



GENDER ANALYSIS OF OFFICIAL DEVELOPMENT ASSISTANCE TO UKRAINE

Baseline Mapping Study



INCREASING ACCOUNTABILITY IN FINANCING FOR GENDER EQUALITY

GENDER ANALYSIS OF OFFICIAL DEVELOPMENT ASSISTANCE TO UKRAINE

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KYIV, UKRAINE
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The Baseline Mapping Study was made possible due to openness and support from the donors and implementing agencies in Ukraine, whose staff participated in interviews, focus groups, other research activities, and shared programmatic documents regarding gender mainstreaming in their Country Programmes.

These agencies are: US Agency for International Development for Ukraine, Belarus and Moldova (USAID); Canadian International Development Agency (CIDA); UN Country Team: United Nations Population Fund (UNFPA), United Nations Development Programme (UNDP), Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Office on Drugs and Crime (UNODC), United Nations Entity on Gender Equality and Empowerment of Women (UN Women), International Labour Organization (ILO); International Organization for Migration (IOM); Delegation of the European Union to Ukraine; Swedish International Development Cooperation Agency (Sida); Swiss Cooperation Office Ukraine (SDC); World Bank (WB) and International Finance Corporation (IFC) in Ukraine; Organization for Security and Co-operation in Europe's (OSCE) Project Coordinator in Ukraine; Friedrich Ebert Foundation (FES); North Atlantic Treaty Organization (NATO); Grant

Programme of the Ministry of Foreign Affairs of the Netherlands (MATRA Programme); other agencies (see full list in the Annex).

II. ABOUT UN WOMEN

UN Women is a UN organization dedicated to gender equality and empowerment of women. A global champion for women and girls, UN Women was established to accelerate progress on meeting their needs worldwide and became operational in January 2011. UN Women's work is guided by the principals of the Convention on Elimination of All Forms of Discrimination against Women (CEDAW), Beijing Platform for Action (BPfA), UN Security Council Resolution on Women, Peace and Security and other international documents.

In response to calls from gender equality advocates for increased accountability for implementation of gender equality commitments in economic policies and financing decisions related to aid and domestic resources, UN Women is implementing the Programme **"Increasing Accountability in Financing for Gender Equality (FfGE) – EU/UN Partnership on Gender Equality"** (2011-2015) funded by the EU and Spain.

The Programme aims at increasing the volume and effective use of aid and domestic resources to implement national commitments to gender equality and women's empowerment. It is implemented in 15 countries¹ in close partnership with the European Commission (EC), International Training Center/International Labour Organization (ITC/ILO) building on the results of collaboration in the area of gender responsive budgeting and aid effectiveness carried out over the past years.

The specific Programme objectives are:

- To strengthen national action plans for gender equality so that they have defined targets, financing and implementation arrangements in line with national planning and budgeting processes.
- To strengthen capacity and accountability of national governments

¹ Ethiopia, Haiti, Honduras, Jordan, Kyrgyzstan, Nicaragua, Senegal, Ukraine, Cameroon, Tanzania, Nepal, Peru, Bolivia and Rwanda.

to implement gender equality commitments and address women's priorities in national planning, budgeting systems and programming.

- To strengthen capacity and accountability of donors and stakeholders in aid coordination mechanisms to achieve commitments towards gender equality in stable and fragile countries.

Globally, the Programme also supports the effective engagement of feminist economists and gender equality advocates in contributing to stronger policy coherence on gender equality in economic and development policy, facilitate learning and south-south exchange.

Implementation of commitments to gender equality and women's rights requires joined efforts of national governments, donors, development agencies and civil society. By committing to the BPfA, ratifying the CEDAW and other international documents governments and the international community assume the responsibility for implementation of those commitments including through securing the resources required to finance actions that aim at achieving the full realization of women's rights.

The international process on increasing of aid effectiveness has also made clear that reform of aid management systems should translate into enhanced performance and results for development and gender equality. The FfGE Programme is being implemented in compliance with international documents on aid effectiveness: the Paris Declaration for Aid Effectiveness (2005), Accra Agenda for Action (2008), and Busan Partnership for Effective Development Cooperation (2011).

III. GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN THE CONTEXT OF AID EFFECTIVENESS PROCESS

In 1970, the Organization for Economic Cooperation and Development (OECD), which includes the leading industrial nations committed to allocate 0.7% of GNP to official development assistance (ODA) to developing countries.

Several forums were held globally and at the country level to frame and update the commitments and responsibilities of the States with regards to aid effectiveness and to the gender equality and women's empowerment:

- International Conference on Financing for Development, Monterrey, Mexico (Monterrey Consensus), 18-22 March 2002²
- The First High-Level Forum on Harmonization and Alignment for Aid Effectiveness (Rome Declaration on Harmonization), Rome, Italy, 24-25 February 2003³
- The Second High Level Forum on Joint Progress towards Enhanced Aid Effectiveness (Paris, France, 28 February – 2 March 2005)⁴
- The Third High Level Forum on Aid Effectiveness (Accra, Ghana, 4 September 2008)⁵
- The Fourth High Level Forum on Aid Effectiveness (Busan, South Korea, 29 November – 1 December 2011)⁶.

For the purposes of the Baseline Mapping Study, the detailed information on three framing events that influenced the global and country-level focus on the aid for gender

² <http://www.un.org/esa/ffd/monterrey/MonterreyConsensus.pdf>

³ <http://www.oecd.org/dac/effectiveness/thehighlevelforaonaideffectivenessahistory.htm>

⁴ <http://www.oecd.org/dac/effectiveness/thehighlevelforaonaideffectivenessahistory.htm>

⁵ <http://www.oecd.org/dac/effectiveness/thehighlevelforaonaideffectivenessahistory.htm>

⁶ <http://www.oecd.org/dac/effectiveness/thehighlevelforaonaideffectivenessahistory.htm>

equality and women's empowerment⁷ is provided below.

1. Paris Declaration

The **Second High Level Forum** (Paris, 28 February – 2 March 2005) marked the first time that donors and recipients both agreed to take commitments and to hold each other accountable for achieving them. The commitments were laid out in **the Paris Declaration**. Beyond its' principles on effective aid, the Paris Declaration lays out a practical, action-oriented roadmap to improve the quality of aid and its impact on development. It puts in place a series of specific implementation measures and establishes a monitoring system to assess progress and ensure that donors and recipients hold each other accountable for their commitments.

The Paris Declaration outlines the following five fundamental principles to make aid more effective:

1. **Ownership:** Developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption.
2. **Alignment:** Donor countries align behind these objectives and use local systems.
3. **Harmonization:** Donor countries coordinate, simplify procedures and share information to avoid duplication.
4. **Results:** Developing countries and donors shift focus to development results and results get measured.
5. **Mutual accountability:** Donors and partners are accountable for development results.

More than 100 donor and partner countries signed the Paris Declaration. Goals and targets of this Declaration were formulated in "technical" words and did not sufficiently address the issue of quality of aid, as well as the issue of how the aid contributed to the further development of achieved outcomes and gender equality.

2. Accra Agenda for Action

At the **Third High Level Forum** (Accra, 4 September 4, 2008), Ministers of developing and donor countries responsible for promoting development and Heads of multilateral and bilateral development institutions endorsed the statement to accelerate and deepen implementation of the Paris Declaration on Aid. The civil society representatives also participated, broadening the stakeholders in the aid effectiveness agenda. The Forum emphasized the need to deepen implementation of the goals set in 2005, along with a set of priority areas for improvement. Designed to strengthen and deepen implementation of the Paris Declaration, the Accra Agenda for Action took stock of progress and set the agenda for accelerated advancement towards the Paris targets.

The principles put forward in the Paris Declaration and Accra Agenda for Action have gained support across the development community, changing aid practice for the better. It is now the norm for aid recipients to forge their own national development strategies with their parliaments and electorates (ownership); that donors support these plans (alignment); and streamline their efforts in-country (harmonization); for development policies to be directed to achieving clear, monitorable goals (managing for development results); and for donors and recipients to be jointly responsible for achieving these goals (mutual accountability).

These principles have also served as the foundation for other commitments, tailored to specific contexts: the Bogotá Statement⁸ (concentrating on effective aid principles in South-South co-operation⁹), Istanbul Principles (on the role of civil society) and the Dili Declaration¹⁰ (on effective aid in fragile and conflict-affected states).

8 http://api.ning.com/files/CNxyk6Uu-fQ7gkQ4EIN9DXyt1H2Hy6-lwWvjBgGuta3BMm9Ec1HsilsDkDhkcmpgOKI8fUwnlsVRPaR7MOaB6aA*9EYAYVv/Bogota_Statement_FINAL1.pdf

9 Ibid.

10 http://timor-leste.gov.tl/wp-content/uploads/2010/04/Dili_Declaration_FINAL_12.04.20101.pdf

7 <http://www.oecd.org/dac/effectiveness/thehighlevelforaonaideffectivenessahistory.htm>

In the Accra Agenda for Action it was stated that "...gender equality, respect for human rights and the environment are cornerstones for achieving sustainable impact on the lives and opportunities of poor women, men and children. It is vital, so that all our policies address these issues in a more systematic and consistent way"¹¹.

