p> <p>(b) proportion of the ESF+ co-financed food products in the total volume of food distributed to the beneficiaries (%)</p>   | <ul style="list-style-type: none"> <li>• How are women's and men's different needs taken into account?</li> <li>• How are women and men involved in the distribution systems?</li> <li>• Who are the food suppliers? Are female-owned enterprises and women farmers' businesses among suppliers on an equal footing with their male counterparts?</li> </ul>  | <ul style="list-style-type: none"> <li>• Female- and male-owned businesses among suppliers</li> <li>• Proportion of food provided by female- and male-owned suppliers</li> </ul>  |

| Indicators   | Questions for gender equality indicators  | Examples of indicators   |
|--|---|--|
| <p>(3) Common result indicators</p> <p>Number of the end recipients receiving food support, including:</p> <ul style="list-style-type: none"> <li>• number of children below 18 years of age</li> <li>• number of youths 18-29 years of age</li> <li>• number of end recipients above 54 years of age</li> <li>• number of end recipients with disabilities</li> <li>• number of third country nationals</li> <li>• number of end recipients with a foreign background and minorities (including marginalised communities such as the Roma)</li> <li>• number of homeless end recipients or end recipients affected by housing exclusion</li> </ul> <p>Number of end recipients receiving material support:</p> <ul style="list-style-type: none"> <li>• number of children below 18 years of age</li> <li>• number of youths 18-29 years of age</li> <li>• number of end recipients above 54 years of age</li> <li>• number of end recipients with disabilities</li> <li>• number of third country nationals</li> <li>• number of end recipients with a foreign background and minorities (including marginalised communities such as the Roma)</li> <li>• number of homeless end recipients or end recipients affected by housing exclusion</li> </ul> | <ul style="list-style-type: none"> <li>• Are there differences in food support for women and for men?</li> <li>• Is there consideration of women's and men's different needs in terms of vitamins and food supplies throughout the life cycle?</li> <li>• Are women's and men's preferences regarding food supplies taken into account?</li> <li>• Are the potential differences in reaching women and men recipients considered?</li> <li>• Are assessments available on the different needs and preferences of women and men among the target groups?</li> <li>• Is there a difference in material support for women and for men?</li> <li>• Is there consideration of women's and men's different material support needs throughout the life cycle?</li> <li>• Is there consideration of how material support may or may not put women and men in situations that can endanger their lives?</li> </ul> | <ul style="list-style-type: none"> <li>• Satisfaction of women and men beneficiaries</li> <li>• Female- and male-owned businesses among suppliers</li> </ul> |



## European Social Fund Plus indicators for the health strand <sup>(79)</sup>

| Indicators  | Questions for gender equality indicators   | Examples of indicators  |
|---|--|---|
| <p>Level of integrated work in the health sector, and the use of the programme's results in national health policies:</p> <ul style="list-style-type: none"> <li>Number of patients supported by European reference networks</li> <li>Number of health technology joint clinical assessments</li> <li>Number of best practices transferred</li> <li>Degree of use of the programme's results of the programme in national health policy, as measured by a 'before and after' questionnaire</li> </ul> | <ul style="list-style-type: none"> <li>Are there differences in how women and men patients are supported by European reference networks?</li> <li>Do the disaggregated indicators show quantitative differences? If there are different numbers of women and men supported by European reference networks, how can this be explained?</li> <li>Are more women than men accessing health technology joint clinical assessments?</li> <li>Are best practices transferred, including descriptions of women's and men's health situations and their different health needs during the life cycle?</li> <li>Are more results related to women or men used in national health policies? Why are the other results used less frequently?</li> </ul> | <ul style="list-style-type: none"> <li>Available gender-responsive assessment study on health technology</li> <li>Questionnaire results disaggregated between women and men</li> <li>Type of health issues addressed by the technology supported, including the different needs and health issues experienced by women and men</li> <li>Results related to gender integrated into the development of health technologies and health policies</li> </ul> |

## European Maritime and Fisheries Fund

### Common indicators

| Priority  | Indicator   | Questions for gender equality indicators  | Examples of indicators   |
|---|---|---|--|
| Fostering sustainable fisheries and the conservation of marine biological resources | Change in volume of landings stemming from stocks assessed at maximum sustainable yield   |   |  |
|   | Change in profitability of the Union fishing fleet  | <ul style="list-style-type: none"> <li>What are the differences in women's and men's ownership of the fleet and profitability?</li> <li>What are the differences in the employment of women and men?</li> </ul> | <ul style="list-style-type: none"> <li>Female- and male-owned businesses and their profitability</li> <li>Women and men employed in the fleet and in these businesses</li> </ul> |
|   | Surface (hectares) of Natura 2000 sites, and other marine protected areas under the Marine Strategic Framework Directive, covered by protection, maintenance and restoration measures |   |  |
|   | Percentage of fishing vessels equipped with electronic position- and catch-reporting device   | <ul style="list-style-type: none"> <li>Who is benefiting from these measures?</li> </ul>  | <ul style="list-style-type: none"> <li>Women's and men's ownership of vessels</li> </ul>   |

<sup>(79)</sup> Please note that the health strand of the ESF+ is under direct management. It therefore does not follow the same rules as the main ESF+ strand in shared management.

Section 4. How can we apply gender budgeting in the European Union Funds? Practical tools and Member State examples

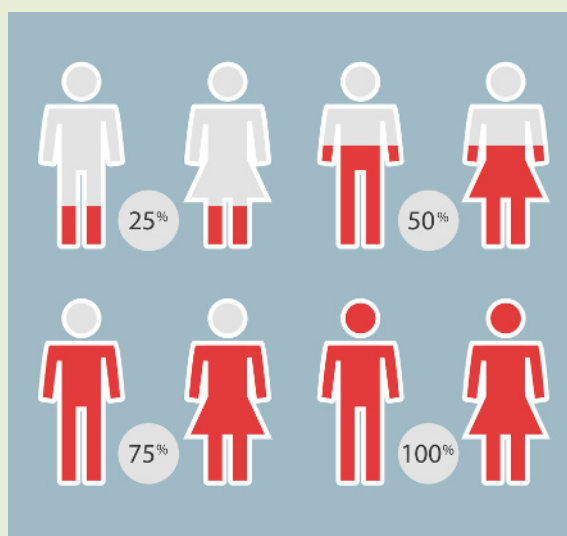
| Priority  | Indicator  | Questions for gender equality indicators  | Examples of indicators   |
|---|--|---|--|
| Contributing to food security in the Union through competitive and sustainable aquaculture and markets                | Change in the value and volume of aquaculture production in the Union                | <ul style="list-style-type: none"> <li>What are the levels of women's and men's employment in the sector?</li> <li>What are their employment conditions? Are these different? If so, why?</li> </ul>  | <ul style="list-style-type: none"> <li>Indicators related to women's and men's employment</li> </ul>   |
|   | Change in the value and volume of landings   |   |  |
| Enabling the growth of a sustainable blue economy and fostering prosperous coastal communities                        | Change in GDP in maritime Nomenclature of Territorial Units for Statistics 3 regions |   |  |
|   | Change in the number of jobs (full-time equivalents) in the sustainable blue economy | <ul style="list-style-type: none"> <li>What kinds of jobs are being generated in the sustainable blue economy? Are both women and men being promoted to work in these jobs?</li> <li>Are gender-responsive assessments available on different groups involved in the sustainable blue economy?</li> <li>Who is benefiting from the growth of a sustainable blue economy? Are women and men benefiting equally?</li> </ul> | <ul style="list-style-type: none"> <li>Change in the number of jobs (full-time equivalents) in the sustainable blue economy for women compared with men</li> <li>Available gender-responsive assessment</li> </ul> |
| Strengthening international ocean governance and enabling safe, secure, clean and sustainably managed seas and oceans | Number of shared operations contributing to EU cooperation on coastguard functions   | <ul style="list-style-type: none"> <li>What kinds of shared operations are being undertaken that contribute to EU cooperation functions?</li> <li>Are both women and men involved in these operations? Why/why not?</li> </ul>  | <ul style="list-style-type: none"> <li>Women's and men's employment in the coastguard</li> <li>Number/proportion of women involved in governance structures</li> </ul>   |

## France: facilitating gender mainstreaming by defining relevant indicators in Operational Programmes

In France, the horizontal principle of gender equality has been adopted through a dual approach in the national ESF OP for 'Growth and inclusion'. The use of sex-disaggregated indicators across all French ERDF and ESF OPs facilitates gender mainstreaming throughout programme implementation. These indicators measure the participation of women and men by providing sex-disaggregated information on outputs and results.

Informed by sex-disaggregated data, analyses that consider women's and men's different situations and needs in the country lead to targeted actions to champion gender equality.

They include, for instance, measures in the ESF OP to enhance women's employment, training, education and entrepreneurship. The French ESF has sex-disaggregated output and results indicators for all three of its priorities: employment, professional paths and poverty. Gender equality is a key principle for project selection.



Results indicators <sup>(80)</sup> in the French ESF OP include:

- numbers of women and men who are in employment, including self-employed, after their participation;
- numbers of women and men participants in employment above the age of 55, including self-employed, after their participation;
- numbers of women and men participants in training or studies after their participation.

Output indicators include:

- numbers of unemployed women and men participants;
- numbers of women and men participants over the age of 55;
- numbers of economically inactive women and men participants;
- numbers of women and men participants below 25 years of age;
- number of women participants below 25 years of age;
- number of women participants who are on maternity leave or re-entering the labour force.

### Additional resources

Learn more about quantitative and qualitative gender equality indicators by visiting:

- [EIGE's resources on gender indicators](#)
- [Gender statistics database](#)

<sup>(80)</sup> As noted above, indicators on numbers of women and men should ideally also include percentages to better visualise possible inequalities.



## Tool 7: Defining gender-sensitive project selection criteria

This tool can be used by managing authorities and monitoring committees to support the elaboration of gender-sensitive projects, and to set gender equality criteria for the selection of projects. This support from managing authorities is vital for ensuring that gender equality is integrated as a horizontal principle in all EU Funds' activities.

As Article 67 of the CPR stipulates: 'The managing authorities shall establish and apply criteria and procedures which are non-discriminatory, transparent, ensure gender equality and take account of the Charter of Fundamental Rights of the European Union and the principle of sustainable development.'

### Steps to support gender-sensitive project development and selection

At the very beginning of the project development and selection processes, it is extremely important to support potential applicants. To ensure adequate support, managing authorities and monitoring committees could:

- make it clear in any call for project proposals, and in any other announcements on the use of resources, that gender equality is a horizontal principle that must be respected and put into practice;
- clearly explain that gender equality considerations will be part of all project selection criteria;
- include specific information in any call for proposals on gender equality requirements;
- use the following checklist to guide the preparation of calls.

### Checklist to guide the preparation of calls for project proposals

*Step 1. Does the call make it clear that the horizontal principle of gender equality must be part of the project's analysis?*

Managing authorities and monitoring committees could ask:

- Does the call for proposals clearly explain that the project will be evaluated based on whether or not a gender analysis is included in the proposal (i.e. an analysis of the differences in women's and men's situations and needs)?
- Does the call for proposals specifically demand the inclusion of qualitative and quantitative data to describe gender-related trends or patterns?
- Does the call for proposals indicate that the proposal should refer to fund-specific, national or subnational gender equality goals?

*Step 2. Does the call explain that the horizontal principle of gender equality must be part of the project's objectives and indicators?*

- Does the call for proposals explain that the proposal will be evaluated based on whether or not the project's objectives:
  - will be attained for both women and men;
  - include the specific disaggregation of objectives for women and men;
  - include specific gender equality objectives and goals (i.e. objectives that are to be reached for both women and men to increase gender equality), where relevant?
- Does the call for proposals ask that all indicators related to individuals be disaggregated by sex, in order to monitor if both women and men are reached?
- Does the call for proposals ask for specific gender indicators to be determined to facilitate the monitoring of progress towards gender equality objectives, where relevant?

*Step 3. Does the call indicate that the horizontal principle of gender equality should be integrated in the project's planned use of resources?*

- Does the call for proposals explain that proposals must specify how resources will be used to promote gender equality?
- Does the call make it clear that proposals should explain how the project will enhance equal access to resources, services and investments by women and men among the target groups?

*Step 4. Does the call specify that the project team should include gender competence?*

- Does the call for proposals indicate what role internal gender competence, or budgeting for external gender expertise, will play in project selection?
- Does the call make clear if, and to what degree, gender competence is a requirement in training and evaluation procurement processes?

*Step 5. Does the call explain that gender equality must form part of the project's monitoring and evaluation?*

- Does the call for proposals ask for a description of how the project will monitor and assess gender equality objectives/results/effects, and how it will apply corrective measures?
- Does the explain that any proposal must define how it will evaluate gender equality objectives and results?

**Checklist for project selection criteria**

When assessing project proposals, managing authorities and monitoring committees can develop and apply selection criteria based on the following questions.

*Step 1. Analysis*

- Does the proposal include a gender analysis of the intervention area (i.e. the analysis of differences in women's and men's situations and needs — in their diversity — and the identification of relevant inequalities)?
- Are qualitative and quantitative sex-disaggregated data used to describe gender gaps and patterns?
- Does the analysis refer to fund-specific, national and/or subnational gender equality goals?

*Step 2. Objectives and indicators*

- Are specific gender goals (i.e. objectives that are to be reached for both women and men to increase gender equality) set for the project?
- Does the proposal define how the project intends to contribute to overarching gender goals?
- Does the proposal indicate if, and how, the project's objective(s) will be attained for both women and men in their diversity?
- Are specific gender indicators set to facilitate the monitoring of gender objectives?
- Are general indicators related to individuals disaggregated by sex in order to monitor whether or not both women and men are reached?

Use the EU policy objectives as a guide, consulting [Tool 1](#) and [Table 3](#) below.

**Table 3: Gender equality in EU policy objectives**

| Policy objectives  | Gender equality aspects   |
|--|---|
| Equal economic independence for women and men<br>Equal pay for work of equal value | <ul style="list-style-type: none"> <li>• Reduce the gender pay gap</li> <li>• Increase employment (and reduce segmentation)</li> <li>• Contribute to women's education</li> <li>• Enhance work-life balance; specific indicators include: <ul style="list-style-type: none"> <li>- increased proportion of men's time in care-related activity</li> <li>- increased employment for women and men, including migrant women, in the formal care economy</li> <li>- increase in women's access to, and hours in, paid work</li> </ul> </li> <li>• Eliminate gender stereotypes</li> <li>• Reduce gender segregation in the labour market</li> <li>• Support flexible working arrangements and family-related leave</li> <li>• Increase women's entrepreneurship</li> <li>• Increase the accessibility and quality of childcare services</li> <li>• Support social inclusion</li> <li>• Increase the accessibility and quality of care facilities for other dependants</li> <li>• Fight the exclusion of, and poverty among, women</li> <li>• Support the protection of parents and carers</li> </ul> |
| Equality in decision-making  | <ul style="list-style-type: none"> <li>• Increase women's participation in decision-making positions and processes</li> </ul>   |
| Dignity, integrity and ending gender-based violence                                | <ul style="list-style-type: none"> <li>• Support the prevention of, and protection from, gender-based violence</li> <li>• Support men's and boys' role in eradicating violence against women</li> </ul>   |

Project objectives also include a wider perspective, related not only to sex or gender but also to other characteristics. For instance, it is important that objectives include further disaggregation within the broad categories of 'women' and 'men', considering additional socio-demographic attributes such as age, socioeconomic background, poverty, race, ethnicity, location (rural/urban), disability, sexual orientation (lesbian, gay, bisexual, transgender and others) and religion. Moreover, all thematic priorities should, ideally, consider an approach that pays attention to intersectionality (i.e. the intersectional characteristics of individuals, and how these interact or intersect to influence gender inequalities).