3. *Busan Partnership for Effective Development Co-Operation*

Over 3000 delegates met to review progress on implementing the principles of the Paris Declaration at the **Fourth High Level Forum on Aid Effectiveness** (HLF-4, 29 November – 1 December 2011, Busan). They also discussed how to maintain the relevance of the aid effectiveness agenda in the context of the evolving development landscape.

The Forum culminated in the signing of the Busan Partnership for Effective Development Co-operation by ministers of developed and developing nations, emerging economies, providers of South-South and triangular co-operation and civil society – marking a critical turning point in development co-operation. The Heads of State, Ministers and representatives of developing and developed countries, heads of multilateral and bilateral institutions, representatives of different types of public, civil society, private, parliamentary, local and regional organizations met in Busan to recognize that they had united by a new partnership that it would be broader and more inclusive than ever before, founded on shared principles, common goals and differential commitments for effective international development, and they forged a new global development partnership that embraces diversity and recognizes the distinct roles that all stakeholders in cooperation could play to support development.

Gender equality is addressed as mandatory component in the **Outcome Document for HLF-4**, e.g., its Article 11 states: "As we embrace the diversity that underpins

our partnership and the catalytic role of development co-operation, we share common principles which – consistent with our agreed international commitments on human rights, decent work, gender equality, environmental sustainability and disability – form the foundation of our cooperation for effective development":

- a) *Ownership of development priorities by developing countries.* Partnerships for development can only succeed if they are led by developing countries, implementing approaches that are tailored to country-specific situations and needs.
- b) *Focus on results.* Our investments and efforts must have a lasting impact on eradicating poverty and reducing inequality, on sustainable development, and on enhancing developing country capacities, aligned with the priorities and policies set out by developing countries themselves.
- c) *Inclusive development partnerships.* Openness, trust, and mutual respect and learning lie at the core of effective partnerships in support of development goals, recognizing the different and complementary roles of all actors.
- d) *Transparency and accountability to each other.* Mutual accountability and accountability to the intended beneficiaries of our co-operation, as well as to our respective citizens, organizations, constituents and shareholders, is critical to delivering results. Transparent practices form the basis for enhanced accountability.

Article 20 of the Outcome Document stated that participants "Must accelerate their efforts to achieve gender equality and the empowerment of women through development programs grounded in country priorities, recognizing that gender equality and women's empowerment are critical in achieving development results. Reducing gender inequality is both an end in its own right and a prerequisite for sustainable and inclusive growth. As we redouble their efforts

¹¹ <http://siteresources.worldbank.org/ACCRAEXT/Resources/4700790-1217425866038/AAA-4-SEPTEMBER-FINAL-16h00.pdf>

to implement existing commitments we will:

- a) Accelerate and deepen efforts to collect, disseminate, harmonize and make full use of data disaggregated by sex to inform policy decisions and guide investments, ensuring in turn that public expenditures are targeted appropriately to benefit both women and men.
- b) Integrate targets for gender equality and women's empowerment in accountability mechanisms, grounded in international and regional commitments.
- c) Address gender equality and women's empowerment in all aspects of the development efforts, including peace building and state building¹².

IV. SPECIFIC OBJECTIVES OF THE BASELINE MAPPING STUDY

1. To conduct gender analysis of ODA in relation to Ukraine's national gender equality commitments (Baseline Mapping Study).
2. To conduct analysis of the donor-governmental meetings on gender equality and define a room for participation of gender equality advocates.

V. POLITICAL CONTEXT RELATED TO GENDER EQUALITY IN UKRAINE IN 2012

1. Background information

During the last two decades, Ukraine has achieved considerable progress in promotion of gender equality by establishing core elements of an appropriate legal and institutional framework. Ukraine has ratified

the Convention on the Elimination of All Forms of Discrimination against Women and its Optional Protocol, and has endorsed the Beijing Platform of Action adopted at the Fourth World Conference on Women (1995).

In spite of this progress, due to ineffective implementation of the various legal instruments and the persistence of traditional stereotypes regarding the roles and responsibilities of women and men in the family and in the society, gender equality is far from becoming a household notion in Ukraine. Progress towards achieving the relevant UN Millennium Development Goal (MDG) on gender equality has been slow. According to the Global Gender Gap Index 2013, Ukraine ranked to 64th in overall ranking (63th – in 2012); to 30th - in terms of economic participation and opportunities; to 27th - in terms of education attainment, to 75th – health and survival; and merely to 119th in the realm of political empowerment.¹³

While women account for 76.7 per cent of employees in the public sector, most of them, however, perform duties at entry-level positions. The number of women in managerial and decision-making strata is negligible, accounting only for only 14.2 per cent (State Statistics Service, 2012). Unemployment among young women is also high at 18.7 per cent (State Statistics Service, 2011). Despite legislative provisions, women's wages remain considerably lower than that of men's, in some cases by almost one third. Issues of domestic violence, trafficking in women and children continue to be recurring challenges in Ukraine. The range of strategic interests and needs which have to be put in place to ensure gender equality mainstreaming in Ukraine is wide and calls for targeted and integrative policies.

In 2012 for the first time since Ukraine's independence the number of women in the Parliament reached the level of 9.4 per cent (42 Members of Parliament)¹⁴. Discourse pertaining to women-MPs' political competencies and leadership skills was proactive but tarnished with stereotypical criticism.

The socio-economic environment (as related to gender equality and the status of women)

13 The Global Gender Gap Report 2013. http://www3.weforum.org/docs/WEF_GenderGap_Report_2013.pdf

14 "Women in national parliaments", available at <http://www.ipu.org/wmn-e/classif.htm>

was also rather challenging in 2012. Thus, for instance, gender blindness of the tax and pension system reforms, as well as social initiatives of the President of Ukraine, led to worsening of the status of women. This particularly scarred the self-employed women (individual private entrepreneurs), women with children, women with degrees, women of pre-pension and pension age, women with disabilities and rural women. Demand for female labour force in well-paid sectors decreased. In parallel, manipulations with stereotypes related to women's roles as housewives were vehement, fuelled by opponents of gender equality (usually funded by faith-based organizations).

2. Legal and institutional framework for gender equality in Ukraine

To deliver upon commitments of the Beijing Platform for Action, CEDAW and the UN Millennium Development Goals, Ukraine adopted the Law "On Equal Rights and Opportunities for Women and Men" (Gender Equality Law) in 2005. This legal instrument, coupled with the above-mentioned international obligations, defines the priorities and goals for achieving gender equality in the country. Amongst other provisions, the Law stipulates establishment of a National Gender Machinery (NGM) which is defined as a system of bodies, linkages, documents and regulations that are directed at achieving gender-related goals of Ukraine. The NGM is supposed to promote gender mainstreaming within governmental structures and their activities, coordinate gender policies and ensure achievement of gender-specific priorities.

The 2010 Administrative Reform, initiated by the President, annihilated the central executive body in charge of gender issues – the Ministry for Family, Youth and Sports. The process of institutional reorganization and redistribution of responsibilities was delayed and lasted for 11 months (December 2010 – November 2011). As a consequence, the majority of NGM elements stalled, and the Concept for the State Programme on Gender Equality (2011-2015), which was expected to be a key instrument for gender equality policy in Ukraine, was approved by the Cabinet

of Ministers of Ukraine only in late 2012 (through Order #1002 as of 21 November 2012). Adoption of the State Programme is expected in May 2013.

By the end of 2012, the National Gender Machinery consisted of:

- Legislation (Constitution of Ukraine (1996), Law on Ensuring Equal Rights and Opportunities of Women and Men (2005), as well as other legislation and regulations for preventing domestic violence and trafficking in people that contained relevant amendments)
- Parliamentary Sub-Committee on Gender Policy under the Committee on Human Rights, National Minorities and International Relations
- Parliamentary Inter-Faction Union "Equal Opportunities"
- Government bodies (Department of Gender Policy and Children's Health at the Ministry of Social Policy alongside the relevant departments at the Oblast State Administrations), Expert Council on Appeals Related to Discrimination under the Ministry of Social Policy, Working Group for Drafting the State Programme on Gender Equality, Advisory networks (Gender Advisers to Ministers and Heads of Oblast State Administrations and the Gender Advisor to Prime Minister, appointed in 2010), as well as
- Non-state actors, including Gender Resource Centers and Gender Equality Centers (GRCs and GECs) in oblasts of Ukraine.

In 2012 the work of two councils within the Ministry of Social Policy were renewed including the Expert Council on Appeals Related to Discrimination and the Working Group for Drafting the State Programme on Ensuring Equal Rights and Opportunities for Women and Men (2013-2016). Several laws related to gender issues were either adopted or proposed and discussed in 2012, amongst them the Law of Ukraine "On Prevention and Elimination of Discrimination in Ukraine" (No. 5207-17; 06.09.2012)¹⁵. On 2 October 2012 the Parliament of Ukraine adopted the

Law “On Amendments to Some Legislation (on Protection of Children’s Rights for Safe Information Space)”¹⁶.

The National and International Gender Strategic Platforms (informal groups of experts on gender equality and empowerment of women) further strengthened their operations. They embody institutionalized civil society tools for consolidating gender and women’s movements at the national and international levels, as well as promoting Ukraine’s outreach internationally in this domain.