### Step 3. Activities and implementation

- Are specific activities planned to achieve the project's gender equality objectives?
- Is there a connection between the project's

planned gender analysis and the specification of gender equality objectives? Does the project explain how this connection will be taken into account in its development of activities (aimed at reducing existing inequalities) and their expected results and outcomes?

### Step 4. Gender competence

- Does the project have access to internal gender competence? If not, will external gender expertise be used? Does the project include a budget for such external expertise?
- Is gender competence a requirement in training and evaluation procurements?

### Step 5. Monitoring and evaluation

- Does the proposal explain how the project will monitor and assess gender equality objectives/ results/effects?

- Does the proposal define what corrective measures will be taken by the project if these gender equality objectives/results/effects are not being achieved?
  - Does the proposal set out how the project will evaluate gender equality objectives/results/effects?
- Finally, managing authorities and monitoring committees must ask: **does the project proposal fulfil these selection criteria?** If not, they could request complementary information and make a final assessment.

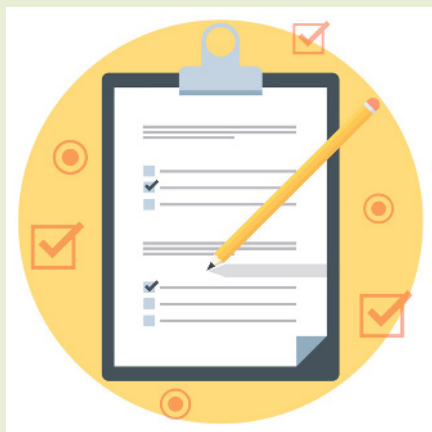
### **Belgium: the requirement to evaluate projects considering possible effects on women and men before selection**

In Belgium, all OPs are required to consider the lived realities of women and men. Every phase should consider how the programme may influence — positively and/or negatively — women's and men's different situations and needs. Therefore, each project proposal is analysed and evaluated by considering its possible effects on women and men, and how it may influence gender equality.

An intersectional analysis is applied at the OP level, at the project level, and during calls for proposals. This means that women's and men's lived realities are taken into consideration, as are their intersectional characteristics, such as age, socioeconomic status, disabilities, race, ethnicity, religion and other relevant socio-demographic data. Data collection and analysis of women's and men's situations in the labour market, their access to education, and opportunities for them to work in different companies and sectors are considered. If possible, the analysis cross-checks data with other socioeconomic dimensions. For example, young women may face different situations, and have different needs, from older women.

All calls for proposals must explain how the project will contribute to gender equality, which is a major consideration in the project selection process. To assist applicants in planning projects, information sessions are organised. These include information on equality between women and men, equality laws and policies, and gender-mainstreaming methods and tools. Another supportive awareness-raising action is an online training platform on gender equality. A practical guide on how to assess and integrate gender aspects in projects has also been published. This guide assists applicants to take women's and men's lived realities into account during project planning. It also helps monitoring committees to monitor projects' contributions to gender equality. Each project is evaluated according to established criteria, which are related to gender equality. Sex-disaggregated indicators are used throughout the programming period to measure possible advances towards gender equality.

## Finland: project selection criteria



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In Finland, new questions for project applicants on gender equality have been developed for the funding period 2014-2020. Project applicants need to answer the following questions.

|  | Yes | No | Explain<br>(has to be filled in) |
|--|-----|----|----------------------------------|
| The project assessed the operating environment from a gender perspective |     |    |                                  |
| A gender perspective was mainstreamed in the project                     |     |    |                                  |
| The main purpose of the project is to promote gender equality            |     |    |                                  |

These questions are used as evaluation criteria for making funding decisions.

## Supplementary tool 7.a: Gender-responsive agreements (contracts or grant agreements) with project implementers

After the project selection process, guided by clearly defined criteria that take gender equality into account, it is important to define basic requirements for project implementers. These should be set out in project agreements or contracts.

### Checklist for project agreements and contracts related to project financing

When drafting project agreements or contracts, managing authorities could ask the following questions.

- Does the agreement explain that the project's implementation is obliged to comply with the horizontal principle of gender equality?
- Does the agreement specify specific steps that should be taken to comply with the gender equality requirement?
- Does it explicitly state that the project's implementation is obliged to take women's and men's different situations and needs into account?
- Does the agreement explicitly mention that the project has an obligation to use resources to advance gender equality?
- Does the agreement set out specific targets and results that must be achieved with regard to gender equality? For example:
  - Do the targets and results clearly state that these must be achieved for both women and men?
- Do the procedures specified in the agreement mention specific expectations related to gender, such as:
  - references to gender equality in reports, especially sex-disaggregated statistics on beneficiaries;
  - the distribution and use of financial resources and results in reports;
  - gender-sensitive approaches to communication?
- If a declaration on oath is required, does this include taking the gender dimension into account? That is, are the recipients of project resources required to declare that they have understood that gender equality as a horizontal principle must be taken into account when utilising resources?
- Does the agreement on allocated project resources or subsidies specify that gender equality must be considered, as a necessary precondition, in the use of resources?



## € Tool 8: Tracking resource allocations for gender equality in the EU cohesion policy funds <sup>(81)</sup>

### Introduction to the tool

This tool presents a system to track spending on gender equality objectives within the 2021–2027 EU cohesion policy funds and, more specifically, the European Regional Development Fund (ERDF), the European Social Fund Plus (ESF+), the Cohesion Fund (CF) and the Just Transition Fund (JTF). It is linked to key EU policies on gender equality and to the UN's sustainable development goals (SDGs), particularly SDG indicator 5.c.1 ('Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment'). It is also aligned with the gender equality policy marker of the Organisation for Economic Co-operation and Development (OECD), as the EU cohesion policy recommends. **The tool can be used by Member States' managing authorities to follow EU cohesion policy guidance, in order to track resource allocations on gender equality both at the budget-planning stage and during the expenditure verification and evaluation stage, as part of annual performance reviews based on the regular transmission of data.** This tool does not constitute an obligation for Member States, but aims at supporting them in the implementation of the tracking mechanism stipulated in Annex I, Table 7 of the common provisions regulation (CPR) (Regulation (EU) 2021/1060). Moreover, the results of applying this tracking system can be used by the following bodies.

- **The European Commission and the Council of the European Union.** The system can provide useful information on how the **2021–2027 EU cohesion policy** investments are advancing the

**2020–2025 EU gender equality strategy <sup>(82)</sup>, the guidelines for employment policies of Member States <sup>(83)</sup> and the work-life balance directive <sup>(84)</sup>.** It can also provide useful information for reporting in the framework of the European semester <sup>(85)</sup> (country reports), the 'social scoreboard' <sup>(86)</sup> as the monitoring tool for the European Pillar of Social Rights, and for the annual report on gender equality of the Commission's Directorate-General for Justice and Consumers.

- **Member States.** The system relates to their national gender equality targets and commitments towards the 2020–2025 EU gender equality strategy and the SDGs, especially SDG 5 ('Achieve gender equality and empower all women and girls').
- **The managing authorities' steering programmes** and their respective funding programmes, measures and actions. The system offers a mechanism to allow (a) the identification of expenditure on EU Funds interventions that aim to contribute to gender equality and (b) monitoring of progress towards gender equality commitments.

This tracking system allows for a targeted monitoring of spending (type, volume and purpose of spending) at several stages of the programming cycle (e.g. during the *ex ante*, implementation and/or *ex post* phases of the programming cycle). It produces a quantitative estimate of how much has been planned, committed or spent towards specific objectives. The tracking system assigns weights to budget allocations according to their impacts on gender equality policy objectives. This allows for overall comparisons of the share of

<sup>(81)</sup> This tool was prepared by the European Institute for Gender Equality to facilitate the implementation of the principle of gender equality through gender budgeting, as one of its gender mainstreaming tools. It provides recommendations and good practices and is not legally binding on any EU or national entities involved in the implementation of the EU Funds. When it refers to the legislation in place or to proposals for legal acts, it does not constitute legal advice as regards their implementation. The usage of this toolkit is without prejudice to national legislation, to the interpretation of the Court of Justice and the General Court or to decisions of the Commission.

<sup>(82)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0152>

<sup>(83)</sup> [https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L\\_2020.344.01.0022.01.ENG&toc=OJ%3AL%3A2020%3A344%3A-TOC](https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L_2020.344.01.0022.01.ENG&toc=OJ%3AL%3A2020%3A344%3A-TOC)

<sup>(84)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32019L1158>

<sup>(85)</sup> [https://ec.europa.eu/info/publications/2020-european-semester-country-reports\\_en](https://ec.europa.eu/info/publications/2020-european-semester-country-reports_en) and <https://www.eurofound.europa.eu/observatories/eurwork/industrial-relations-dictionary/european-semester>

<sup>(86)</sup> <https://oeil.secure.europarl.europa.eu/oeil/popups/summary.do?id=1654657&t=e&l=en> and <https://www.eurofound.europa.eu/observatories/eurwork/industrial-relations-dictionary/social-scoreboard#:~:text=The%20Social%20Scoreboard%20aims%20to,check%20progress%20in%20its%20implementation>

budgets geared towards specific gender equality objectives.

### Ensuring gender relevance in the EU Funds

Equality between women and men is recognised by the EU as a fundamental principle, a core value of the EU and a necessary condition for the achievement of the EU objectives of growth, employment and social cohesion.

Since 1996, the Commission has committed to a **'dual approach'** to achieving gender equality. This approach involves mainstreaming a gender perspective in all policies, while also implementing specific measures to eliminate, prevent or remedy gender inequalities. These approaches go hand in hand and one cannot replace the other. Gender mainstreaming is not a policy goal in itself, but rather a means to achieve gender equality. Gender equality is enshrined in overarching EU legal and policy documents (see Annex 2) and in the SDGs.

In addition to the overall legal and policy documents, Commission communication – **'A Union of Equality: EU gender equality strategy 2020–2025'** (COM(2020) 152 final)<sup>(87)</sup> sets out the policy objectives and key actions for 2020–2025. The strategy highlights that the EU cohesion policy supports women's entrepreneurship, their (re) integration into the labour market and gender equality in specific, traditionally male, sectors. The **European Pillar of Social Rights**<sup>(88)</sup> is structured around three categories: equal opportunities and access to the labour market (including 'key principle 2: gender equality'), fair working conditions and social protection and inclusion. The pillar sets out three specific EU-level targets to be reached by 2030 in the areas of employment, skills and social protection, and defines specific actions in its action plan. Linking these elements to the implementation of the 2021–2027 EU Funds, especially the ESF+, is meant to support the implementation of the EU

gender equality strategy and the European Pillar of Social Rights. Furthermore, with its gender equality strategy, the Commission is committed to looking 'at the gender impact of its activities and **at how to measure expenditures related to gender equality at programme level in the 2021–2027 MFF [multiannual financial framework]**'<sup>(89)</sup>.

To further support the policy direction of the EU funding programmes under the 2021–2027 MFF, the CPR<sup>(90)</sup> sets out common rules for EU shared management funds, including **horizontal principles**. These include gender equality, as 'Member States and the Commission shall ensure that equality between men and women, gender mainstreaming and the integration of a gender perspective are taken into account and promoted throughout the preparation, implementation, monitoring, reporting and evaluation of programmes' (Regulation (EU) 2021/1060, Article 9(2)). In addition, **specific programme objectives** have been set for the ESF+<sup>(91)</sup>, in order to support actions to promote women's labour market participation and work–life balance, invest in care facilities, support female entrepreneurship, combat gender segregation in certain professions and address the imbalanced representation of girls and boys in some sectors of education and training (Regulation (EU) 2021/1057, Article 4(1)(c) and (f)). Moreover, under the ESF+, Member States shall support specific targeted actions to promote this principle (Regulation (EU) 2021/1057, Article 6)<sup>(92)</sup>.

In the programming under the EU cohesion policy, Member States are to select interventions and develop programmes that will address key EU gender policy objectives and key actions for the funding period. This is facilitated by the use of the European Institute for Gender Equality (EIGE) gender budgeting toolkit and its 11 tools<sup>(93)</sup> for the EU Funds. It is essential to select interventions and develop operations that have gender equality as their main target, all while maintaining gender

<sup>(87)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0152> and [https://ec.europa.eu/info/sites/default/files/aid\\_development\\_cooperation\\_fundamental\\_rights\\_gender\\_equality\\_strategy\\_factsheet\\_en.pdf](https://ec.europa.eu/info/sites/default/files/aid_development_cooperation_fundamental_rights_gender_equality_strategy_factsheet_en.pdf)

<sup>(88)</sup> [https://ec.europa.eu/info/strategy/priorities-2019-2024/economy-works-people/jobs-growth-and-investment/european-pillar-social-rights/european-pillar-social-rights-action-plan\\_en](https://ec.europa.eu/info/strategy/priorities-2019-2024/economy-works-people/jobs-growth-and-investment/european-pillar-social-rights/european-pillar-social-rights-action-plan_en)

<sup>(89)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0152> (p. 17) and [https://ec.europa.eu/info/sites/default/files/aid\\_development\\_cooperation\\_fundamental\\_rights\\_gender\\_equality\\_strategy\\_factsheet\\_en.pdf](https://ec.europa.eu/info/sites/default/files/aid_development_cooperation_fundamental_rights_gender_equality_strategy_factsheet_en.pdf)

<sup>(90)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32021R1060&from=EN>

<sup>(91)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32021R1057&qid=1634590676202>

<sup>(92)</sup> Ibid.

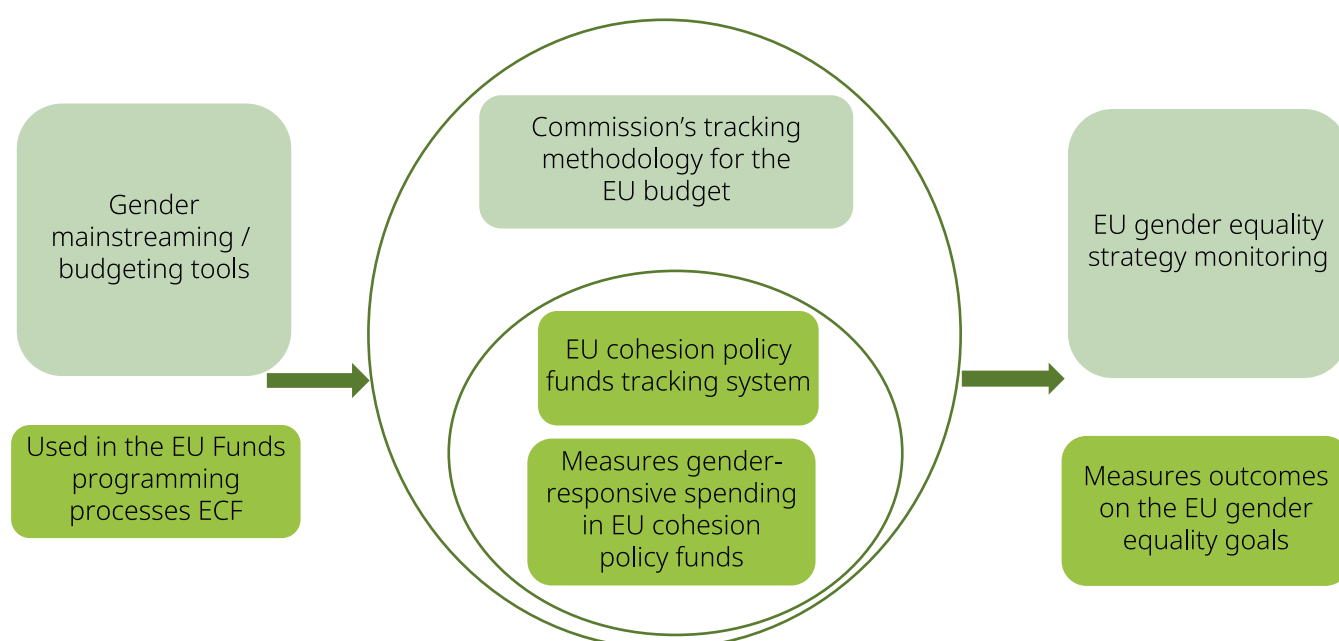
<sup>(93)</sup> <https://eige.europa.eu/gender-mainstreaming/toolkits/gender-budgeting>

mainstreaming in all other programmes. The use of commonly agreed gender mainstreaming tools<sup>(94)</sup> in project design, implementation, monitoring and evaluation would facilitate this process. The dual approach is necessary in order to effectively promote gender equality and combat discrimination as set out in the EU gender equality strategy and the SDGs.

As the tracking system's ultimate goal is to contribute to effective gender equality across the EU cohesion policy programmes, it will track the application of gender mainstreaming tools at the programme level and the selection of interventions

and operations that will address the EU's thematic gender equality priorities. The outcomes for the gender equality strategy objectives will be measured at the EU level through the gender equality strategy monitoring portal<sup>(95)</sup> and the annual report on equality between women and men. Other monitoring instruments, such as EIGE's Gender Equality Index<sup>(96)</sup> or Gender Statistics Database<sup>(97)</sup>, will also be used. The role of the tracking system is illustrated below. It is designed to ensure the rigorous use of gender mainstreaming tools and to follow the application of the dual approach, with the aim of implementing the EU's thematic gender equality priorities.

**Figure 4. Role of the EU cohesion policy funds tracking system**



### The tracking system

This section gives an overview of the tracking system and provides information on when and how to apply it<sup>(98)</sup>.

The CPR (Annex I, Table 7)<sup>(99)</sup> sets three codes for assessing gender equality: 01, 'gender targeting' (weighting of 100 %); 02, 'gender mainstreaming'

(weighting of 40 %); or 03, 'gender-neutral' (weighting of 0 %). It recommends the use of the OECD gender equality policy marker<sup>(100)</sup> definitions for the respective weights.

The OECD **gender equality policy marker** is a qualitative statistical tool used to record activities that target gender equality and women's empowerment as a policy objective. The OECD gender

<sup>(94)</sup> <https://eige.europa.eu/gender-mainstreaming/what-is-gender-mainstreaming>

<sup>(95)</sup> <https://composite-indicators.jrc.ec.europa.eu/ges-monitor>

<sup>(96)</sup> <https://eige.europa.eu/gender-equality-index/2021>

<sup>(97)</sup> <https://eige.europa.eu/gender-statistics/dgs>

<sup>(98)</sup> To the extent possible, this section also explains how the EU cohesion funds tracking system fits into the EU budget-wide tracking system announced with the gender equality strategy.

<sup>(99)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32021R1060&from=EN>

<sup>(100)</sup> <http://www.oecd.org/dac/gender-development/Minimum-recommended-criteria-for-DAC-gender-marker.pdf>

equality policy marker is a key monitoring and accountability tool in the **2030 agenda for sustainable development**. The OECD standard uses three levels of markers: **'principal'**; **'significant'**; and **'not targeted'** <sup>(101)</sup>. It also requires the fulfilment of minimum requirements for obtaining 'significant' and 'principal' scores. In addition, the OECD marker stresses the importance of applying a **'do no harm'** approach to gender equality. As per the OECD's definition, a 'do no harm' approach to gender equality requires that operations/programmes conduct an analysis of the potential risks of unintentionally perpetuating or reinforcing gender inequalities in the context of the intervention, and that they proactively monitor risks and take corrective/compensatory measures if applicable' <sup>(102)</sup>.

To ensure that the tracking system for EU cohesion policy funds ensures a 'gender-relevant' focus – for example, that operations focus on gender equality strategic priorities, as laid down in the legislative package (Regulation (EU) 2021/1060) – alignment

with the minimum criteria of the OECD gender equality policy marker is crucial. Following the minimum criteria ensures that coding not only captures operations with potential (by just adding 100 % or 40 %, based on the intervention code), but also ensures that a gender-responsive approach has been used in the design and implementation of a programme, which means that the programme **will** contribute to gender equality. The CPR codes and OECD markers are aligned as shown in Figure 5. The minimum criteria are described further down, in the instructions on how to use the tracking tool.

Similarly, applying a 'do no harm' approach in line with the OECD definition could help in improving alignment with the **Better Regulation guidelines** <sup>(103)</sup> and commitments to assess the gender impact in impact assessments and evaluation under the Better Law-Making framework. These are laid down in the interinstitutional agreement of the 2021–2027 MFF <sup>(104)</sup>, strengthening the assessment of gender impact in impact assessments and evaluations.

Figure 5. CRP codes and OECD marker alignment

| CPR gender equality dimension code | OECD marker and criteria                      | OECD minimum criteria (described below) |
|------------------------------------|---|---|
| 01 – Gender targeting (100 %)      | 2 – Principal: gender equality main objective | All to be applied                       |
| 02 – Gender mainstreaming (40 %)   | 1 – Significant: gender equality is explicit  | All to be applied                       |
| 03 – Gender-neutral (0 %)          | 0 – Not targeted                              | Not meeting criteria                    |

NB: In subsequent chapters, the CPR codes are further complemented in terms of dimensions and criteria and by adding an additional marker to the assessment, 0 %\*, which needs to be analysed before a weight is added.

<sup>(101)</sup> <https://www.oecd.org/dac/gender-development/Handbook-OECD-DAC-Gender-Equality-Policy-Marker.pdf>

<sup>(102)</sup> Ibid (p. 16).

<sup>(103)</sup> [https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how/better-regulation-guidelines-and-toolbox\\_en](https://ec.europa.eu/info/law/law-making-process/planning-and-proposing-law/better-regulation-why-and-how/better-regulation-guidelines-and-toolbox_en)

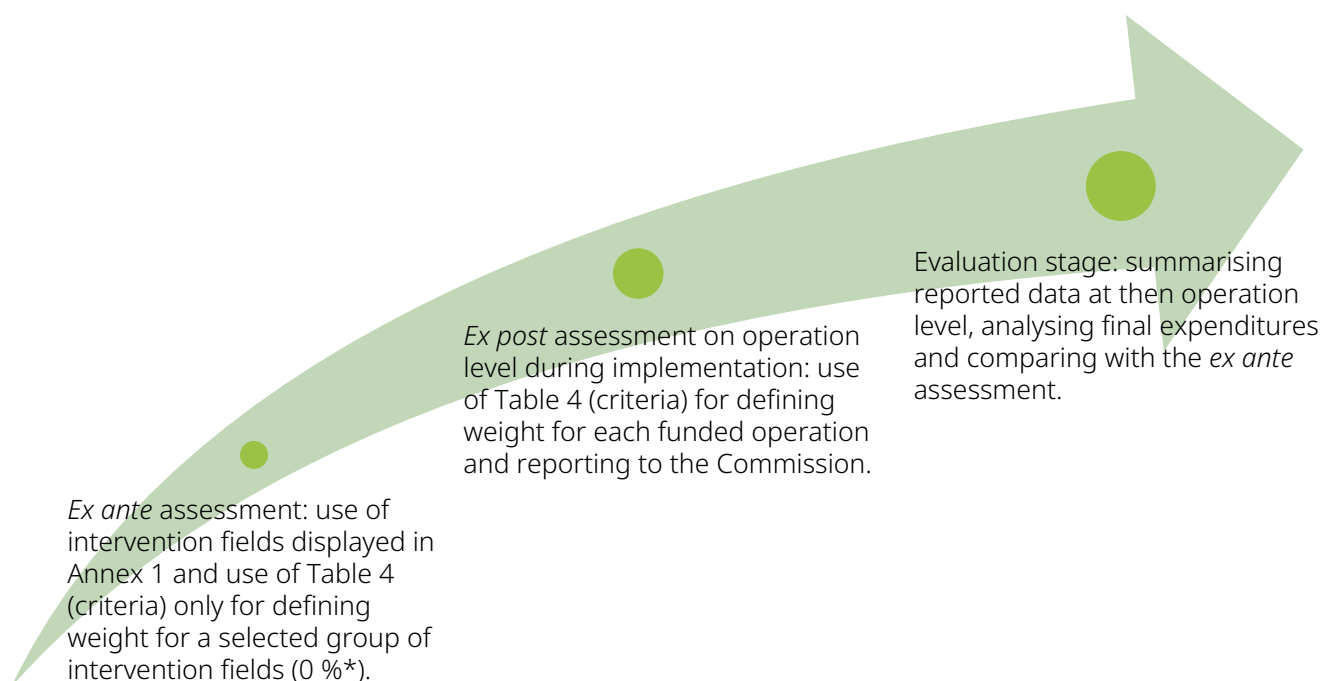
<sup>(104)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:OJ.LI.2020.433.01.0028.01.ENG>

## Steps for tracking resource allocations for gender equality

The tracking system is designed to receive overall

information at the start of the programme (*ex ante*, step 1) and to collect more detailed information during programme implementation (*ex post*, step 2).

Figure 6. Application of the tracking system



**Step 1. Planning and budgeting – programme process at the level of intervention fields (*ex ante*).** Assign a weight to the intervention fields a weight by using the intervention fields (codes) displayed in [Annex 1](#) for the ERDF, CF, ESF+ and JTF. This step provides information on the overall estimation of the potential budget share dedicated to interventions which aim to have a positive impact on gender equality (based on the indicative budget breakdown by intervention fields).

**Step 2a. Reporting on expenditure verification at the operation level (*ex post*).** Assess the actual implementation process, by using the criteria in [Table 4](#) for each single operation. Based on this new assessment, it is possible to compare the *ex ante* intentions with the actual results during the programme's implementation. The specific focus here is on the 40 % and 0 %\* weights to assess whether the assumption from the *ex ante* stage is still valid or needs to be recoded.

**Step 2b. Evaluation of programme implementation towards gender equality (*ex post*).** This concerns indicative budget allocations versus real

budget expenditures. During the evaluation and expenditure verification stage, the real expenditures and the current budget allocation are checked.

### *Ex ante* approach (step 1)

The presentation of national or regional programmes follows a common structure, defining targeted priorities and chosen specific objectives according to the EU's overall principles and priorities. Nevertheless, a substantial variety is to be expected between programmes as to the different strengths, chances, challenges and problems faced by the Member States. As such, the interventions and measures of the Member states will differ considerably, even if they are presented under the same specific objective.

In order allow the comparison of programmes throughout the EU, the CPR defines intervention fields as a common system of content-related information. The intervention fields describe dimensions for different types of intervention. In addition to a more detailed description of priorities and specific objectives, programmes have to provide

information about the budget allocated to each intervention field addressed by the programme.

The *ex ante* system builds on these intervention fields for the ERDF, ESF+, CF and the JTF for the 2021–2027 financial period. As such, it is a standardised, simplified and useful system for managing authorities to apply. The CPR specifies dimensions and codes for the different types of interventions (Annex 1). Each of these intervention fields should be included in budget templates. Moreover, each of these intervention fields should be assigned a percentage for the coefficient on the calculation of support for climate change objectives and the coefficient on the calculation of support for environmental objectives.

Similarly, this tool adds a ‘coefficient on the calculation of support for gender equality objectives’. Managing authorities are required to indicate the gender equality dimension of their programme in advance (*ex ante*), so this predefinition can support them as a basis for estimating potential contribution.

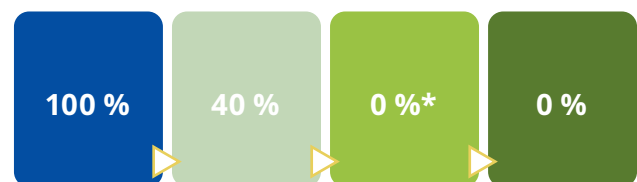
After looking at the intervention codes and the suggested gender code for them in Annex 1, each intervention field addressed will obtain a weighting of:

- 100 % – interventions/operations where gender equality is the principal objective (‘gender targeting’ according to the CPR);
- 40 % – interventions/operations assumed to have a substantial positive impact, where gender equality is explicit in the intervention (‘gender mainstreaming’ according to the CPR); or
- 0 % – interventions/operations with no discernible impact on gender equality that are ‘gender-unaware’ or ‘gender-exploitative’ (‘gender-neutral’ according to the CPR).

Furthermore, in order to follow the intention that is explained in the OECD definitions and to ensure that programmes have a real impact on gender

equality, this tool adds a fourth code (0 %\*) to a number of interventions. This is in line with the approach currently being developed by the Commission for tracking gender - equality-related expenditure in the EU budget. This code indicates that an *ex ante* assessment is required, based on the minimum criteria to move intervention codes to 40 %. Otherwise, it remains as 0 %. This is to ensure that an intervention field with the potential to be gender responsive, benefits gender equality in practice and can be moved to 40 %. As a rule, the measures and interventions implemented under the respective intervention field must explicitly contribute to alleviating gender-specific inequalities and constraints<sup>(105)</sup> through a gender mainstreaming process in design and implementation<sup>(106)</sup>.