3. Gender-related data and sex-disaggregated statistics in Ukraine

Ukraine has achieved certain progress in producing **gender-related data and sex-disaggregated statistics** in compliance with provisions of Articles 206(a) and 207(a) of the Beijing Platform for Action, European Union’s priorities for achieving gender equality, as well as Eurostat¹⁷ recommendations. Yet, widespread dissemination and – more importantly – utilization of gender-disaggregated statistics in evidence-based policymaking for national development planning is far from satisfactory. Gender-sensitive data and sex-disaggregated statistics related to Ukraine are obtained mostly from international resources, including the World Economic Forum, EU-CIS Gender Watch and some others. Significant input is made into relevant databases by international actors in Ukraine: the UN Country Team, OSCE, EU/EC, World Bank and others.

Statistical digest “Women and Men in Ukraine”¹⁸ first appeared in 1996, and has been published ever since on biennial basis by the State Statistics Service of Ukraine (SSSU). The country also maintains a sex-disaggregated statistics database aligned to the requirements of the United Nations Economic Commission for Europe (UNECE). Most notably, data-series track thematic gender gaps, including gender-based occupational segregation, access to the labour market, gender-based violence, human trafficking, time-use and gender

budgeting. It is important to note that some of these areas are in the process of being addressed by the Government with the assistance of international organizations (UN Women, ILO, UNDP and UNFPA).

4. Challenges for the gender mainstreaming in Ukraine in 2012

Operations of international agencies in Ukraine were constrained or framed by the challenges to gender policy in Ukraine observed throughout 2012:

- Inability to identify and recognize gender-based inequalities and discrimination in the Ukrainian society coupled with lack of mechanisms to eliminate these maladies.
- High impact of gender stereotypes upon women’s enjoyment of their rights and opportunities in almost all spheres of socio-economic and political life (decision-making, political participation, economic sustainability, employment, access to resources, etc.).
- Overwhelmingly negative impact of sexist media on recognition of women’s social, political and economic roles.
- Significant weakening of the National Gender Machinery.
- Decrease of healthcare quality regarding services for women, especially in rural areas.
- Decline of educational and cultural institutions / facilities in rural and remote areas.
- Limitation of men’s rights in child custody upon divorce etc.
- Increase of the retirement age for women without any compensation.
- Discrimination of women through hiring procedures coupled with a “maternity-leave-phobia” of employers.
- Violence against women.
- Constraints regarding adoption of gender quotas for decision- and policy-making levels.
- Lack of sex-disaggregated data in open-access government statistical data-sets.

16 <http://zakon2.rada.gov.ua/laws/show/5300-17>

17 <http://epp.eurostat.ec.europa.eu>

18 Women and Men in Ukraine. Statistical Survey. – State Statistics Service of Ukraine. – 2011 (available upon request).

- Lack of gender responsiveness embedded in the new social, educational, economic and other policies in Ukraine.

VI. BASELINE MAPPING STUDY TIMEFRAME

The Study set the period of January – December, 2012 as a baseline, while periods of 2010-2011 were considered on a case-by-case basis depending on the donor programme and project duration. Monitoring was conducted in October – December 2012, and preliminary observations were presented at donor meetings and trainings held in November – December 2012.

VII. GROUP OF RESPONDENTS

For the Baseline Mapping Study, 33 agencies were selected that implement or fund ODA programmes or projects and are visible in Ukraine. These agencies are: USAID; CIDA; UN Country Team: UNFPA, UNDP, UNAIDS, UNODC, UN Women, ILO, IOM; Delegation of the European Union to Ukraine; Sida; SDC; WB and IFC in Ukraine; OSCE Project Coordinator in Ukraine; Friedrich Ebert Foundation; NATO; MATRA Programme, other agencies (see full list in the Annex). The documents related to the programmes or projects were provided by the respondents, received as handouts during meetings or other activities, and accessed at the websites of agencies.

VIII. METHODOLOGY

1. Research methods

This Baseline Mapping Study was crafted through application of a versatile toolset that included: desk research of documents related to international donor-funded programmes and projects in Ukraine, review and analysis of information presented by mass media related to official development assistance in Ukraine, in-depth expert interviews with project officers, coordinators,

managers, gender equality focal points and experts, participation in donor-supported activities, multi-stakeholder focus-group discussions, UN Gender Thematic Group meetings, donor coordination meetings, and project presentations on gender equality issues. Initial outreach and connections to respondents facilitated arrangement of necessary interviews, access to project documentation and other activities. Follow-up communication was instrumental to clarify and update data, complete datasets, and verify information that was initially presented as tentative.

2. Baseline indicators

The data collection and analysis stage was prepared based on indicators proposed by the UN Women office and structured by the National Consultant on the Baseline Mapping Study. At the same time, additional indicators were developed, considering the local specifics, and applied at data collection and analysis stages.

Timeline – the Baseline Mapping Study was supposed to cover data available by the beginning of 2012. This was further amended, keeping in mind some significant developments in policies for ensuring equal rights and opportunities for women and men in Ukraine. Hence, the data scope was increased to include the end of 2012.

Baseline indicators were incorporated into the questionnaire elaborated for the Study (c.f. Annex), and were applied for cabinet research and analysis of the respondents' programme/project portfolios and particular activities.

All indicators were designed to elicit information valid by the end of 2012. The following quantitative and qualitative indicators were utilized:

- a) **Quantitative:**
 - Number of agencies mainstreaming gender equality and women's empowerment into their programmes and projects.
 - Volume of aid to implement national commitments to gender equality and women's empowerment (determined

as a baseline as of 2012 end).

b) **Qualitative:**

- Extent to which donor commitments to gender equality align with Ukraine's national priorities on ensuring equal rights and opportunities for women and men.
- Extent to which gender is integrated into donor policy documents.
- Extent to which gender is integrated into donor policy dialogue.
- Extent to which gender is mainstreamed in performance assessments / joint reviews, TORs / reports, Performance Assessment Frameworks (PAFs) during the implementation of programmes carried out. Extent to which gender expertise is utilized by bilateral and multilateral donors for the design or review of CSPs, PAFs, joint needs assessments, evaluations and joint reviews.
- Extent to which donor and international implementation agencies participated in the assessment of Ukraine's national action plan on gender equality¹⁹.
- Extent to which gender responsive aid is discussed at donor meetings on budget support. Extent to which gender equality is discussed at donor conferences on financing.
- Extent to which donor-government meetings on gender equality were conducted in 2012. Definition of a space for participation of gender equality advocates.

c) **Additional indicators included in the Baseline Mapping Study:**

- Geography of donor agency operations in Ukraine.
- Extent to which a gender marker system was utilized by the international agencies in Ukraine in 2012.

IX. FINDINGS

The Baseline Mapping Study was conducted

¹⁹ In 2006, the State Programme on Ensuring Equal Rights and Opportunities for Women and Men of Ukraine was adopted to instead of National Action Plan on gender equality. More information on that is provided in the current Baseline Mapping Study.

between September 2012 and March 2013. Based on the collected data, a number of findings have become possible. These include, amongst others:

- Breakup of information by agency strategic and implementation priorities on ODA for gender equality and women's empowerment.
- Alignment of donor priorities with the national priorities on ensuring equal rights and opportunities for women and men in Ukraine.
- Volume of aid and the extent of publicity and accessibility of this data.
- Gender equality integration in the agency country strategy, action plans, programme and project portfolios.
- Extent, to which donor coordination was arranged as baseline for the end of 2012.
- Characteristics of international and national expertise, etc.

Lack of precise information for some indicators was also registered as a baseline to enable further focus.

1. Number of agencies mainstreaming gender equality and women's empowerment into their programmes and projects

The overall pool of international agencies active in 2012 for the purposes of the current Baseline Mapping Study **was impossible to define by a unified number**. This was due to the heterogeneous format of agencies providing ODA, specifics of registration procedures, and existence of different national authorities responsible for registration (Ministry of Economic Development and Trade and Ministry of Justice). In Ukraine ODA is provided by governments of foreign countries via their Embassies to Ukraine (71 embassies)²⁰, international development agencies (for instance USAID, CIDA, Sida, SDC, etc.)²¹, foundations/grant-giving organizations (for instance Friedrich Ebert Foundation, Canada Fund for Local Initiatives, etc.) and implementing agencies

²⁰ <http://www.embassypages.com/ukraine>

²¹ Not all countries have representation of their development agencies in Ukraine and, consequently, operate via their Embassies. Therefore, the precise overall number was not possible to define based on available and publicly-accessible resources.

(for instance UNDP and other members of UN Country Team in Ukraine). This function also rests with other offices, which include the Delegation of the European Union in Ukraine, Development Banks (European Bank of Reconstruction and Development (EBRD), International Bank of Reconstruction and Development (IBRD)), international charitable organizations (Ukrainian Women's Fund, International Renaissance Foundation, etc.), private foundations (Charles Stewart Mott Foundation, Stefan Batory Foundation) to name a few. Various resources tracking operations of such entities helped identify about 30²² *visible donor organizations/international development agencies providing ODA*.

Ministry of Economic Development and Trade of Ukraine is authorized to register ODA projects, and in **2012 there were 244 such registrations**²³. The projects were funded by different donor agencies²⁴ including the European Union (134 projects), the US government (52 projects), UN Country Team (11 projects), the Canadian government (9 projects), the Federal Republic of Germany's government (8 projects), the Swiss government (3 projects), the Swedish government (3 projects), the government of the Netherlands (2 projects), the government of Denmark (2 projects), the government of Japan (1 project) and others. Twenty-four of these 244 projects (9.8 per cent) exhibited evidence of gender equality mainstreaming through either direct or integrative approaches. According to the respondent's information, nineteen projects of the Sida were also registered at the MoET, though that was not reflected in the list available for the current Mapping study.