For the 100 % and 40 % categories, minimum criteria are assumed to be fulfilled as a standard (for the *ex ante* indication). By the pre-classification of intervention fields, only one intervention field is classified as ‘principal’ or ‘gender targeting’ (100 %). Other intervention fields are pre-classified as either ‘significant’ or ‘gender mainstreaming’ (40 %, mainly childcare and care-related) or ‘principal’ or ‘gender targeting’ (100 %). They clearly contribute to improving the situation of women. Nevertheless – in order to maintain a transformative approach and not ‘keep and/or reinforce traditional roles’ – they are classified as 40 % or 100 %. The classification as ‘principal’ or ‘gender targeting’ (100 %) may be attributed deliberately for interventions that fulfil the minimum criteria. The *ex ante* categorisation based on intervention fields will have to be assessed individually for each operation later in the programme implementation. This process is explained in the *ex post* assessment section (step 2).



<sup>(105)</sup> Gender constraints prevail due to existing gender norms and roles in society. To address gender inequalities and constraints, the programme must meet gender-specific needs and priorities and aim to transform unequal power relations and challenge discriminatory gender norms, attitudes and behaviours.

<sup>(106)</sup> Due to the operational programmes being structured along priorities and specific objectives, managing authorities will have to combine information presented for the specific objectives with information about addressed intervention fields in order to define the adequate category for intervention fields marked as 0 %\*.

**Table 4: Weighting of intervention fields and operations according to codes for gender equality dimension**

| Weight 100 %<br>Interventions/operations where gender equality is the principal objective ('gender targeting' in the CPR).  | Weight 40 %<br>Interventions/operations assumed to have a substantial positive impact, where gender equality is explicit in the intervention ('gender mainstreaming' in the CPR).  | Weight 0 %* (only in <i>ex ante</i> )<br>Interventions that might have a positive impact on gender equality, but need to demonstrate the use of gender mainstreaming.   | Weight 0 %<br>Interventions/operations with no discernible impact on gender equality, that are 'gender-unaware' or 'gender-exploitative' ('gender-neutral' in the CPR).  |
|---|--|---|--|
| <p>These interventions have gender equality as their main objective, with the intention of advancing gender equality and/or the empowerment of women and girls, reducing gender discrimination or inequalities or meeting gender-specific needs. They must also meet the minimum criteria listed below.</p> <ul style="list-style-type: none"> <li>• A gender analysis of the programme has been conducted.</li> <li>• Findings from the gender analysis have informed the design of the programme.</li> <li>• The gaps and challenges addressed are in line with gender equality policies at the EU and/or the national level.</li> <li>• The top-level ambition of the programme is to advance gender equality and/or women's empowerment.</li> <li>• The results framework measures progress towards gender equality objectives through gender-specific indicators.</li> <li>• Data and indicators are sex-disaggregated where applicable.</li> <li>• Commitments to monitor gender-equality results are set.</li> </ul> | <p>These interventions are categorised as interventions 'assumed to have a positive impact' (40 % weight). However, they must also meet the minimum criteria listed below (<i>ex ante</i>, if not they should be marked as 0 %*).</p> <ul style="list-style-type: none"> <li>• A gender analysis of the programme has been conducted.</li> <li>• Findings from the gender analysis have informed the design of the programme.</li> <li>• The gaps and challenges addressed are in line with gender equality policies at the EU and/or the national level.</li> <li>• At least one explicit gender-equality objective is identified.</li> <li>• Data and indicators are sex-disaggregated where applicable.</li> <li>• Commitments to monitor gender-equality results are set.</li> </ul> | <p>These interventions require an <i>ex post</i> programme-specific assessment. In order for them to be recategorised as interventions (40 % weight), they need to meet the minimum criteria listed below.</p> <ul style="list-style-type: none"> <li>• A gender analysis of the programme has been conducted.</li> <li>• Findings from the gender analysis have informed the design of the programme.</li> <li>• The gaps and challenges addressed are in line with gender equality policies at the EU and/or the national level.</li> <li>• At least one explicit gender equality objective is identified.</li> <li>• Data and indicators are sex-disaggregated where applicable.</li> <li>• Commitments to monitor gender-equality results are set.</li> </ul> | <p>These interventions do not need to take gender equality into account, as they have not had a gender assessment or do not have sufficient information about the minimum criteria.</p> <p>This category will therefore include both operations 'not targeting gender equality' and operations that have not been assessed as gender responsive based on minimum criteria. Hence, the aim must be to reduce the number of operations that are not assessed, as these can be classified as 'not changing the status quo', 'gender-unaware' or 'gender-exploitative' (i.e. they may unintentionally contribute to the continuation of gender stereotypes and gender gaps).</p> <p>To avoid a negative impact, it is recommended to apply a 'do no harm' assessment as presented above: analyse the potential risks of unintentionally perpetuating or reinforcing gender inequalities in the context of the intervention, proactively monitor risks and take corrective/compensatory measures.</p> |

### Ex post approach (step 2)

In the next step, i.e. programme implementation, the *ex post* screening at the operation level will be necessary to ensure implementation and to prove the *ex-ante*-indicated contribution. This assessment for all implemented operations is also required by the CPR, which requires information to be provided in the summarised budgets of differently categorised operations at the level of specific objectives (reporting according to CPR Annex VII, Table 2). In order to properly state the extent of contributions, each operation should be assessed against the previously defined minimum criteria, so as to state an adequate category according to the design of the respective operation (step 2a). This assessment will probably show variations among operations in the same intervention field. Operations might contribute more or less than expected to gender equality targets, according

to their classification per intervention field (see examples below).

Based on this new assessment at the operation level, it is possible to compare the *ex ante* intentions with the actual results during the programme's implementation (step 2b). This will be done in the framework of evaluations after programme implementation. Nevertheless, an interim comparison of *ex ante* and *ex post* values can be made, in order to gather information about the ongoing implementation of single programmes and the overall reporting of the EU cohesion policy (e.g. for a midterm evaluation).

### Examples of step 2a – Ex post operation assessment

The following examples present potential combinations between the *ex ante* indications of intervention

fields (step 1) and the *ex post* assessment at the level of individual operations (step 2). The description of operation content demonstrates how operations might be designed emphasising

gender equality objectives to a greater or lesser degree. However, the categorisation would have to be based on the assessment against the minimum criteria provided in [Table 4](#).

### Example 1

#### **Intervention field 'Support for early childhood education and care (excluding infrastructure)' (148) is predefined as 40 % or 100 %.**

Depending on the programme design, the managing authority might propose that a value of 40 % or 100 % be selected in advance.

A later operation on the education of future nursery schoolteachers might aim at increasing the number of educated personnel by retraining measures.

This operation might:

- offer retraining for all interested people and decrease the lack of personnel in this field, in order to contribute to women's labour force participation options (operations assumed to have a substantial positive impact, where gender equality is explicit / 'gender mainstreaming' in the CPR, 40 %); or
- focus on educating men as nursery schoolteachers and decrease not only the lack of personnel in this field, but also the imbalance between male and female nursery schoolteachers (operations where gender equality is the principal objective / 'gender targeting' in the CPR, 100 %).

### Example 2

#### **Intervention field 'Incubation, support to spin-offs and spin-outs and start-ups' (025) is predefined as 0 %\*.**

Depending on the programme design, the managing authority might propose that a value of 40 % or 0 % be selected in advance.

A later operation on demand-oriented measures for founders and young companies might aim at supporting sustainable start-ups and promoting innovation and growth potential.

This operation might:

- fund start-ups with a general focus on technologies, without considering different starting points, interests and needs of female and male entrepreneurs and/or no analysis of the risk of not applying a gender perspective, such as the potential to reinforce the lack of women starting innovative businesses (operations with no discernible impact on gender equality, that are 'gender-unaware' or 'gender-exploitative'/'gender-neutral' in the CPR, 0 %);
- fund counselling/targeted services for specific target groups, considering the differences between female- and male-owned start-ups as entrepreneurs, along with their needs and interests (operations assumed to have a substantial positive impact, where gender equality is explicit / 'gender mainstreaming' in the CPR, 40 %); or
- focus on targeted counselling / tailored services for women specifically in order to increase



the establishment of innovative start-ups by women (operations where gender equality is the principal objective / 'gender targeting' in the CPR, 100 %).

### Example 3

**Intervention field 'Research and innovation activities in SMEs, including networking' (010) is predefined as 0 %\*.**

Depending on the programme design, the managing authority might propose that a value of 40 % or 0 % be selected in advance.

A later operation in the field of road safety might aim at further development of crash- test dummies for the simulation of traffic accidents.

This operation might:

- mainly focus on technical aspects and have no analysis of possible risks of not applying a gender perspective towards reinforcing stereotypes, the lack of understanding of gender-specific needs/interests or relevance in the area of work (operations with no discernible impact on gender equality, that are 'gender-unaware' or 'gender-exploitative' / 'gender-neutral', 0 %);
- specify the composition of a gender-balanced team and specifically consider gender-related questions in the research design (operations assumed to have a substantial positive impact, where gender equality is explicit / 'gender mainstreaming' in the CPR, 40 %); or
- aim at the development of a female crash- test dummy which considers the specific vulnerabilities of female bodies (for such rare occasions, operations within intervention fields that were pre-classified as 0 %\* *ex ante* in step 1 would be classified as operations where gender equality is the principal objective / 'gender targeting', 100 % *ex post* in step 2).

### Example 4

**Intervention field 'Energy efficiency renovation or energy efficiency measures regarding public infrastructure, demonstration operations and supporting measures compliant with energy efficiency criteria' (045) is predefined as 0 %.**

A later operation might focus on redesigning an urban public space with water infrastructure (e.g. fountains, water features, seating, street greening, adaptation measures) in order to reduce the energy demand of these features.

This operation might:

- mainly focus on technical revisions of devices and machinery, or give little or no thought to how the approach might exacerbate the lack of women starting innovative businesses, such as a case where no measures are set to ensure that female-owned businesses are considered (operations with no discernible impact on gender equality, that are 'gender-unaware' or 'gender-exploitative' / 'gender-neutral' in the CPR, 0 %); or
- also include a gender-balanced public participation process, deliberately considering the different needs of women, men, girls and boys and reconstructing the public space according to their different needs and interests (operations assumed to have a substantial positive impact, where gender equality is explicit / 'gender mainstreaming' in the CPR, 40 %).

## Annex 1: *Ex ante* assignment of intervention fields to the gender equality dimension codes (based on types of interventions for the ERDF, CF, ESF+ and JTF in the CPR)

**Please note: the suggested gender equality marker (coefficient) has been added to the original table. In its programmes, a Member State may propose that a coefficient of 40 % be assigned to an area of support marked with**

**an '\*'. This table demonstrates the potential relevance of this area of support for gender equality, but an assessment is needed as the tool outlines.**

| Intervention field (CPR, Add. 1, Annex I, 24 June 2021)  |   | Generalised marker for 'Gender equality dimension' |
|--|---|--|
| <b>Policy objective 1: A more competitive and smarter Europe by promoting innovative and smart economic transformation and regional ICT connectivity</b> |   |  |
| 001  | Investment in fixed assets, including research infrastructure, in micro enterprises directly linked to research and innovation activities   | 0 %  |
| 002  | Investment in fixed assets, including research infrastructure, in small and medium-sized enterprises (SMEs) (including private research centres) directly linked to research and innovation activities  | 0 %  |
| 003  | Investment in fixed assets, including research infrastructure, in large enterprises directly linked to research and innovation activities   | 0 %  |
| 004  | Investment in fixed assets, including research infrastructure, in public research centres and higher education directly linked to research and innovation activities  | 0 %  |
| 005  | Investment in intangible assets in micro enterprises directly linked to research and innovation activities  | 0 %  |
| 006  | Investment in intangible assets in SMEs (including private research centres) directly linked to research and innovation activities  | 0 %  |
| 007  | Investment in intangible assets in large enterprises directly linked to research and innovation activities  | 0 %  |
| 008  | Investment in intangible assets in public research centres and higher education directly linked to research and innovation activities   | 0 %  |
| 009  | Research and innovation activities in micro enterprises including networking (industrial research, experimental development, feasibility studies)   | 0 %*   |
| 010  | Research and innovation activities in SMEs, including networking  | 0 %*   |
| 011  | Research and innovation activities in large enterprises, including networking   | 0 %*   |
| 012  | Research and innovation activities in public research centres, higher education and centres of competence including networking (industrial research, experimental development, feasibility studies)   | 0 %*   |
| 013  | Digitising SMEs (including e-commerce, e-business and networked business processes, digital innovation hubs, living labs, web entrepreneurs and ICT start-ups, B2B)   | 0 %*   |
| 014  | Digitising large enterprises (including e-commerce, e-business and networked business processes, digital innovation hubs, living labs, web entrepreneurs and ICT start-ups, B2B)  | 0 %*   |
| 015  | Digitising SMEs or large enterprises (including e-commerce, e-business and networked business processes, digital innovation hubs, living labs, web entrepreneurs and ICT start-ups, B2B) compliant with greenhouse gas emission reduction or energy efficiency criteria | 0 %*   |
| 016  | Government ICT solutions, e-services, applications  | 0 %*   |
| 017  | Government ICT solutions, e-services, applications compliant with greenhouse gas emission reduction or energy efficiency criteria   | 0 %*   |
| 018  | IT services and applications for digital skills and digital inclusion   | 0 %*   |

| Intervention field (CPR, Add. 1, Annex I, 24 June 2021)   |   | Generalised marker for 'Gender equality dimension' |
|---|---|--|
| 019   | e-health services and applications (including e-care, internet of things for physical activity and ambient assisted living)   | 0 %*   |
| 020   | Business infrastructure for SMEs (including industrial parks and sites)   | 0 %*   |
| 021   | SME business development and internationalisation, including productive investments   | 0 %*   |
| 022   | Support for large enterprises through financial instruments, including productive investments   | 0 %*   |
| 023   | Skills development for smart specialisation, industrial transition, entrepreneurship and adaptability of enterprises to change  | 0 %*   |
| 024   | Advanced support services for SMEs and groups of SMEs (including management, marketing and design services)   | 0 %*   |
| 025   | Incubation, support to spin-offs and spin-outs and start-ups  | 0 %*   |
| 026   | Support for innovation clusters including between businesses, research organisations and public authorities and business networks primarily benefiting SMEs   | 0 %*   |
| 027   | Innovation processes in SMEs (process, organisational, marketing, co-creation, user- and demand-driven innovation)  | 0 %*   |
| 028   | Technology transfer and cooperation between enterprises, research centres and higher education sector   | 0 %*   |
| 029   | Research and innovation processes, technology transfer and cooperation between enterprises, research centres and universities, focusing on the low carbon economy, resilience and adaptation to climate change              | 0 %  |
| 030   | Research and innovation processes, technology transfer and cooperation between enterprises, focusing on circular economy  | 0 %  |
| 031   | Financing of working capital in SMEs in the form of grants to address emergency situations  | 0 %  |
| 032   | ICT: very high-capacity broadband network (backbone/backhaul network)   | 0 %  |
| 033   | ICT: very high-capacity broadband network (access / local loop with a performance equivalent to an optical fibre installation up to the distribution point at the serving location for multi-dwelling premises)             | 0 %  |
| 034   | ICT: very high-capacity broadband network (access / local loop with a performance equivalent to an optical fibre installation up to the distribution point at the serving location for homes and business premises)         | 0 %  |
| 035   | ICT: very high-capacity broadband network (access / local loop with a performance equivalent to an optical fibre installation up to the base station for advanced wireless communication)                                   | 0 %  |
| 036   | ICT: other types of ICT infrastructure (including large-scale computer resources/equipment, data centres, sensors and other wireless equipment)   | 0 %  |
| 037   | ICT: other types of ICT infrastructure (including large-scale computer resources/equipment, data centres, sensors and other wireless equipment) compliant with the carbon emission reduction and energy efficiency criteria | 0 %  |
| <b>Policy objective 2: A greener, low-carbon transitioning towards a net zero carbon economy and resilient Europe by promoting clean and fair energy transition, green and blue investment, the circular economy, climate change mitigation and adaptation, risk prevention and management and sustainable urban mobility</b> |   |  |
| 038   | Energy efficiency and demonstration projects in SMEs and supporting measures  | 0 %  |
| 039   | Energy efficiency and demonstration projects in large enterprises and supporting measures   | 0 %  |
| 040   | Energy efficiency and demonstration projects in SMEs or large enterprises and supporting measures compliant with energy efficiency criteria   | 0 %  |
| 041   | Energy efficiency renovation of existing housing stock, demonstration projects and supporting measures  | 0 %  |
| 042   | Energy efficiency renovation of existing housing stock, demonstration projects and supporting measures compliant with energy efficiency criteria  | 0 %  |

| <b>Intervention field (CPR, Add. 1, Annex I, 24 June 2021)</b> |   | <b>Generalised marker for 'Gender equality dimension'</b> |
|--|---|---|
| 043  | Construction of new energy-efficient buildings  | 0 %   |
| 044  | Energy efficiency renovation or energy efficiency measures regarding public infrastructure, demonstration projects and supporting measures  | 0 %   |
| 045  | Energy efficiency renovation or energy efficiency measures regarding public infrastructure, demonstration projects and supporting measures compliant with energy efficiency criteria  | 0 %   |
| 046  | Support to entities that provide services contributing to the low carbon economy and to resilience to climate change, including awareness-raising measures  | 0 %   |
| 047  | Renewable energy: wind  | 0 %   |
| 048  | Renewable energy: solar   | 0 %   |
| 049  | Renewable energy: biomass   | 0 %   |
| 050  | Renewable energy: biomass with high greenhouse gas savings  | 0 %   |
| 051  | Renewable energy: marine  | 0 %   |
| 052  | Other renewable energy (including geothermal energy)  | 0 %   |
| 053  | Smart energy systems (including smart grids and ICT systems) and related storage  | 0 %   |
| 054  | High efficiency co-generation, district heating and cooling   | 0 %   |
| 055  | High efficiency co-generation, efficient district heating and cooling with low lifecycle emissions  | 0 %   |
| 056  | Replacement of coal-based heating systems by gas-based heating systems for climate mitigation purposes  | 0 %   |
| 057  | Distribution and transport of natural gas substituting coal   | 0 %   |
| 058  | Adaptation to climate change measures and prevention and management of climate-related risks: floods and landslides (including awareness raising, civil protection and disaster management systems, infrastructures and ecosystem-based approaches)                                       | 0 %   |
| 059  | Adaptation to climate change measures and prevention and management of climate-related risks: fires (including awareness raising, civil protection and disaster management systems, infrastructures and ecosystem-based approaches)   | 0 %   |
| 060  | Adaptation to climate change measures and prevention and management of climate related risks: others, for example, storms and drought (including awareness raising, civil protection and disaster management systems, infrastructures and ecosystem-based approaches)                     | 0 %   |
| 061  | Risk prevention and management of non-climate related natural risks (e.g. earthquakes) and risks linked to human activities (e.g. technological accidents), including awareness raising, civil protection and disaster management systems, infrastructures and ecosystem-based approaches | 0 %   |
| 062  | Provision of water for human consumption (extraction, treatment, storage and distribution infrastructure, efficiency measures, drinking water supply)   | 0 %   |
| 063  | Provision of water for human consumption (extraction, treatment, storage and distribution infrastructure, efficiency measures, drinking water supply) compliant with efficiency criteria  | 0 %   |
| 064  | Water management and water resource conservation (including river basin management, specific climate change adaptation measures, reuse, leakage reduction)  | 0 %   |
| 065  | Waste water collection and treatment  | 0 %   |
| 066  | Waste water collection and treatment compliant with energy efficiency criteria  | 0 %   |
| 067  | Household waste management: prevention, minimisation, sorting, reuse, recycling measures  | 0 %   |
| 068  | Household waste management: residual waste treatment  | 0 %   |

| <b>Intervention field (CPR, Add. 1, Annex I, 24 June 2021)</b>           |   | <b>Generalised marker for 'Gender equality dimension'</b> |
|--|---|---|
| 069  | Commercial, industrial waste management: prevention, minimisation, sorting, reuse, recycling measures   | 0 %   |
| 070  | Commercial, industrial waste management: residual and hazardous waste   | 0 %   |
| 071  | Promoting the use of recycled materials as raw materials  | 0 %   |
| 072  | Use of recycled materials as raw materials compliant with the efficiency criteria   | 0 %   |
| 073  | Rehabilitation of industrial sites and contaminated land  | 0 %   |
| 074  | Rehabilitation of industrial sites and contaminated land compliant with efficiency criteria   | 0 %   |
| 075  | Support to environmentally friendly production processes and resource efficiency in SMEs  | 0 %   |
| 076  | Support to environmentally friendly production processes and resource efficiency in large enterprises   | 0 %   |
| 077  | Air quality and noise-reduction measures  | 0 %   |
| 078  | Protection, restoration and sustainable use of Natura 2000 sites  | 0 %   |
| 079  | Nature and biodiversity protection, natural heritage and resources, green and blue infrastructure   | 0 %   |
| 080  | Other measures to reduce greenhouse gas emissions in the area of preservation and restoration of natural areas with high potential for carbon absorption and storage, for example, by rewetting of moorlands, the capture of landfill gas | 0 %   |
| 081  | Clean urban transport infrastructure  | 0 %   |
| 082  | Clean urban transport rolling stock   | 0 %   |
| 083  | Cycling infrastructure  | 0 %   |
| 084  | Digitalisation of urban transport   | 0 %   |
| 085  | Digitalisation of transport when dedicated in part to greenhouse gas emissions reduction: urban transport   | 0 %   |
| 086  | Alternative fuels infrastructure  | 0 %   |
| <b>Policy objective 3: A more connected Europe by enhancing mobility</b> |   |   |
| 087  | Newly built or upgraded motorways and roads – TEN-T core network  | 0 %   |
| 088  | Newly built or upgraded motorways and roads – TEN-T comprehensive network   | 0 %   |
| 089  | Newly built or upgraded secondary road links to TEN-T road network and nodes  | 0 %   |
| 090  | Newly built or upgraded other national, regional and local access roads   | 0 %   |
| 091  | Reconstructed or modernised motorways and roads – TEN-T core network  | 0 %   |
| 092  | Reconstructed or modernised motorways and roads – TEN-T comprehensive network   | 0 %   |
| 093  | Other reconstructed or modernised roads (motorway, national, regional or local)   | 0 %   |
| 094  | Digitalisation of transport: road   | 0 %   |
| 095  | Digitalisation of transport when dedicated in part to greenhouse gas emissions reduction: road  | 0 %   |
| 096  | Newly built or upgraded railways – TEN-T core network   | 0 %   |
| 097  | Newly built or upgraded railways – TEN-T comprehensive network  | 0 %   |
| 098  | Other newly built or upgraded railways  | 0 %   |
| 099  | Other newly built or upgraded railways – electric / zero emission   | 0 %   |

| Intervention field (CPR, Add. 1, Annex I, 24 June 2021)   |   | Generalised marker for 'Gender equality dimension' |
|---|---|--|
| 100   | Reconstructed or modernised railways – TEN-T core network   | 0 %  |
| 101   | Reconstructed or modernised railways – TEN-T comprehensive network  | 0 %  |
| 102   | Other reconstructed or modernised railways  | 0 %  |
| 103   | Other reconstructed or modernised railways – electric / zero emission   | 0 %  |
| 104   | Digitalisation of transport: rail   | 0 %  |
| 105   | European Rail Traffic Management System (ERTMS)   | 0 %  |
| 106   | Mobile rail assets  | 0 %  |
| 107   | Mobile zero-emission / electric-powered rail assets   | 0 %  |
| 108   | Multimodal transport (TEN-T)  | 0 %  |
| 109   | Multimodal transport (not urban)  | 0 %  |
| 110   | Seaports (TEN-T)  | 0 %  |
| 111   | Seaports (TEN-T) excluding facilities dedicated to transport of fossil fuels  | 0 %  |
| 112   | Other seaports  | 0 %  |
| 113   | Other seaports excluding facilities dedicated to transport of fossil fuels  | 0 %  |
| 114   | Inland waterways and ports (TEN-T)  | 0 %  |
| 115   | Inland waterways and ports (TEN-T) excluding facilities dedicated to transport of fossil fuels                        | 0 %  |
| 116   | Inland waterways and ports (regional and local)   | 0 %  |
| 117   | Inland waterways and ports (regional and local) excluding facilities dedicated to transport of fossil fuels           | 0 %  |
| 118   | Security, safety and air traffic management systems, for existing airports  | 0 %  |
| 119   | Digitising transport: other transport modes   | 0 %  |
| 120   | Digitising transport when dedicated in part to greenhouse gas emissions reduction: other transport modes              | 0 %  |
| <b>Policy objective 4: A more social and inclusive Europe implementing the European Pillar of Social Rights</b> |   |  |
| 121   | Infrastructure for early childhood education and care   | 40 %/100 %   |
| 122   | Infrastructure for primary and secondary education  | 0 %*   |
| 123   | Infrastructure for tertiary education   | 0 %*   |
| 124   | Infrastructure for vocational education and training and adult learning   | 0 %*   |
| 125   | Housing infrastructure for migrants, refugees and persons under or applying for international protection              | 0 %*   |
| 126   | Housing infrastructure (other than for migrants, refugees and persons under or applying for international protection) | 0 %*   |
| 127   | Other social infrastructure contributing to social inclusion in the community   | 0 %*   |
| 128   | Health infrastructure   | 0 %*   |
| 129   | Health equipment  | 0 %*   |
| 130   | Health mobile assets  | 0 %*   |

| <b>Intervention field (CPR, Add. 1, Annex I, 24 June 2021)</b> |  | <b>Generalised marker for 'Gender equality dimension'</b> |
|--|--|---|
| 131  | Digitalisation in healthcare   | 0 %*  |
| 132  | Critical equipment and supplies necessary to address emergency situations  | 0 %*  |
| 133  | Temporary reception infrastructure for migrants, refugees and persons under or applying for international protection   | 0 %*  |
| 134  | Measures to improve access to employment   | 0 %*  |
| 135  | Measures to promote access to employment of long-term unemployed   | 0 %*  |
| 136  | Specific support for youth employment and socioeconomic integration of young people  | 0 %*  |
| 137  | Support for self-employment and business start-ups   | 0 %*  |
| 138  | Support for social economy and social enterprises  | 0 %*  |
| 139  | Measures to modernise and strengthen labour market institutions and services to assess and anticipate skills needs and to ensure timely and tailor-made assistance | 0 %*  |
| 140  | Support for labour market matching and transitions   | 0 %*  |
| 141  | Support for labour mobility  | 0 %*  |
| 142  | Measures to promote women's labour market participation and reduce gender-based segregation in the labour market   | 100 %   |
| 143  | Measures promoting work-life balance, including access to childcare and care for dependent persons   | 40 %/100 %  |
| 144  | Measures for a healthy and well-adapted working environment addressing health risks, including promotion of physical activity                                      | 0 %*  |
| 145  | Support for the development of digital skills  | 0 %*  |
| 146  | Support for adaptation of workers, enterprises and entrepreneurs to change   | 0 %*  |
| 147  | Measures encouraging active and healthy ageing   | 0 %*  |
| 148  | Support for early childhood education and care (excluding infrastructure)  | 40 %/100 %  |
| 149  | Support for primary to secondary education (excluding infrastructure)  | 0 %*  |
| 150  | Support for tertiary education (excluding infrastructure)  | 0 %*  |
| 151  | Support for adult education (excluding infrastructure)   | 0 %*  |
| 152  | Measures to promote equal opportunities and active participation in society  | 0 %*  |
| 153  | Pathways to integration and re-entry into employment for disadvantaged people  | 0 %*  |
| 154  | Measures to improve access of marginalised groups such as the Roma to education, employment and to promote their social inclusion                                  | 0 %*  |
| 155  | Support to the civil society working with marginalised communities such as the Roma  | 0 %*  |
| 156  | Specific actions to increase participation of third-country nationals in employment  | 0 %*  |
| 157  | Measures for the social integration of third-country nationals   | 0 %*  |
| 158  | Measures to enhancing the equal and timely access to quality, sustainable and affordable services  | 0 %*  |
| 159  | Measures to enhancing the delivery of family and community-based care services   | 40 %/100 %  |
| 160  | Measures to improve the accessibility, effectiveness and resilience of healthcare systems (excluding infrastructure)   | 0 %*  |

| <b>Intervention field (CPR, Add. 1, Annex I, 24 June 2021)</b>   |   | <b>Generalised marker for 'Gender equality dimension'</b> |
|--|---|---|
| 161  | Measures to improve access to long-term care (excluding infrastructure)   | 40 %*/100 %   |
| 162  | Measures to modernise social protection systems, including promoting access to social protection  | 0 %*  |
| 163  | Promoting social integration of people at risk of poverty or social exclusion, including the most deprived and children   | 0 %*  |
| 164  | Addressing material deprivation through food and/or material assistance to the most deprived, including accompanying measures   | 0 %*  |
| <b>Policy objective 5: A Europe closer to citizens by fostering the sustainable and integrated development of all types of territories and local initiatives</b> |   |   |
| 165  | Protection, development and promotion of public tourism assets and tourism services   | 0 %*  |
| 166  | Protection, development and promotion of cultural heritage and cultural services  | 0 %*  |
| 167  | Protection, development and promotion of natural heritage and eco-tourism other than Natura 2000 sites  | 0 %*  |
| 168  | Physical regeneration and security of public spaces   | 0 %*  |
| 169  | Territorial development initiatives, including preparation of territorial strategies  | 0 %*  |
| <b>Other codes related to policy objectives 1-5</b>  |   |   |
| 170  | Improve the capacity of programme authorities and bodies linked to the implementation of the funds  | 0 %*  |
| 171  | Enhancing cooperation with partners both within and outside the Member State  | 0 %*  |
| 172  | Cross-financing under the ERDF (support to ESF+-type actions necessary for the implementation of the ERDF part of the operation and directly linked to it)  | 0 %*  |
| 173  | Enhancing institutional capacity of public authorities and stakeholders to implement territorial cooperation projects and initiatives in a cross-border, transnational, maritime and inter-regional context | 0 %*  |
| 174  | Interreg: border crossing management and mobility and migration management  | 0 %*  |
| 175  | Outermost regions: compensation of any additional costs due to accessibility deficit and territorial fragmentation  | 0 %   |
| 176  | Outermost regions: specific action to compensate additional costs due to size market factors  | 0 %   |
| 177  | Outermost regions: support to compensate additional costs due to climate conditions and relief difficulties   | 0 %   |
| 178  | Outermost regions: airports   | 0 %   |
| <b>Technical assistance</b>  |   |   |
| 179  | Information and communication   | 0 %*  |
| 180  | Preparation, implementation, monitoring and control   | 0 %*  |
| 181  | Evaluation and studies, data collection   | 0 %*  |
| 182  | Reinforcement of the capacity of Member State authorities, beneficiaries and relevant partners  | 0 %*  |



## Annex 2: The EU's gender equality legal and policy framework <sup>(107)</sup>

The European Union is based on the rule of law. This means that every action taken by the EU is founded on treaties that have been approved voluntarily and democratically by all Member States. Treaties are legally binding agreements between Member States that set out EU objectives, rules for EU institutions, how decisions are made and the relationship between the EU and its Member States <sup>(108)</sup>.