Thirty-three agencies providing official development assistance to Ukraine were selected for the Baseline Mapping Study purposes. These included: United Nations Country Team – ten entities, North America – five, NATO – one, Europe – fifteen, and Asia – two.

The following agencies took part in the Baseline Mapping Study either as

respondents to interview and participants of meetings or agencies for desk study:

Programmes/projects of Embassies (10): the Austrian Embassy (Austrian Development Agency); the Embassy of Denmark; the Embassy of Finland; the Embassy of Federal Republic of Germany; the Embassy of Japan; the Embassy of the United Kingdom; the Embassy of the Netherlands (Programme MATRA); the Royal Norwegian Embassy; the Embassy of Israel in Ukraine (All-Ukrainian Women's NGO "Project Keshar"); the Embassy of the Russian Federation.

International development agencies (6): US Agency for International Development (USAID); Canadian International Development Agency (CIDA); Swiss Cooperation Office Ukraine (SDC); Swedish International Development Agency (Sida); Deutsche Gesellschaft für Internationale Zusammenarbeit (German Organization for International Cooperation) – which implements projects on behalf of the German government and other donors (GIZ, Germany); Israel's Agency for International Development Cooperation (MASHAV, Israel).

Missions to Ukraine (12): Delegation of the European Union to Ukraine; OSCE Project Co-ordinator in Ukraine; NATO; UN Country Team, in particular, UN Women; UNFPA; UNDP; UNAIDS; UNODC; ILO; IOM; WB; IFC.

Foundations (5): Canada Fund for Local Initiatives (CFLI); Friedrich Ebert Foundation (Germany); Heinrich Böll Foundation (Germany); International Renaissance Foundation (IRF); Ukrainian Women's Fund (UWF).

Twenty-one representatives from 12 agencies were interviewed, and agency documents were reviewed. In addition, written responses to the questionnaires were received from 14 agencies (from local and donor-country offices / headquarters). Portfolios of documents of all 33 agencies were reviewed after UN Women obtained the information either from open-access resources (such as the Internet), or from the agencies' representatives responding to official written requests. Additional information was gathered at donor coordination meetings that were held during

22 <http://gefua.net/uk/links/donors.html>

23 Available in hardcopy from the UN Women Programme Office.

24 Ibid.

the period of the Baseline Mapping Study, and to which the Baseline Mapping Study Researcher had access.

Baseline 1

There is no unified official roster of donor organizations in Ukraine, and hence it is not possible to calculate their precise total number. ODA is provided through embassies (71 in total), as well as international development agencies, foundations and grant-giving organizations (about 30 according to unofficial sources). Two hundred forty-four officially registered ODA projects functioned in Ukraine in 2012¹. Twenty four (9.8 per cent) of these 244 projects provided evidence of gender equality mainstreaming. Thirty-three agencies were selected for the Baseline Mapping Study due to their visibility in ODA provision in Ukraine.

2. Extent to which donor commitments to gender equality align with Ukraine's national priorities on ensuring equal rights and opportunities for women and men

Before November 2012, difficulties in obtaining data on alignment of donor commitments on gender equality to Ukraine's national priorities on ensuring equal rights and opportunities for women and men persisted. Lack of donor awareness regarding Ukraine's national priorities on gender equality was confirmed during the interviews with donor representatives, as Ukraine had no officially declared priorities on gender equality policy. Clarification of terminology was made during the Baseline Mapping Study. Indeed, Ukraine had no National Action Plan on Gender Equality with the State Programme on Ensuring Equal Rights and Opportunities for Women and Men taking its place. The latter one was elaborated and submitted for approval by the Cabinet of Ministers of Ukraine. On 21 November 2012 the Cabinet of Ministers of Ukraine approved the Concept of the State Programme on Ensuring Equal Rights and Opportunities for Women and Men until 2016²⁵, which framed 12 priorities for the national gender equality policy in Ukraine.

a) Scope of Ukraine's national objectives for ensuring equal rights and opportunities for women and men²⁶

- Perfecting national legislation and ensuring its compliance with

- international and European legal norms (including the ones that are called to combat domestic violence).
- Implementing activities aimed at reaching MDG Goal 3 (Ensuring Gender Equality).
- Conducting awareness-raising activities for employers on implementing European standards of gender equality within the labour market.
- Acting to bridge the pay gap between men and women.
- Conducting awareness-raising campaigns targeted at equal distribution of family responsibilities between women and men.
- Conducting interventions to develop leadership skills in areas of decision-making and entrepreneurship among women, while specifically targeting women in rural areas, of national minorities, and with special needs.
- Increasing awareness of professionals regarding issues of equal rights and opportunities of women and men.
- Ensuring systemic efforts to integrate gender approaches into the education system.
- Conducting awareness-raising campaigns to promote gender equality and overcome gender stereotypes in partnership with mass-media, cultural and educational institutions.
- Designing mechanisms to ensure protection from sex-based

²⁵ <http://zakon2.rada.gov.ua/laws/show/1002-2012-%D1%80>

²⁶ Ibid.

discrimination and taking appropriate action based on review of such discrimination-related cases.

- Implementing international obligations, particularly those related to ensuring equal rights and opportunities for women and men.
 - Involving international organizations and NGOs that work in the area of equal rights and opportunities of women and men into implementation of the State Programme.
- b) **Scope of thematic areas covered by the international agencies as related to gender equality mainstreaming**

The following scope of thematic areas related to gender equality was elicited through the Baseline Mapping Study:

- **Strengthening the National Gender Machinery – ten agencies** (30.3 per cent), in particular: UNDP, USAID, ILO, EU/EC, UNFPA, WB, OSCE, IRF, Embassy of Great Britain and Embassy of Norway.
- **Decentralization, municipal development - five agencies** (15.2 per cent), in particular: GIZ, CIDA, CFfLI, SDC, EU/EC.
- **Gender-responsive budgeting – three agencies** (9.1 per cent), in particular: UN Women, Sida, Friedrich Ebert Foundation.
- **Increasing sustainability for women’s economic empowerment, including women in small and medium entrepreneurship – twelve agencies** (36.4 per cent), in particular: CIDA, USAID, IFC, WB, ILO, Sida, SDC, GIZ, ADA, UWF, NGO “Keshet Project”, CFfLI.
- **Gender equality at the labour market – fourteen agencies** (42.4 per cent), in particular: EU/EC, ILO, CIDA, Sida, SDC, USAID, ADA, MASHAV, OSCE, UNFPA, Embassy of Finland, Embassy of Germany, UWF, “Keshet Project” NGO.
- **Women in the agricultural sector and rural women; food safety – nine agencies** (27.3 per cent), in particular: CIDA, CFfLI, MASHAV, ILO, USAID, SDC, IFC, Embassy of Finland, Embassy of Germany.
- **Women and girls’ right to education – nine agencies** (27.3 per cent), in particular: EU/EC, MASHAV, USAID, CIDA, ADA, UNDP, UN Women, Embassy of Russia, “Keshet Project” NGO.
- **Gender equality and anti-corruption – five agencies** (15.2 per cent), in particular: UNDP, CIDA, OSCE, ILO, EU/EC.
- **Gender-responsive judicial reform and access to justice – five agencies** (15.2 per cent), in particular: CIDA, SDC, IRF, Embassy of Germany, UWF.
- **Women’s political empowerment, women’s participation in elections as candidates, members of election committees and voters – six agencies** (18.2 per cent), in particular: OSCE, USAID, CIDA, EU/EC, UNDP, UWF.
- **Promotion of women’s participation in decision-making at national, oblast, municipal and village levels – seven agencies** (21.2 per cent), in particular: EU/EC, MASHAV, USAID, CIDA, Sida, “Keshet Project” NGO, UWF.
- **Protection of women and girls’ human rights (including elimination of sex-based discrimination, sexism in media, advertising and other aspects) – twenty two agencies** (66.7 per cent), in particular: EU/EC, UNFPA, SDC, CIDA, MATRA, USAID, UNAIDS, UN Women, ILO, NATO, OSCE, UNDP, WB, IOM, Embassy of Norway, Embassy of Great Britain, Embassy of Germany, Embassy of Finland, Heinrich Böll Foundation, Friedrich Ebert Foundation, IRF, UWF.
- **Elimination of domestic violence – twelve agencies** (36.4 per cent), in particular: USAID, MATRA, IOM, OSCE, UNFPA, UN Women, Sida, Embassy of Finland, Embassy of Great Britain, Embassy of Germany,

- “Keshet Project” NGO, CFfLI.
- ***Gender-balance in family role distribution – four agencies*** (12.1 per cent), in particular: EU/EC (stand-alone project), UNFPA, CIDA (as a value-added result), Sida (as a value-added result).
 - ***Women’s migration and combating of trafficking in women and girls – seven agencies*** (21.2 per cent), in particular: USAID, IOM, OSCE, SDC, Embassy of Denmark, Embassy of Finland, “Keshet Project” NGO.
 - ***Women’s health (predominantly at reproductive age) – nine agencies*** (27.3 per cent), in particular: GIZ, SDC, USAID, UNODC, UNFPA, UNAIDS, UNDP, IRF, UWF.
 - ***Prevention and reduction of drug abuse and HIV/AIDS among women and men – five agencies*** (15.2 per cent), in particular: UNAIDS, UNODC, UNFPA, Heinrich Böll Foundation, GIZ
 - ***Women in prisons (criminal justice) and prevention of women and girls’ deviant behaviour – four agencies*** (12.1 per cent), in particular: SDC, UNODC, UNFPA, IRF.
 - ***Sustainability and environmental safety for women; encouragement of women’s interest in safe energy – five agencies*** (15.2 per cent), in particular: GIZ, CIDA, CFfLI, SDC, OSCE.
 - ***Assistance to MDG attainment (in particular, gender equality) – thirty-three agencies*** (100 per cent).
 - ***Women’s activism for security and peace in the society – two agencies*** (6.1 per cent), in particular: OSCE, NATO.

Table 1

Alignment of gender equality priorities of donors with priorities stipulated by Concept of State Programme on Ensuring Equal Rights and Opportunities for Women and Men till 2016

Number of agencies and % of respondents (out of 33 responding agencies)

#	Donors' GE Priorities	GE priorities in the Concept of State Programme on GE	Number of donors' agencies	% (out of 33)
1.	Strengthening of national mechanism for gender equality	Improvement of national legislature and its compliance with international and European legal norms (including the ones on combating domestic violence)	10	30.3
2.	Decentralization, municipal development	--	5	15.2
3.	Gender responsive budgeting	Development of leadership skills in decision-making and entrepreneurship among women, especially in rural areas, among national minorities, and those with special needs	3	9.1
4.	Increasing sustainability for women's economic empowerment, including women in small and medium entrepreneurship	Development of leadership skills in decision-making and entrepreneurship among women, especially in rural areas, among national minorities, and those with special needs	12	36.4
5.	Gender equality at the labour market	Carrying out awareness raising activities for employers on implementing European standards of gender equality at the labour market Implementation of activities on decreasing pay gap among men and women	14	42.4
6.	Women in agricultural sector and women living in rural areas; food safety	Development of leadership skills in decision-making and entrepreneurship among women, especially in rural areas, among national minorities, and those with special needs	9	27.3
7.	Women's and girls' right for education	Ensuring systematic work on implementation of gender approaches in the system of education	9	27.3
8.	Gender equality and anti-corruption	--	5	15.2

9.	Gender responsive judicial reform and women's access to justice	Elaboration of the mechanisms for realization of the right to be protected from gender-based discrimination and taking appropriate follow up upon the results of review of cases of such discrimination	5	15.2
10.	Women's political empowerment, women's participation in elections as candidates, clerks of election services units and as voters	Implementation of activities targeted on reaching MDG Goal 3 (ensuring gender equality)	6	18.2
11.	Promotion of women's participation in decision-making at national, oblast, municipal and village levels	Development of leadership skills in decision-making and entrepreneurship among women, especially in rural areas, among national minorities, and those with special needs	7	21.2
12.	Protection of women's and girls' human rights (including elimination of gender-based discrimination, sexism in media, advertising, etc)	Elaboration of the mechanisms for realization of the right to be protected from gender-based discrimination and taking appropriate follow up upon the results of review of cases of such discrimination	22	66.7
13.	Elimination of domestic violence	--	12	36.4
14.	Gender-balanced share of family roles	Information campaigns targeted at equal distribution of family responsibilities between women and men.	4	12.1
15.	Women's migration and combating of trafficking in women and girls	--	7	21.2
16.	Women's health (predominantly, in reproductive age)	--	9	27.3
17.	Prevention and reduction of drug abuse and HIV/AIDS among women and men	--	4	12.1
18.	Women in prisons (criminal justice) and prevention of women's and girls' deviant behaviors	--	3	9.1
19.	Women's sustainability and environmental safety; encouragement of women's interests in safe energy	--	5	15.2
20.	Assistance to the achievement of the MDGs (gender equality)	Implementation of activities targeted on reaching MDG Goal 3 (ensuring gender equality)	33	100%
21.	Women's activism for societal security and peace	Implementation of activities targeted on reaching MDG Goal 3 (ensuring gender equality)	2	6.1%

Comparative analysis testifies the **lack of contradiction** between national and international priorities as related to the gender equality mainstreaming and women's empowerment in Ukraine. **Twelve out of twenty-one gender equality priorities enunciated by the donor community are aligned with national priorities (57.1 per cent)**. However, one can also observe certain specifics of or differences between thematic focuses from both priority pools.

a. **Gender equality priorities promoted by the donor community as aligned with the Concept of the State Programme on Ensuring Equal Rights and Opportunities for Women and Men until 2016, (12 areas; 57.1 per cent):**

- Strengthening the National Gender Machinery.
- Gender-responsive budgeting (GRB).
- Gender-balance in family role distribution.
- Gender-responsive judicial reform and access to justice.
- Women's political empowerment, women's participation in elections as candidates, members of election committees and voters.
- Promotion of women's participation in decision-making at national, oblast, municipal and village levels.
- Women in the agricultural sector and rural women; food safety.
- Women and girls' right to education.
- Increasing sustainability for women's economic empowerment, including women in small and medium entrepreneurship.
- Gender equality at the labour market.
- Protection of women and girls' human rights (including elimination of sex-based discrimination, sexism in media, advertising and other aspects).
- Assistance to MDG attainment (in particular, gender equality).

b. **Gender equality priorities promoted by the donor community which are not aligned with the Concept of the State Programme on Ensuring Equal Rights**

and Opportunities for Women and Men until 2016, (9 areas; 42.9 per cent):

- Prevention and reduction of drug abuse and HIV/AIDS among women and men.
- Women in prisons (criminal justice) and prevention of women and girls' deviant behaviour.
- Decentralization, municipal development.
- Gender equality and anti-corruption.
- Sustainability and environmental safety for women; encouragement of women's interest in safe energy.
- Women's migration and combating of trafficking in women and girls.
- Women's health (predominantly at reproductive age).
- Elimination of domestic violence.
- Women's activism for security and peace in the society.

While some of the said issues are aligned with special programs, led by other Ministries of Ukraine, some were left unattended by the government at all.

c. **Reasons for partial alignment of donor gender equality priorities with the Concept of the State Programme on Ensuring Equal Rights and Opportunities for Women and Men until 2016:**

- Pursuant to Presidential Decree #1085/2010 "On Optimization of Central Executive Bodies" (9 December 2010)²⁷ central executive agencies within Ukraine were reorganized. As a result, coordination and implementation responsibilities for gender equality policies were dispersed among different Ministries of Ukraine. That led to weakening of political will and stalling of the National Gender Machinery vis-à-vis gender equality commitments.
- Limited financial resources for gender equality prompted a reduced scope of themes included into the Concept of State Programme on Ensuring Equal Rights and Opportunities for Women

and Men in Ukraine until 2016. Financing of the State Programme will start in 2014, whereas the Programme itself will kick off in 2013. The overall budget planned for the whole period of the State Programme²⁸ totals to approximately USD 747,426.2529, whereas the amount of Programme allocations from other resources makes up nearly USD 365,471.0030.

- Since the State Programme on Ensuring Equal Rights and Opportunities for Women and Men in Ukraine was not adopted in 2012, donor projects and programmes focused on existing problems related to gender equality. This explains the fact that most gender equality priorities supported by the donor community are aligned with national ones.
- After approval of the Concept of the State Programme, international agencies have started reviewing and discussing national priorities on ensuring equal rights and opportunities for women and men in Ukraine. Upon adoption of the State Programme, donors will have a chance to better align their gender equality priorities with the national ones.

the volume of aid for gender equality and women's empowerment commitments. The following explanations were obtained in the course of the Baseline Mapping Study:

(a) Financial information on particular projects funded by the donor agencies is subject to special request by Ukraine's government, and decision to disclose it is taken at the top management level. In many cases budgets include administrative expenses, and such information is not intended for open access.

(b) Elicitation of financial information for the specific year of 2012 was not possible in most of the projects, as the budgeting period usually spans from 3 to 5 years.

(c) In many cases, there are no allocations set aside specifically for the gender equality component, and expenditures for gender equality are planned through the integrative approach.

Nevertheless, certain patterns for **policies on financing gender equality integration** could be elucidated as follows:

Baseline 2

In 2012, 12 gender equality priorities were defined in the Concept of the State Programme on Ensuring Equal Rights and Opportunities for Women and Men in Ukraine until 2016. International agencies focused on 21 priority areas in 2012. Twelve out of 21 gender equality priorities promoted by the donor community are aligned with the Concept of the State Programme on Ensuring Equal Rights and Opportunities for Women and Men until 2016 (57.1 per cent), while nine such priorities (42.9 per cent) are not. Programmatic priorities supported by international agencies cover more gender equality themes than the Concept of the State Programme.

3. Volume of aid to implement national commitments to gender equality and women's empowerment (determined as a baseline of the beginning of 2012)

As already noted, not all donors were ready to open financial information related to

a) **Specialized programmes**, i.e. fully financed programmes for promotion of gender equality (12 agencies; 36.4 per cent).

b) **Policy to allocate a certain percentage** of the total budget of each ODA project (3 agencies; 9.1 per cent).

c) **Policy to finance gender equality as a cross-cutting issue** in programmes and projects on a regular basis (33 agencies; 100 per cent).