Equality between women and men is recognised by the EU as a fundamental principle, a core value of the EU and a necessary condition for the achievement of the EU objectives of growth, employment and social cohesion.

Since 1996, the Commission has committed to a **dual approach** to realising gender equality. This approach involves mainstreaming a gender perspective in all policies, while also implementing specific measures to eliminate, prevent or remedy gender inequalities. These approaches go hand in hand, and one cannot replace the other. Gender mainstreaming is not a policy goal in itself, but rather a means to achieve gender equality.

Gender equality is a fundamental value of the EU and is enshrined in overarching EU legal and policy documents.

- Articles 2 and 3(3) of the founding Treaty on European Union (TEU) <sup>(109)</sup>, Articles 21 and 23 of the Charter of Fundamental Rights <sup>(110)</sup> and Article 8 of the Treaty on the Functioning of the European Union (TFEU) <sup>(111)</sup> call for equality between women and men. Article 8 of the TFEU, for example, explicitly requires the EU to 'eliminate inequalities and promote equality between women and men through all its activities' (gender mainstreaming).

- The Treaty of Lisbon <sup>(112)</sup> includes a commitment to gender equality through Declaration 19, which is annexed to the Final Act of the Intergovernmental Conference that adopted the treaty <sup>(113)</sup>.

**The 2020–2025 gender equality strategy** <sup>(114)</sup> sets out policy objectives and actions towards a gender-equal Europe where 'women and men, girls and boys in all their diversity, are free to pursue their chosen path of life, have equal opportunities to thrive and equally participate in and lead our European society'. Based on this commitment, action at the Member State level and the EU level will be taken in the following fields: ending gender-based violence, challenging gender stereotypes, closing gender gaps in the labour market, achieving equal participation across different sectors of the economy, addressing the gender pay and pension gap, closing the gender care gap and achieving gender balance in decision-making and politics. Implementation should be based on the dual approach of targeted measures to achieve gender equality, combined with strengthened gender mainstreaming and the intersectionality of gender with other grounds for discrimination. The progress made in the implementation of the strategy is to be monitored and reported to the European Parliament and the Council on an annual basis and serve as an **annual political stock-taking of progress made**. The strategy highlights that the Commission will **measure its expenditure** related to gender equality at the programme level and use gender mainstreaming in its budget process.

The **European Pillar of Social Rights** <sup>(115)</sup> lays down 20 key principles as a framework for convergence towards better living and working conditions across the EU. It is structured around three categories:

<sup>(107)</sup> This section is based on 'Tool 1: Connecting the EU funds with the EU's regulatory framework on gender equality' of EIGE's gender budgeting toolkit for the EU funds.

<sup>(108)</sup> [https://europa.eu/european-union/law/treaties\\_en](https://europa.eu/european-union/law/treaties_en)

<sup>(109)</sup> <https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=celex%3A12012M%2FTXT>

<sup>(110)</sup> [https://ec.europa.eu/info/aid-development-cooperation-fundamental-rights/your-rights-eu/eu-charter-fundamental-rights\\_en](https://ec.europa.eu/info/aid-development-cooperation-fundamental-rights/your-rights-eu/eu-charter-fundamental-rights_en)

<sup>(111)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A12012E%2FTXT>

<sup>(112)</sup> Ibid.

<sup>(113)</sup> <http://www.europarl.europa.eu/factsheets/en/sheet/59/equality-between-men-and-women>

<sup>(114)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0152>

<sup>(115)</sup> [https://ec.europa.eu/info/strategy/priorities-2019-2024/economy-works-people/jobs-growth-and-investment/european-pillar-social-rights/european-pillar-social-rights-action-plan\\_en](https://ec.europa.eu/info/strategy/priorities-2019-2024/economy-works-people/jobs-growth-and-investment/european-pillar-social-rights/european-pillar-social-rights-action-plan_en)

equal opportunities and access to the labour market (including 'key principle 2: gender equality')<sup>(116)</sup>; fair working conditions; and social protection and inclusion. Linking these elements to the future implementation of EU funds, especially the ESF+, is meant to support the pillar's implementation. The EU has adopted six directives<sup>(117)</sup> covering equality between women and men: in the workplace; in self-employment; in access to goods and services; in social security; in pregnancy and maternity; and on family-related leave and flexible working arrangements for parents and carers. Together they have progressively set a legal standard across Europe, ensuring a broad protection from discrimination. The **work-life balance directive**<sup>(118)</sup> champions gender equality and focuses on delivering key elements of the European Pillar of Social Rights (key principle 9: work-life balance)<sup>(119)</sup>, through legal and policy measures. It introduces minimum standards for family leave and flexible working arrangements for workers. It also promotes the equal sharing of caring responsibilities between parents, in order to make both parents responsible and entitled when it comes to family care. It focuses mainly on a broad approach in order to address the under-representation of women in the labour market and aims at enabling parents (and other people with caring responsibilities) to better balance their work and family lives, all while taking into account the gender equality aspect of sharing of such responsibilities between women and men. Furthermore, it is envisaged that good practices be shared with social partners and Member States through seminars under the mutual learning programme<sup>(120)</sup>.

Tackling the gender pay gap is a clear priority for the Commission. Article 157 of the TFEU requires Member States to ensure that the principle of equal pay for male and female workers for equal work or work of equal value is applied. This is further

supported in the Barcelona objectives<sup>(121)</sup>, which called on the Member States to remove disincentives to women's labour force participation by taking into account the demand for childcare services, in line with the national patterns of childcare provision to increase this provision. These efforts were recently supported by the **Council conclusions of 2 December 2020**<sup>(122)</sup>, where the Council called upon the Member States to take steps to facilitate equal access to parental leave for women and men and the equal distribution of unpaid care work (including domestic work) between women and men – and to improve public infrastructure and the availability of external services to support equal sharing.

Based on the Charter of Fundamental Rights of the European Union and after Commission communication – EUROPE 2020: A strategy for smart, sustainable and inclusive growth' (COM(2010) 2020 final)<sup>(123)</sup>, the **guidelines for employment policies of the Member States 2020/0030 (NLE)**<sup>(124)</sup> integrate elements related to the consequences of the COVID-19 crisis, the green and digital transitions and the UN SDGs. They will guide employment policy implementation in the EU, and its Member States. This will lead to a renewed convergence across the EU with a coordinated strategy for employment and particularly – as laid down in Article 3 of the TEU – the promotion of a skilled, trained and adaptable workforce and labour markets that are future oriented and responsive to economic change, the objectives of full employment and social progress, balanced growth, a high level of protection and improvement of the quality of the environment.

The 2021–2027 EU cohesion policy<sup>(125)</sup> contributes to strengthening economic, social and territorial cohesion in the EU, one of its five objectives being 'a more social and inclusive Europe'. The policy's focus during this period remains sustainable economic

<sup>(116)</sup> Key principle 2 (gender equality) specifies that 'Equality of treatment and opportunities between women and men must be ensured and fostered in all areas, including regarding participation in the labour market, terms and conditions of employment and career progression. Women and men have the right to equal pay for work of equal value.'

<sup>(117)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0152>

<sup>(118)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32019L1158>

<sup>(119)</sup> Key principle 9 (work-life balance) specifies that 'Parents and people with caring responsibilities have the right to suitable leave, flexible working arrangements and access to care services. Women and men shall have equal access to special leaves of absence in order to fulfil their caring responsibilities and be encouraged to use them in a balanced way.'

<sup>(120)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52017DC0252>

<sup>(121)</sup> <https://op.europa.eu/en/publication-detail/-/publication/fb103a95-f680-4f6e-bd44-035fbb867e6a/language-en>

<sup>(122)</sup> <https://www.consilium.europa.eu/media/47063/st13584-en20.pdf>

<sup>(123)</sup> <https://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:2020:FIN:EN:PDF>

<sup>(124)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ:L:2020:344:TOC>

<sup>(125)</sup> [https://ec.europa.eu/regional\\_policy/en/2021\\_2027/](https://ec.europa.eu/regional_policy/en/2021_2027/)

competitiveness through research and innovation, the digital transition, the European Green Deal objectives and the promotion of **the European Pillar of Social Rights** <sup>(126)</sup>. The pillar contains 20 principles that lead towards ‘a strong social Europe that is fair, inclusive and full of opportunity’, with specific targets on employment, access to training and reducing the risk of poverty to be reached by 2030. In line with the pillar, the CPR <sup>(127)</sup> sets out common rules for EU shared management funds, including **horizontal principles**. This includes gender equality, as ‘Member States and the Commission shall ensure that equality between men and women, gender mainstreaming and the integration of a gender perspective are taken into account and promoted throughout the preparation, implementation, monitoring, reporting and evaluation of programmes’ (Regulation (EU) 2021/1060, Article 9(2)). Thus, the implementation should be based on a **dual approach** for programmes whose main target is to achieve gender equality and/or programmes that are gender mainstreamed.

Beyond the EU, the SDGs adopted by all UN member states in 2015 comprise 17 global goals aimed at ending poverty and other deprivations together with the implementation of strategies to improve health and education, reduce inequality and support economic growth. Climate change and the preservation of oceans and forests are also defined as important issues. Gender equality is a cross-cutting element of all 17 global goals and a stand-alone goal in its own right. SDG 5 – ‘Achieve gender equality and empower all women and girls’ <sup>(128)</sup> – aims specifically at objectives linked to the proposed tracking system at hand (indicated in bold letters). It highlights the need to:

- end all forms of discrimination against all women and girls everywhere;
- eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation;
- eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation;

- recognise and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family, as nationally appropriate;
- ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life;
- ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the programme of action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences;
- undertake reforms to give women equal rights to economic resources, along with access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws;
- enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women;
- adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

Due to their commitment to the SDGs, countries must follow-up and review the progress made towards the goals and targets over the next 15 years. In order to provide such information, progress will have to be monitored via high quality, accessible and timely data collection and review.

SDG indicator 5.c.1 is particularly relevant for this report, as it seeks to measure government efforts to track budget allocations for gender equality throughout the public finance management cycle and to make these publicly available. The indicator aims to encourage governments to develop appropriate budget tracking and monitoring systems, and to commit to making information about allocations for gender equality readily available to the public <sup>(129)</sup>.

<sup>(126)</sup> [https://ec.europa.eu/info/strategy/priorities-2019-2024/economy-works-people/jobs-growth-and-investment/european-pillar-social-rights\\_en](https://ec.europa.eu/info/strategy/priorities-2019-2024/economy-works-people/jobs-growth-and-investment/european-pillar-social-rights_en)

<sup>(127)</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32021R1060&from=EN>

<sup>(128)</sup> <https://www.un.org/sustainabledevelopment/gender-equality/>

<sup>(129)</sup> Metadata on indicator 5.c.1, inter-agency and expert group on SDG indicators. Last updated: 30 January 2018 <https://unstats.un.org/sdgs/metadata/> and <https://unstats.un.org/sdgs/metadata/files/Metadata-05-0c-01.pdf> (p. 2).

## **Tool 9: Mainstreaming gender equality in project design**

### Introduction to the tool

This tool will guide you to translate gender objectives and indicators in PAs and OPs to the project level. It should be used by managing authorities at the national and subnational levels during the planning, implementation and monitoring stages of a project. It can also be used by managing authorities to offer guidance and support to local actors and project implementers.