²⁸ Data taken from official presentations of the Ministry of Social Policy of Ukraine (available in hard-copy handouts upon request to the Ministry).

²⁹ The amount is tentative and is derived by recalculating the sum in UAH into the sum in USD; exchange rate of 1:8.00.

³⁰ Ibid.

The collected data could be summarized by examples presented hereunder.

a) Fully funded special programmes on promotion of gender equality

The end of 2012 saw donor agencies decreasing the support to stand-alone projects for equal rights and opportunities for women and men in Ukraine.

Out of 33 surveyed agencies, 12 agencies (36.4 per cent) reported financing stand-alone programmes on promotion of gender equality. These include:

- **UN Women** Programme “Increasing Accountability in Financing for Gender Equality (FfGE) – EU/UN Partnership on Gender Equality” (2011-2015) with the total budget of USD 510,000.00.
- **Ukrainian Women’s Fund**³¹ – with the budget of USD 170,756.00 rendered for 10 specialized grant proposals in 2011 (the information for 2012 is not available yet).
- **UNDP** target project “Strengthening the National Gender Machinery” with a budget of USD 150,000.00 (from internal UNDP resources; completed in 2012).
- **Sida** project “Gender Mainstreaming in Ukraine” with the total budget of SEK 4.4 million for 2010-2012, including the budget of SEK 2.7 million for 2012.
- **Sida/Council of Europe** project “Preventing and combating violence against women and domestic violence in Ukraine”. With the budget of 1 255 555 euro for 2012-2015.
- **UNDP/EC/Sida** project “Equal Opportunities and Women’s Rights in Ukraine”: September 2008 – December 2011 with the budget of USD 2,415,993.00 and partnerships with six Ministries and the Parliament of Ukraine.
- **Friederich Ebert Foundation** project “Gender Budgeting at the Local Level” with the budget of EUR 30,000.00 in 2012.
- **SDC** projects: (a) “Mother and Child Health Programme, Ukraine” **Phase II**: 2011 – 2015 with the budget of CHF 6.3 million; (b) Health Promotion and Communication in Reproductive, Mother and Child Health: December 2012 - November 2015 with the budget of CHF 3 million; (c) Comprehensive Care for Unwanted Pregnancy Project, **Phase II**: 2011 – 2014 with the budget of CHF 1.2 million.
- **All-Ukrainian Women’s NGO “Keshet Project”** – a special programme of the Embassy of Israel in Ukraine to cover developmental women’s needs and interests. Keshet has offices in 45 cities of Ukraine with 100 per cent of the overall programme budget focused on women’s empowerment, development and support.
- **Canada Fund of Local Initiatives** supported a project “Gender Integration in the Sphere of Socio-economic Development” in 2011-2012 with a budget of CAD 14,000.00.
- **NATO Committee on Gender Perspectives** (NCGP). May 2009: “How Can Gender Make a Difference to Security in Operations: Indicators”; 2011 – training to educate NATO commanders (budget not disclosed).
- **OSCE special project** “On Combating human trafficking and domestic violence”³² (budget not disclosed).
- **OSCE Analytical Report**: Research on Conditions for Economic Empowerment of Women in Ukraine as a Contributing Factor to Gender Equality. Commissioned by the Ministry of Social Policy of Ukraine and supported by the OSCE Project Coordinator in Ukraine (budget not disclosed)³³.
- **EU project “Back to Work: Reintegration of Parents to Professional Life after the Parental Leave”**: November 2012 – November 2015 with a budget of EUR 559,233.00³⁴.

31 http://uwf.kiev.ua/report_UWF_eng_2011.pdf

32 <http://www.osce.org/ukraine/43371>

33 <http://www.osce.org/ukraine/100199>

34 http://eeas.europa.eu/delegations/ukraine/projects/list_of_projects/301043_en.htm; <http://euukrainecoop.com/2013/02/04/back-to-work/>; <http://znovudoroboty.org.ua/ua/pro-nas/pro-proekt>.

- **EU-funded project “Empowering Rural Women within Business and Green Tourism Sector of Ivano-Frankivsk Region”**: December 2011 – July 2013 with a total budget of EUR 132,978.00 (registration #2775, line 199)³⁵.

b) Policy to allocate a certain percentage of the total budget of each ODA project

Such policies are framed either by the overall Country policy of the donor or by Country Programme regulations (mandates, guidelines, etc.), and are obligatory for implementation by programme/project managers, implementers, experts,

such criteria. Thus, for instance, the previous Ukraine Country Gender Equality Strategy (until 2009) stipulated commitments at five per cent of the total project budget. In the 2012 CIDA Ukraine Programme’s Guidelines for Integrating Gender Equality into practice the commitment increases up to 10 per cent. In compliance with the latter policy CIDA allocates, on average, CAD 500,000.00 – 700,000.00 per year on specific integrative gender equality initiatives within its own projects.

SDC emphasized that budget allocations for gender equality could range from one or two per cent to as much as twelve per cent.

Table 2

CIDA’s Ukraine Programme Gender Equality Strategy includes the following commitments (2012)²: “Integrate gender equality as a **cross-cutting theme** in all programming, allocating **at least 10 percent** of the total value of each project’s technical assistance (excluding significant equipment or infrastructure spending) for the implementation of gender equality strategies and action plans”.

stakeholders and other actors. Such policies are also mandatory vis-à-vis project design, planning, implementation, monitoring, evaluation, reporting, communication of results and other aspects.

The practice of allocating a certain percentage of the total budget of each ODA project was spotted within 3 out of 33 surveyed agencies (9.1 per cent), including USAID, CIDA and SDC.

Although **USAID** has no special article regulating financial allocations for gender equality, there are commitments regarding Gender Attribution³⁶. Finances for gender equality are identified at the planning stage, which is reflected in operational plans. There is also a framework of ODA implementing mechanism (attribution to key issues). On average, the share for gender equality in Ukraine is about three per cent³⁷, in Belarus – five per cent, in Moldova – four per cent (for 2012).

CIDA noted evolution in development of

c) Policy to finance gender equality as a cross-cutting issue in programmes and projects on a regular basis

All 33 agencies (100 per cent) selected for the Baseline Mapping Study reported financing gender equality components as a cross-cutting issue in their programmes and projects in Ukraine. At the same time, this could go hand in hand with other policies, mentioned above (stand-alone programmes and allocation of a certain percentage). The baseline information could be illustrated by a number of examples given hereunder. The cases given in Table 2 were provided by ILO, UNAIDS and CIDA, which also relayed data regarding financial allocations.

³⁵ Available in hardcopy from the UN Women Programme Office.

³⁶ USAID Policy. Gender Equality and Female Empowerment Policy. March 2012/ http://transition.usaid.gov/our_work/policy_planning_and_learning/documents/GenderEqualityPolicy.pdf

³⁷ During the survey it was not possible to track absolute amounts for the 3% allocation for Ukraine.

Table 3**ILO**

By 2012 there were four projects implemented by the agency focused on labour rights protection, strengthening social dialogue, regulation of labour migration, HIV/AIDS reduction and other related issues, all of which included their respective gender equality components. The summary budget for those projects for the whole duration period totaled up to approximately USD 500,000.00. The budget for the gender equality component was not specified.

UNAIDS

The UNAIDS financing principle is tied to the conditional formula per year: USD 5,000.00 + in-kind + mobilization of resources + UNAIDS money for the Secretariat, operation salary and logistics. The organization follows its toolkit "Finances for Gender". In 2012-2013 UNAIDS assisted the government to mainstream gender into the "State Target Social Programme on HIV/AIDS Prevention for 2014-2018" and designed the Strategy "Gender Component in HIV/AIDS Prevention Policy for 2014-2018". The total budget has been USD 10,000.00 (USD 5,000.00 for 2012 and USD 5,000.00 for 2013). Budget expenses include national consultations, round table discussions and other related activities. The budget for the gender equality component was not specified.

CIDA

The "Elections Monitoring Capacity Building" (2012 - 2013) Project3 was funded by CIDA and is implemented by NDI with the budget of CAD 607,000.00 (USD 591,880.40). The project was designed to ensure a transparent, competitive and inclusive electoral process during the 2012 Parliamentary elections in Ukraine. One of the project components has integrated gender equality issues: to monitor women's electoral proactiveness both as voters and candidates. The budget for the gender equality component was not specified.

As observed during the Baseline Mapping Study, it was almost impossible to track and monitor allocations for financing gender equality as a cross-cutting issue on a regular basis. Special efforts should be applied

to provide necessary calculations. Relevant data could be obtained only through special requests that could classify as official Programme Evaluation conducted by the donor government or other auditing institutions.

Baseline 3

There are at least three types of policies for financing gender equality: (1) stand-alone programmes on gender equality, (2) allocation of a certain percentage of the total budget of each ODA project, and, finally, (3) funding gender equality as a cross-cutting issue on a regular basis. The majority of respondents reported regular financing of gender equality components in the programmes and projects on par with project needs.

All 33 selected agencies (100 per cent) reported financing gender equality as a cross-cutting issue in their programmes and projects in Ukraine. Out of 33 surveyed agencies - 12 entities (36.4 per cent) reported financing special programmes on the promotion of gender equality, and three organizations (9.1 per cent) showcased their policies to allocate a certain percentage of the total budget of each ODA project to gender equality activities.

4. Extent to which Gender is Integrated into Donor Policy Documents

Data for this indicator was collected from interviews with agency officials responsible for gender equality integration. Gender equality component is a cross-cutting mandatory issue, and relevant commitments are reflected in programme portfolios of all agencies studied for baseline purposes in Ukraine.

Each project and programme of the **UN Country Team** utilizes the United Nations Development Action Framework (UNDAF)³⁸, which is a strategic programmatic framework that describes collective response of the UN system to national development priorities. The 2007 triennial comprehensive policy review encourages the UN development

country context.

OSCE considers gender equality mainstreaming according to its mandate, which envisages the programme support to special (stand alone) projects, as well as, to incorporating gender equality as cross-cutting issues in other projects; the donors policy corporate mandate is also gender-responsive. The OSCE utilizes the guidelines and the Checklist for ensuring gender equality mainstreaming.

Sida Strategy for Development Cooperation with Ukraine (2009-2013) aims to mainstream gender equality as an integral part of ODA, although targeted allocations may also be continued and channeled to support men's issues as well.

Table 4

Sida's policy for gender equality

Strategy for Development Cooperation with Ukraine for 2009-2013 says: "Swedish thematic priorities of democracy and human rights, environment and climate change as well as gender equality and the role of women in development are reflected in the choice of sectors and in the strategic dialogue issues and shall also be actively integrated into the contributions. The aim to mainstream gender equality into the contributions shall be an integral part of the support, though targeted contributions may also be relevant, for example, continued contributions targeting men. Sida's work in this area shall build on Sweden's trustworthiness and be coordinated with other donors."

system to intensify its collaboration at the country and regional levels towards strengthening national capacities in support of national development priorities through the common country assessment, when required, and the UNDAF. It recognizes the potential of UNDAF and its results matrix as the collective, coherent and integrated programming and monitoring framework for country-level contributions.

While UNDAF is the key instrument for enhancing UN coherence, in certain situations other programming instruments serving the same purpose may be used, as preferred by the national authorities. Even though the UN operates in a range of national development contexts, the UN country programming must, both in process and substance, respond to national development priorities. Gender equality is one of five principles that should be integrated in programming tailored to the

Since March 2012, **USAID** has aligned its activities with a more rigorous Gender Equality and Female Empowerment Policy. The expected outcome is to reduce gender disparities in access to recourses and services, to increase capacities and to reduce gender based violence.

The **CIDA** Country Strategy for Ukraine frames the agency's policy on gender equality integration.

An identical situation may be observed within other agencies studied for the baseline purposes.

38 <http://toolkit.undg.org/workstream/1-undaf-or-common-programming-tool.html>

Baseline 4

All the 33 surveyed international agencies (100 per cent) providing official development assistance for Ukraine integrate gender equality commitments into their policy documents as stand-alone or cross-cutting issues in relation to other priorities for assistance.

5. Extent to which Gender is Integrated into Donor Policy Dialogue

Almost all interviewees confirmed that the donor policy dialogue was rather weak in 2012. Joint programmes were few in number (including SDC-GIZ, OSCE-CIDA, UN Women-EU to name some). At the same time, very scarce opportunities to coordinate gender mainstreaming into donor policy dialogue were present. A number of informal non-systemic donor meetings took place. Within the UN Country Team (UNCT) in Ukraine, quarterly meetings of the Gender Thematic Group chaired by UNFPA Director Mrs. Nuzhat Ehzan were held. The regular practice of quarterly meetings for gender equality specialists of CIDA-funded projects is also noteworthy. Most agencies participated in official donor meetings held by certain Ministries of Ukraine (Ministry of Healthcare,

Ministry of Economic Development and Trade) but these were not dedicated to gender equality. It was also noted that donors are unaware of each other's activities regarding gender equality in Ukraine. During the Baseline Mapping Study **three out of 33 surveyed agencies (9.1 per cent)** testified to regular meetings of gender equality specialists and focal points within their Country Programs (UN Team, CIDA, SDC). These meetings helped coordinate efforts of different initiatives to respond to the Country Programme expectations. Respondents could recollect **two multi-stakeholder meetings** held in 2012: by NDI (in May 2012, dedicated to the start of a project on election monitoring) and by UN Women (in November 2012, a Regional Multi-Stakeholder Meeting "Accountability for Commitments on Gender Equality and Women's Empowerment in the Context of Global Development and Aid

Baseline 5

In 2012, the donor policy dialogue on gender equality issues was irregular and lacked coordination. Respondents could recollect two multi-stakeholder meetings initiated by UN-Women and NDI. Three agencies (out of 33 surveyed) conducted regular (quarterly) meetings on gender equality issues for their team-leaders, project managers, gender equality specialists and consultants, gender focal points (i.e., UN Country Team, CIDA, SDC).

Effectiveness Frameworks and Reform").

6. Extent to which Gender is Mainstreamed in Performance Assessments / Joint Reviews, TORs / Reports, Performance Assessment Frameworks (PAFs) during the Implementation of Programmes Carried out; Extent to which Gender Expertise is Utilized by Bilateral and Multilateral Donors for the Design or Review of CSPs, PAFs, Joint Needs Assessments, Evaluations and Joint Reviews

The data for this indicator is sourced from **14 agencies-respondents (42.4 per cent)** interviewed in the course of the study.

Collected data highlights differences in agency practices related to the current indicator. Information on international agency performance assessments / joined reviews, TORs / reports, Performance Assessment Frameworks (PAFs) is oftentimes available for internal/corporate use only. Hence, not all interviewees were in power to provide this type of information. The rule of thumb is that particular information should be requested through official government inquiries.

At the same time certain data could be collected. In general, **all 14 interviewed agencies (42.4 per cent)** included gender equality into TORs and PAFs (documents intended for internal use). In the course of the

Baseline Mapping Study it proved impossible to interview all 33 agencies, thus data on this Indicator in the remaining 19 agencies was not collected. Below are several examples that illustrate obtained data for *Indicator six*.

In **SDC** an evaluation matrix, which includes specific gender indicators, is utilized. All offices shall abide with recommendations of SDC gender focal points. Specialists on gender equality are assigned within SDC-funded projects, while additional expertise on gender equality is attracted as needed.

In **UNDP** gender equality is not included into the TORs, but gender equality questions are raised throughout the recruiting process. UNDP possesses an internal system of personnel assessment which contains gender equality considerations (for internal use). UNDP also utilizes monitoring indicators for the Millennium Development Goals and the UNDPATLAS system (which is an internal-use operational environment). The results-based management (RBM) methodology, which includes measurement and assessment indicators for gender equality mainstreaming, is utilized by UNDP and other UN agency programmes and projects.

UNAIDS and **UNFPA** utilize the “Operational Guide on Gender and HIV/AIDS. Rights-based Approach”³⁹ prepared for the UNAIDS Interagency Task Team on Gender and HIV/AIDS in 2005. This toolkit includes gender equality guidelines amongst other things. Additional guiding documents that frame and ensure gender equality mainstreaming are: “Operational Plan for UNAIDS Action Framework: Addressing Women, Girls, Gender Equality and HIV (2009),” “Operational Plan for UNAIDS (2010)” and the Agenda for Accelerated Actions for Women, Girls, Gender Equality and HIV⁴⁰.

UNDOC utilizes “Women’s Health in Prison. Action Guidance and Checklists to Review Current Policies and Practices (2011)”⁴¹, as one of the framework documents. Checklists in this document are an important tool in ensuring greater safety and better quality

medical care for women in prison, and are designed to assist a review of current policies and practices relating to women’s health in prisons. The principles flow from the “Declaration on Women’s Health in Prison: Correcting Gender Inequity in Prison Health” and a background paper on women’s health in prison published in April 2009 by WHO Regional Office for Europe and UNODC, and are therefore based on the evidence presented. While the checklists are aimed primarily at decision- and policy-makers, senior prison managers and prison health staff, there are important interconnections between them. They can also be useful for civil society organizations working on or monitoring the situation of women and their health in prison settings⁴².

In **CIDA’s Programme for Ukraine**⁴³ the system of project / programme measurement indicators on gender equality is used through the results-based management (RBM) cycle for programmes and projects (updated for 2009-2014). In Ukraine these methodologies are recommended by the **CIDA’s Ukraine Programme’s Guidelines for Integrating Gender Equality into Projects** (adopted and recommended for implementation in the CIDA-funded projects in 2012). The section on financial allocations is also included there. Annual trainings for project managers and specialists on gender equality have been conducted since 2011. CIDA Programme operates under the Programme Monitoring Framework for 2009-2014, which includes gender-specific indicators reliant upon sex-disaggregated data.