This tool supports the implementation of gender-sensitive project selection criteria and procedures, as laid out in Article 67 of the proposal

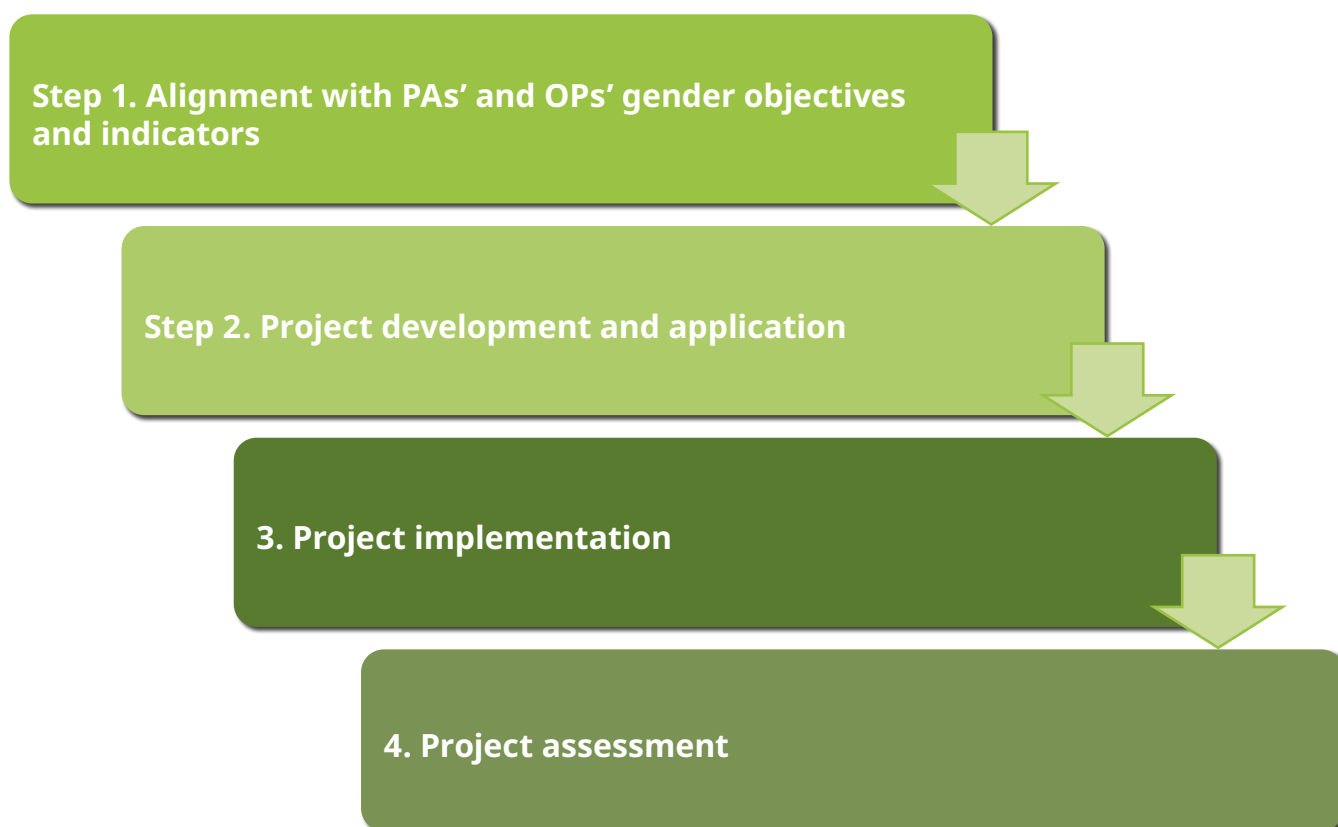
for the CPR (COM(2018) 375 final):

*For the selection of operations, the managing authority shall establish and apply criteria and procedures which are non-discriminatory, transparent, ensure gender equality and take account of the Charter of Fundamental Rights of the European Union and the principle of sustainable development and of the Union policy on the environment in accordance with Articles 11 and 191(1) of the TFEU.*

Please refer to [Tool 1](#) for more information on the regulations.

### Steps to mainstream gender equality in project design

The tool is divided into four steps.



#### Step 1. Alignment with Partnership Agreements' and Operational Programmes' gender objectives and indicators

It is important to ensure that project applications under each fund specify how the project will address existing gender gaps, or women's and men's specific needs, in the intervention area. Managing

authorities can support project applicants by:

- providing information on gender goals and indicators defined in the PA and OPs;
- providing other gender-related, context-specific information that is relevant to the calls for proposals;
- providing information on how gender aspects

should be included in the application, and how these will be evaluated;

- ensuring that applicants have the information and capacity needed to undertake a gender analysis of the intervention area.

### Step 1a. Conduct a gender analysis

The purpose of a gender analysis<sup>(130)</sup> is to identify inequalities and differences between women and men in all their diversity, as well as to establish the underlying reasons for these inequalities. To conduct a gender analysis, you should do the following.

#### 1. Collect information and disaggregated data on the target group

This means statistics that adequately reflect the target group, disaggregated between women and men. They should include data on relevant characteristics, such as age, race, ethnicity, location, education level, employment in different sectors, entrepreneurship in different sectors, salary levels, time use and/or other relevant issues.

- When collected and presented, data should be disaggregated by sex as a primary, overall classification. For example, when gathering and analysing data on ‘young people’ or ‘older people’, these target groups should be divided by sex.
- In addition to quantitative data on specific characteristics, gender analysis needs to take into account qualitative data on people’s lived experiences. This includes considering how services are used by differently by women and men, and what resources should be allocated to address these differences. For example, public spaces are used in different ways by different people: older women, older men, younger women, younger men, girls and boys, parents and carers, people travelling to work, etc. Their use of public spaces depends on characteristics such as their sex, age and location. But it also depends on other factors, such as their income levels, their working and childcare arrangements, or the time of day. A gender analysis should take

a broad view of what a range of data tells us about people’s everyday lives.

- Using data from several different sources provides a deeper understanding of gender differences, people’s needs and lived realities. Consult as many sources as possible — such as local, subnational and national studies or consultations, data from statistical offices, academic works, policy reports — and combine/triangulate data from these sources.
- When disaggregated data on key characteristics — sex, race, ethnicity, age, disabilities, etc. — are not available, this should be identified as a gap. The need for data improvements should be highlighted in project objectives and reporting.

#### 2. Identify existing gender inequalities and their underlying causes

Once you have the disaggregated data needed to form a clear picture of the target group, use these key questions to better understand some key differences between women and men, and to analyse the reasons for these differences.

- What differences are there between women’s and men’s participation in the labour market? In which occupational areas are women or men predominant?
- What are the differences in women’s and men’s earning levels? Are there significant differences in how many women and men work part-time? Do more women than men have more than one part-time job?
- What do data on time use or service use tell us about how women and men allocate their time? What does this tell us about gaps in local services, regarding availability and timings?
- Are more women than men providing care for children and other family members? Which age groups among women and men provide more unpaid care? For example, do younger women provide more childcare than men? Do older men provide care for their spouses? What services might support different people in these roles and enhance their well-being?
- How might infrastructure and ICT solutions help to address care pressures, build skills and expand employment opportunities?

<sup>(130)</sup> For more information on how to conduct a gender analysis, consult [Tool 3](#) and see EIGE, *Gender Analysis*. Available at: <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-analysis>

- What consequences do the answers to these questions have on the target group, labour market or project?

### 3. Consult directly with the target groups

Take their views into account when developing project proposals and designing projects. Useful consultation questions include the following.

- What are the target group's lived realities, expectations and needs?
- Are these different for women and men?
- Does the planned project address the needs of both men and women? Does it take into account their different interests, roles and positions?
- How can the project better contribute to meeting women's and men's needs?
- When asking these questions, consider inequalities between women and men in access to resources (work, money, power, health, well-being, security, knowledge and education, mobility, time, etc.) and in their exercise of fundamental rights (civil, social and political) on the basis of their sex or because of the roles attributed to them (gender roles).

### 4. Collect gender-specific data, and data on work–life balance

Use national, regional or local data, time use surveys or other data sources.

### 5. Draw conclusions on gendered patterns and determine their underlying causes

Consider asking these questions.

- What **differences** are there between women and men in the project intervention area? Are there any specific gendered patterns? Do norms and expectations differ for women and men?
- What are the **underlying reasons** for these differences and/or gendered patterns? What consequences do these have for the target groups, the labour market and the project's implementation?

### Step 1b. Set gender-specific objectives and indicators

Based on the gender analysis, you will have a strong understanding of differences between women and men, their different needs and gendered patterns. Relate these identified differences and patterns to the objectives of the PA or OP, as well as national or subnational gender equality goals. How will these differences and patterns affect the possibility of achieving the fund's objectives?

Using the findings of the gender analysis, make the project's objectives and indicators gender specific. This means ensuring that the project's objectives contribute to gender equality goals within the intervention area. As noted above, project objectives should be aligned with national and subnational gender goals.

- **Gender equality project objectives** must be tailored to the area of intervention and formulated as objectives on gender equality-related performance, participation and impact. The key question to answer is: what contributions can, and should, the project make to promoting gender equality in the area of intervention?
- **Gender-sensitive project indicators** <sup>(131)</sup> allow us to measure changes in relations between women and men, and in their statuses, needs or situations, in the context of the project or activity. As a measure of social change and the performance/effectiveness of projects, gender-sensitive indicators can be described in terms of:
  - the derived quality to be reached;
  - the quantity of something to be achieved;
  - the target group affected by, or that benefits from, the project;
  - the time frame envisaged for achieving the project objectives.

### Step 2. Project development and application

The project application, and project development more broadly, must specify how the project will address existing gender gaps and/or women's and men's needs in the area. Managing authorities can support applicants by clearly explaining that

<sup>(131)</sup> For more information on gender indicators, consult [Tool 6](#) and see EIGE, *Gender Statistics and Indicators*. Available at: <https://eige.europa.eu/gender-mainstreaming/methods-tools/gender-indicators>

each application should include:

- a description of the applicant organisation, including, for example:
  - a gender equality mission statement within the organisation’s identity or organisational culture;
  - gender competencies within the organisation’s structure, such as persons responsible for gender equality and access to external gender expertise;
  - the situation of men and women in the company, such as women and men at different levels of the hierarchy, in different job categories, with different qualifications or different working arrangements;
  - gender equality’s integration into the organisation’s quality management and certification;
  - gender equality-related human resource policies, such as in recruitment, training and development, knowledge and competence management;
  - personnel resources and competencies within the project team;
- if appropriate, a description of external support or capacity building for staff in order to meet the programme’s gender equality requirements;
- a gender analysis of the issue the project will address, using sex-disaggregated data and findings from research, that also analyses the causes of gender inequalities and identifies strategies the project can use to overcome them;
- a description of the project’s target groups, disaggregated by sex and other diverse characteristics;
- specific gender equality objectives and indicators, alongside the analysis of all thematic objectives/indicators from a gender perspective;
- a description of actions through which the project will promote gender equality (e.g. a gender-mainstreaming approach and/or a positive action approach);
- an explanation of necessary support structures and context of the project, such as the financing of participants, funding for capacity building on gender equality for project staff, and the location and time frame of project activities;
- a description of how the project will disseminate information to engage women and men, in all their diversity;

- a description of the project’s monitoring approach, which should use sex-disaggregated and gender-budgeting data to assess the project’s performance against its objectives, and to measure progress using its established gender indicators;
- a description of how the project will use a gender equality approach in internal or external evaluations, and how it will evaluate the thematic and structural aspects of gender equality within the project (e.g. strategy, methods and instruments);
- a detailed presentation of the project’s financial resources, such as the budget for implementing gender equality-related activities and for capacity building on gender equality.

### Step 3. Project implementation

Documents on project implementation need to specify how the project is addressing gender gaps or women’s and men’s different needs in the intervention area. Managing authorities can support applicants by:

- explaining that implementers must ensure that relevant sex-disaggregated monitoring data are being collected to assess the project’s indicators and objectives;
- supporting project implementers to build gender competence, i.e. refining their understanding of gender equality, gender mainstreaming and the EU’s dual approach to gender equality, and of how to implement these approaches in practice.

### Step 4. Project assessment

Every project should be assessed, using its established gender indicators, to determine whether or not its gender objectives are being met. If not, the project should take remedial action. Managing authorities can support project implementers by suggesting they ask a number of key questions.

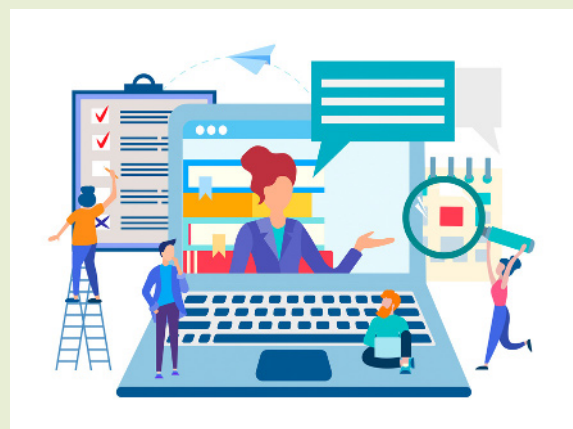
- Was the project developed based on a gender analysis? Were specific gender objectives and gender indicators developed?
- Were sex-disaggregated data used?
- Did the project achieve or partially achieve its objectives? If so, what were the success factors? If not, why not? What factors prevented the project from achieving its objectives?

- Were both men and women involved in the design and implementation of the project?
- Were systems in place to monitor whether or not the project's development, implementation and monitoring adopted a gender perspective?
- Were key actors (such as trainers, tutors, employers and social partners) made aware of the importance of integrating a gender perspective?
- Was internal or external gender expertise available for the project's implementation?
- Did capacity building and awareness raising on gender equality issues take place during the project?
- Was there any mechanism to assess women and men beneficiaries' satisfaction with the project's results? If so, was there any relevant gap between women's and men's satisfaction with these results?



### Sweden: European Social Fund Council gender equality support desk for project implementation

The Swedish European Social Fund Council (ESF-Council) established a support function, offering training and learning workshops for project applicants and implementers. It also set up a support desk on gender equality in project implementation. Open to all projects funded by the ESF, the desk offers concrete advice to implementers on systematically integrating gender equality, accessibility and non-discrimination principles in their projects. It provides guidance on gender mainstreaming, gender analysis and ways to ensure that the project benefits both women and men without perpetuating inequalities. Support services are requested online, facilitating interaction between project applicants, implementers and the support desk. The accessibility of timely support has contributed to the implementation of gender equality measures in ESF-funded projects.



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In 2016, the ESF-Council support desk addressed 147 requests through its online services, reaching 107 project applicants and implementers. It also responded to 12 requests for support from public authorities, and 7 requests on knowledge and strategy development related to gender mainstreaming <sup>(132)</sup>.

The ESF-Council's dedicated [support desk website](#) provides additional information, frequently asked questions, methods and tools to help projects ensure that gender equality is considered throughout all phases, from planning through implementation to evaluation. It specifies that gender mainstreaming in the project cycle should comply with the following criteria:

- the project includes internal gender equality skills, or the support of external gender experts;
- a gender analysis is included in the project's problem analysis;
- project activities are gender relevant according to this analysis;
- the project evaluation assesses whether or not gender objectives were achieved, and to what extent the implementation process mainstreamed gender.

<sup>(132)</sup> According to Sweden's ESF Annual Implementation Report, 2016, p. 2.



## Spain: specific and intersectional measure to eliminate gender inequalities — project 'Calí equality for Roma women'

Supported by the ESF 2014-2020 Social Inclusion and Social Economy Operational Programme, the Calí programme addresses the specific needs of Roma women, based on a sound knowledge of their realities.

The aim of the programme is to promote the personal development of Roma women who are in a situation of special vulnerability, in order to enable them to fully exercise their rights as citizens, and to strengthen their abilities and competences, in order to improve their chances of finding a job.

The objectives of the programme are to:

- enhance the social inclusion of Roma women and their access to employment through actions that contribute to the development of their social, employability and personal skills and that promote gender equality, participation and work–life balance;
- combat discrimination and promote equality with special attention to cases of multiple discrimination Roma women face;
- boost gender equality between Roma men and women and support breaking down cultural and social barriers that prevent Roma women's social and economic advancement;
- support and accompany Roma women suffering domestic violence;
- raise awareness among society, public policymakers, those working in relevant sectors (teachers, social or healthcare professionals, etc.), the economic operators or the Roma community itself about negative stereotypes regarding Roma, and Roma women in particular;
- influence policies on gender equality, equal opportunities and non-discrimination.

### Results that change women's lives

After 3 years, the results of the Calí programme show a great impact on the lives of the 1 700 participating women: 245 have found jobs and 122 have returned to study. In addition, it contributes to promoting gender equality in the Roma community, with 786 awareness-raising activities on gender equality in which 2 050 Roma men and 3 360 Roma women of all ages have participated.

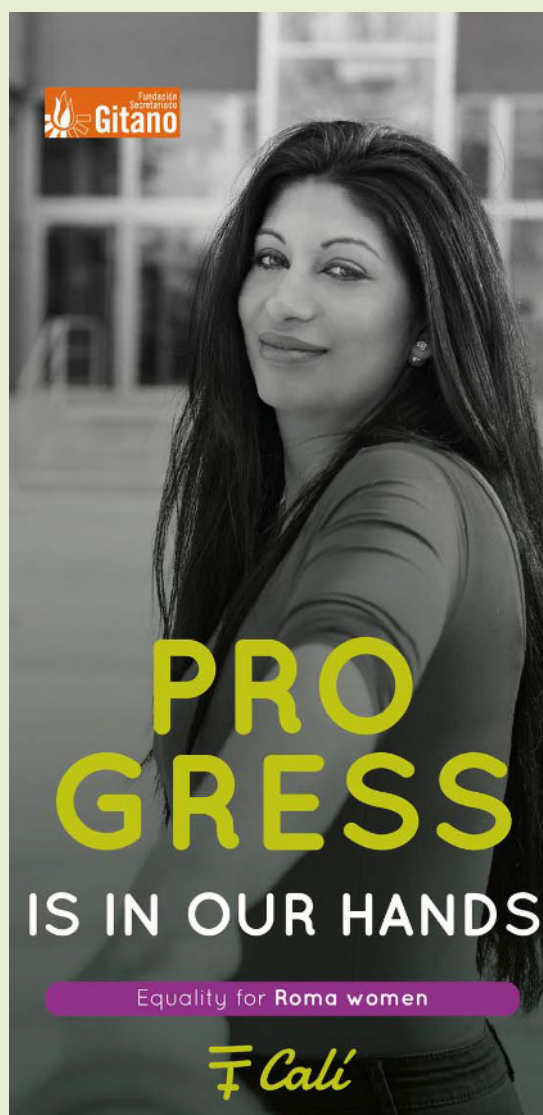


Photo accessed from: [https://www.gitanos.org/que-hacemos/areas/gender\\_equality/cali\\_programme.html](https://www.gitanos.org/que-hacemos/areas/gender_equality/cali_programme.html)

# Reporting, monitoring and evaluation



## Tool 10: Integrating a gender perspective in monitoring and evaluation processes

### Introduction to the tool

This tool can be used by managing authorities and monitoring committees to establish an evaluation plan, including for mid-term and *ex post* evaluations.

An evaluation plan outlines how a programme will be evaluated, including in terms of its gender objectives and indicators. The plan includes the regular evaluation of programmes — intended to improve implementation quality and inform the design of the next programme phase — alongside a mid-term evaluation in 2024 and *ex post* evaluations of each programme in 2029. All evaluations should consider a programme's gender equality-related aspects.

There are different options for evaluating how programmes have integrated a gender perspective, and what their gender-relevant outcomes are. These include:

- **Evaluation option 1.** *Ex ante* assessment of the programme's consideration of gender aspects (voluntary);
- **Evaluation option 2.** Follow-up on gender-related programme results by integrating specific gender aspects in the programme's main evaluations (mid-term and *ex post*), as well as in regular reporting to the monitoring committee;
- **Evaluation option 3.** Additional relevant evaluations, as suggested by managing authorities;
- **Evaluation option 4.** Gender-budgeting evaluation, as described in the framework below.

The purpose of a specific evaluation is to assess the extent to which a programme has had an impact on gender inequalities within the intervention area; how well gender-relevant processes have been applied; and the extent to which combined funds or programmes were used to address gender-related issues.

### Steps to integrate a gender perspective in monitoring and evaluation processes

#### Evaluation options 1-3

The evaluation should assess the programme's achievement of all specific gender objectives set out in the planning document, financial plan or other programme documents. To do so, it should use the gender indicators defined by the programme.

If no specific gender objectives are defined, general evaluation criteria should be used, as outlined in Article 39 of the CPR: effectiveness, efficiency, relevance, coherence and EU added value. The questions below can be used as a guide.

#### Relevance

- Has the programme effectively contributed to creating favourable conditions for advancing gender equality?
- Did the programme respond to the practical and strategic needs of both women and men?
- Did it contribute to national, subnational and EU policy commitments and mandates on gender equality?
- Was the programme's treatment of gender equality issues consistent and coherent throughout the implementation phase?
- Were adjustments made to respond to external factors (e.g. economic crisis, new government) that influenced gender relations?
- Was the programme informed by relevant disaggregated data?
- Was it informed by consultations with target groups and other relevant institutional stakeholders?

#### Efficiency

- Did the programme efficiently use resources to achieve gender equality results that benefited both women and men?

- Did the programme's monitoring, reporting and evaluation mechanisms ensure that gender criteria were included and that evidence on them was provided?
- Have reporting mechanisms been consistently used?
- Can links between resource allocations and outcomes be identified?
- Where resource allocations resulted in positive or negative outcomes for women or men, did this information inform corrective or 'next stage' action?

### Effectiveness

- Has the programme achieved its planned results/outcomes?
- Have the programme's identifiable outcomes and results advanced gender equality and addressed local/subnational gender gaps?
- Have there been demonstrable benefits for target groups? Are there any differences for women and men in the outcomes secured?
- Were indicators and data on individuals disaggregated by sex to plan, implement and monitor the programme?
- Have stakeholders (organisations, institutions, indirect target groups) benefited from the programme interventions in terms of institutional capacity building on gender mainstreaming and the development of gender competence among their staff?

### Coherence

- How have EU Funds' finances been combined to address gender gaps and advance gender equality? For example, how have combined funds been used to improve the provision of infrastructure, address work-life balance, develop the local skills base, boost women's labour market participation, or increase diversity in SME leadership and in other industrial and occupational sectors?
- How have common gender equality objectives been articulated across EU Funds, and how have these objectives been jointly monitored and reported?

### European Union added value

- How does the programme reflect the EU's objectives on advancing gender equality?
- Has the programme resulted in added value in terms of promoting gender equality compared with advances otherwise pursued by Member States? For example, has it led to advances as a result of different factors, such as coordination gains, legal certainty, greater effectiveness or complementarities?

### Evaluation option 4

A specific gender-budgeting evaluation<sup>(133)</sup> can be based on the following framework on four aspects of public finance<sup>(134)</sup>. The evaluation may focus on one of these aspects, or address all four. It may evaluate the entire programme budget, a selected area or a specific project.

#### 1. Assess the programme for one or several of these four public finance aspects

- **Expenditures.** What is financed? Who is the beneficiary? What gender gaps are being targeted? How does expenditure reach both women and men in accordance with their needs? (For example, who is participating in which labour market programmes?)
- **Income.** Who is paying tax, value added tax and/or fees? Who has to pay for certain services from their own pocket?
- **Macroeconomic effects.** What effects has the programme had on the distribution of paid and unpaid work between women and men? What impacts has it had on local or subnational economic growth and sustainability?
- **Decision-making processes.** How have women and men been represented in the programme's decision-making? For example, how has basic information been disseminated and made appropriate for a variety of stakeholders?

Assessing these issues can answer overarching questions such as the following.

<sup>(133)</sup> Based on Osika, I., & Klerby, A. (n.d.), *Gender Budgeting — en checklista*. Available at: <https://www.jamstall.nu/wp-content/uploads/2014/02/Gender-Budgeting-en-checklista.pdf>

<sup>(134)</sup> Elson, D. (2006), *Budgeting for Women's Rights: Monitoring government budgets for compliance with CEDAW*, Unifem, New York. Available at: <http://gender-financing.unwomen.org/en/resources/b/u/d/budgeting-for-womens-rights-monitoring-government-budgets-for-compliance-with-cedaw>

- Have resources in the programme budget reached both women and men?
- Have women and men been able to access services that meet their needs?
- Has the programme been transformative? For example, has it addressed underlying norms and values that perpetuate gender inequalities?

### *2. Analyse resource allocations within the programme's core activity in relation to numbers, needs and preferences*

Taking into account the sex-disaggregated data gathered by the programme — and, if possible, adding disaggregated data on other characteristics such as age, economic status, race, ethnicity, disability, time use, and the use of public spaces, facilities and resources — select a budget or activity to analyse. As part of your analysis, you can:

- establish the total budget implemented;
- ask 'Who was reached?', identifying the groups targeted and specific data you have on these groups;
- use data collected, existing studies, research and citizen inquiries to determine whether or not resources were used to meet the needs and preferences of the target group;
- calculate resource allocations from a gender perspective, for example calculate the cost per group of women and per group of men separately and calculate the average cost per woman and per man;
- draw comparisons and ask 'What would the impact have been on the programme's total budget if women and men had received the same amount of support?'

### *3. Assess to what extent alternative or complementary resources and activities were needed*

Beyond the programme's resources, assess the extent to which alternative or complementary resources and activities were needed. These could include:

- individuals' time or unpaid or voluntary work,
- private funding for fees or other costs,
- other public funding for premises, transport and other activities,
- alternative private sector products and services.

It is important to ask:

- What infrastructure investment accompanied the programme activities?
- Who is using these resources? (Disaggregate the data/analysis between women and men and by other relevant characteristics.)

### *4. Gender assessment*

- Analyse the results of the level 2 and 3 mapping. Are there differences in how resources were allocated (used) by women and men?
- What norms and values exist? Are these norms and values gender specific?
- Are women and men treated differently in the programme? Are the activities dominated by women accorded a higher or lower value than those dominated by men?

### *5. Other aspects of gender-budgeting evaluations*

**What is an investment?** Consider how investments in physical infrastructure have gendered dimensions: for instance, investments in the services and facilities that women and men access; or investments that can support work-life balance, ICT expansion and digital inclusion, such as child-care, social and elder care, accessible transport and digital home care support. Expanding the physical infrastructure of care facilities — such as nurseries and intergenerational social care facilities — can widen local labour markets and the tax base by generating new, sustainable jobs with significant returns on investment. Investments in the local care labour force and related skills are an example of investments addressing gendered occupational segregation; they mean investing in occupations wherein women are over-represented (and undervalued). It is also important to assess if ICT and digital infrastructure expansion efforts are addressing women's under-representation in higher paid, technical occupations.

**Are the project management and steering documents gender specific?** It is important to ask the following questions.

- Do these documents include gender objectives and specific directives related to EU Funds' regulations concerning gender equality?

- Do they present sex-disaggregated data? Do they use gender-sensitive vocabulary?
- Are women and men equally represented in the programme's administration and monitoring committees?

**Is the programme transformative?** Consider whether or not the programme's resource allocations were guided by objectives to advance gender equality. Gender budgeting is an approach for transforming programme analysis, design and outcomes from a public finance perspective. This requires thinking more holistically about

the gendered dimensions of infrastructure, skills and employment development, while challenging gender stereotypes and restrictive gender relations. For example, when evaluating a labour programme, assess whether or not the programme design included components to increase women's access to paid work. Alongside training to hone women's skills, key components could include financing for childcare, improving time use with integrated transport and service availability, and technological innovations to support digital communications or flexible working arrangements.

### Austria: gender in EU Funds' evaluations

In line with Austria's PA, monitoring committees promoted evaluations that integrate a gender perspective. For instance, the evaluation of the ERDF OP includes a distinct evaluation of the EU's horizontal principles, including gender-mainstreaming activities in all the programme's individual priority axes. The evaluation actively involves relevant stakeholders by including them in steering groups and workshops.

To monitor and evaluate the ESF, two separate focus groups were established early on: one on gender mainstreaming and another on gender equality. These monitor progress on closing identified inequalities between women and men through ESF-financed measures. External evaluations of ESF activities include an assessment of the EU's horizontal principles, with a focus on non-discrimination and equal opportunities for women and men.

The EAFRD's monitoring committee is marked by the balanced representation of women and men, who include representatives of relevant social partners. Three evaluations related to gender equality were designed for the EAFRD's 2014-2020 financing period:

- a gender index on women's and men's employment and living conditions at the subnational level;
- an evaluation of equal opportunities in LEADER;
- an overall evaluation on gender equality, which will comprehensively evaluate EAFRD programmes' support for gender equality.

### Additional resources

Learn more on stakeholder consultations and practical approaches by visiting:

- [Gender stakeholder consultation](#)

## Tool 11: Reporting on resource spending for gender equality in the European Union Funds

Tracking budget expenditures that promote gender equality is an important element of gender budgeting. For this, [Tool 8](#) can be used. However, although tracking budget allocations according to their categorisation as done in Tool 8 is a way forward, the process of tracking expenditures is much richer.

The process of tracking expenditures that advance gender equality has to be based on a deeper understanding of how funds are spent and how the spending is linked to gender equality. How can we know the spending is transformative and promotes gender equality and equity? Who will profit from the funding? What will be changed? How will it be changed? These questions cannot

be answered through a mere tracking system. The different approaches listed below showcase the richness embedded in tracking expenditures.

Pre-existing conditions for tracking expenditures that promote gender equality are the existence of leadership will to do so, and a core of experts with profound knowledge. See [EIGE's toolkit on institutional transformation](#) for more information on the latter.

### Tracking expenditures for gender equality

International experience shows that there are many different approaches to track expenditures. The most important approaches are listed in this table.

| Approaches   | Brief content   |
|--|---|
| Financial gender audit of the budget   | A financial gender audit analyses expenditures from a gender perspective. Hence, it is conducted after the budget has been implemented. The process investigates how resources were allocated and what the outcomes were for women and men, boys and girls in all their diversity, vis-à-vis what was actually planned. The audit should ideally be carried out by an independent and competent authority (central budget authority or other independent body).   |
| Tracking financial allocations to promote women's rights and gender equality | <ul style="list-style-type: none"> <li>• <a href="#">Tool 8</a></li> </ul>  |
| Gender-focused expenditure incidence analysis                                | A gender-focused expenditure incidence analysis focuses on the distribution of expenditure between women and men, boys and girls in all their diversity. The process investigates the unit costs of a specific service, and then calculates to what extent the service is being used by women, men, boys and/or girls (more characteristics can be added depending on level of disaggregation needed, such as age, race, ethnicity, religion or rural/urban location). For example, this analysis can identify to what extent and in what way women and men benefited from expenditure on public services, such as public transportation infrastructure, healthcare and/or education. |
| Gender-budgeting evaluation  | <ul style="list-style-type: none"> <li>• <a href="#">Tool 10</a></li> </ul>   |

### Additional resources

Learn more on gender budgeting by visiting:

- [OECD on gender budgeting](#)
- [Women's Budget Group on gender-responsive budgeting](#)
- [UN-Women, Gender Responsive Budgeting in Practice: A training manual](#)
- [Gender budgeting in Vienna](#)

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