In **USAID** gender equality is a mandatory cross-cutting component, the integration of which is monitored and assessed by different methodologies reflected in the Gender Equality and Female Empowerment Policy (March 2012)⁴⁴. Degree of integration of gender equality is assessed so that a Project Approval Memorandum (Document) can be drafted and vouched. Pre-Obligation Requirements include gender analysis,

39 <http://www.unfpa.org/hiv/docs/rp/op-guide.pdf>

40 http://www.unaids.org/en/media/unaids/contentassets/documents/unaidspublication/2010/20100226_jc1794_agenda_for_accelerated_country_action_en.pdf

41 http://www.unodc.org/documents/hiv-aids/WHO_UNODC_2011_Checklist_Womens_health_in_prison.pdf

42 http://www.unodc.org/documents/hiv-aids/WHO_EURO_UNODC_2009_Womens_health_in_prison_correcting_gender_inequity-EN.pdf

43 <http://www.acdi-cida.gc.ca/acdi-cida/acdi-cida.nsf/eng/JUD-1211102120-L23>

44 Gender Equality and Female Empowerment Policy/pdf.usaid.gov/pdf_docs; <http://www.usaid.gov/what-we-do/gender-equality-and-womens-empowerment>

which must outline the most significant gender issues that need to be addressed during project implementation and describe what outcomes are expected by considering these issues. The USAID Mission Order on Project Design contains a checklist for gender equality. The Technical Evaluation Committee uses technical evaluation criteria, which include gender issues representing approximately five per cent out of 100 per cent of all criteria (the data is for the Programme internal use). The USAID New Evaluation Policy also includes gender equality aspects. For each evaluation policy there is a statement of work with gender equality component, coupled by peer-review and followed by updates on gender equality considerations. “The Gender Assessment, USAID/Ukraine” was performed in June 2011 as part of the Country Development Cooperation Strategy for USAID/Ukraine (2011-2015)⁴⁵.

OSCE aims at providing equal opportunities for women and men, as well as integrating gender equality into policies and practices both within participating States and the

Organization itself. With local partners, OSCE initiates and runs projects across the OSCE region to empower women and build local

capacities and expertise on gender issues.

It cooperates with authorities in reviewing legislation and assists in building national mechanisms to ensure equality between women and men⁴⁶. Importantly, the system of gender-sensitive indicators is utilized within the OSCE portfolio. One of the tools is a Checklist for Gender Mainstreaming in Project Documents, which provides guidance to Project Managers, Programme Managers and Programme/Project Coordinators on how to mainstream gender into key project documents.

The Baseline Mapping Study revealed that **gender expertise** is utilized by **all 33 (100 per cent) responding agencies** for programmatic purposes. Currently Ukraine can boast of a cohort of highly qualified experts – analysts, monitors, evaluators, project designers, trainers on gender equality, managers of gender equality projects, leaders in women’s rights protection and advocates for equality and equity. These specialists are recognized as experts not only locally but also internationally.

Baseline 6

All 33 (100 per cent) agencies participating in the Baseline Mapping Study reported inclusion of gender equality considerations into their basic policy and programme documents.

In 14 interviewed agencies (42.4 per cent) gender equality was included in TORs and PAFs (while these documents were intended for internal use).

All 33 surveyed agencies (100 per cent) utilize local expertise or services of specialists on gender equality mainstreaming.

7. Extent to which Donor and International Implementation Agencies Participated in the Assessment of Ukraine’s National Action Plan on Gender Equality

Indicator seven contains the term “National Action Plan on Gender Equality” as used at the international level. Yet, it needs to be noted that Ukraine has not had such a plan since 2005. Instead, Ukraine made use of its State Programmes on Ensuring Gender Equality (2006-2010) and on Ensuring Equal Rights and Opportunities for Women and Men (2013-2016) (the Concept of the State

Programme for 2013-2016 was approved on 21 November 2012⁴⁷).

Data pertaining to this indicator was collected through in-depth interviews. During the Baseline Mapping Study respondents were asked about participation in the assessment of the State Programme on Ensuring Gender Equality in the Ukrainian Society in 2006-2010⁴⁸. **Three international agencies (9.1 per cent)**, which participated in the Baseline Mapping Study, supported the monitoring of

45 http://www.pdf.usaid.gov/pdf_docs/PDACS300.pdf

46 <http://www.osce.org/what/gender>
 47 <http://zakon4.rada.gov.ua/laws/show/1002-2012-%D1%80>
 48 Cabinet of Ministers’ Decree (5 July 2006; No.384-p)“On approval of the Concept <http://uazakon.com/document/fpart16/idx16318.htm>

the State Programme (2006-2010). In 2010, **IRF** supported the “Women’s Consortium of Ukraine” NGO in conducting the civic monitoring⁴⁹. Additionally, the **Heinrich Böll Foundation’s Office in Kiev** supported the Gender Information-Analytical Center “KRONA”⁵⁰ in conducting a “Theoretical and Methodological Analysis of the State Programme on Ensuring Gender Equality in the Ukrainian Society until 2010”.

UNIFEM (one of four UN units to be later on merged into UN Women) supported an assessment of the State Programme (2006 - 2010) within the Project “EC/UN Partnership on Gender Equality for Development and Peace”. The assessment was made by the Ministry on Family, Youth and Sports in Ukraine in cooperation with the “Liberal

Society Institute” and “School of Equal Opportunities” civil society organizations.

Other respondents did not report on participation in the assessment. The new State Programme on Ensuring Equal Rights and Opportunities for Women and Men (2013-2016) was pre-finalized by the end of 2012. The approval of the new State Programme is expected in the first half of 2013. Such international agencies as UN Women, UNFPA, UNADS, CIDA, USAID, OSCE, EU/EC and SDC took an active part in designing and finalization of the programme.

Baseline 7

Three international agencies (9.1 per cent) surveyed during the Baseline Mapping Study supported monitoring of the State Programme on Ensuring Gender Equality in the Ukrainian Society until 2010.

At the time of the completion of the Baseline Mapping Study, the new State Programme was not yet adopted with the approval expected in the first half of 2013.

8. Extent to which Gender Responsive Aid is Discussed in Donor Meetings on Budget Support; Extent to which Gender Equality is Discussed at Donor Conferences on Financing

The interviewed respondents confirmed that no donor meetings on gender responsive aid were organized to meet the local demand for the issue. Since 2009 UNIFEM/UN Women has been an initiator of annual multi-stakeholder dialogues on gender equality within the aid effectiveness agenda. In 2012, UN Women organized the Regional

Multi-Stakeholder Meeting “Accountability for Commitments on Gender Equality and Women’s Empowerment in the Context of the Global Development and Aid Effectiveness Frameworks and Reform”. Participants discussed the impact of the global policy context on financing for gender equality, gender equality indicators in the new global monitoring framework, as well as national and global experiences on tracking gender equality commitments.

Baseline 8

In 2012, at least one meeting supported by UN Women was held to discuss financing for gender equality issues.

49 http://wcu-network.org.ua/ua/possessing-equal-rights/publications/gromadskiy_monitoring_derzhavnoyi_programi_z_utverdzhennya_%D2%91end

50 <http://www.krona.org.ua/en/our-publications>

9. Geography of Donor Agency Operations in Ukraine

The geography of donor ODA delivered through programme/project offices in Ukraine is uneven. Donor agencies systemically operate in **14 regions (52 per cent)** out of 27 administrative entities of Ukraine. Donors are operating systemically in Kyiv city and Kyiv oblast, Lviv, Odesa, Kharkiv, Dnipropetrovs'k and Zaporizhzhya oblasts. A few projects are also active in the Autonomous Republic

of Crimea, Ivano-Frankivsk, Chernihiv, Cherkasy, Chernivtsi, Donetsk and Luhansk oblasts.

The remaining **13 oblasts (48 per cent)** were almost left uncovered by donor projects, although experts and individuals from these regions may take part in projects located in other oblasts. Plans to extend the geography for ODA in Ukraine were reported by USAID (i.e. plans to achieve representation in 25 regions of Ukraine).

Baseline 9

In 2012 programmes and projects run by international agencies were spread unevenly throughout the 27 administrative entities of Ukraine. Donor agencies ran systemic operations in 14 regions (52 per cent) and did not operate in 13 regions (48 per cent).

10. Extent to which a Gender Marker System was Utilized by the International Agencies in Ukraine.

The instruments utilized for the Baseline Mapping Study, including interviews, thematic meetings and cabinet research, showed that gender marker utilization for monitoring and evaluation of ODA programmes and projects is a new tool in the portfolio of the surveyed agencies in Ukraine. It is also a new monitoring and assessment methodology for the local specialists on gender equality analysis, monitoring, assessment and other related realms. The information about the Gender Equality Marker for the purposes of this Baseline Mapping Study was collected in several UN documents, in particular: UNICEF Guidance Note on Gender Equality Marker "Tracking of Resource Allocations and Expenditure for Gender Equality Results"⁵¹, UNDP Guidance Note "Tracking Gender-Related Investments and Expenditures in ATLAS"⁵², ITC/ILO Gender Marker document "Tracking gender-sensitive training activities in the ITC/ILO Programmes" (GNDP/SC/25.11.2010)⁵³ and CIDA Ukraine Programme's Guidelines for Integrating Gender Equality into Projects⁵⁴. The basic content of the definitions and

application approaches is similar with some language differences. The Gender Equality Marker rates the expected contribution of a result to advancing gender equality and/or the empowerment of girls and women. This involves rating every intermediate result against a four-category scale that ranges from 0 (not expected to contribute to gender equality in any noticeable way) to 3 (advancing gender equality as a principal objective of the result)⁵⁵. An example of interpretation of the gender marker coding/rating/categorization is provided in the table below:

51 http://www.unicef.org/gender/gender_57305.html

52 <https://docs.google.com/viewer?a=v&q=cache:hTxxhTYdt88QJ:www.americalatinagenera.org/es/>

53 <http://gender.itcilo.org/cms/images/stories/profile/ITC/ILO/itcilo%20gender%20marker.pdf>

54 CIDA Ukraine Program. Guidelines for Integrating Gender Equality into Projects. 2012. (Internal Document). <http://www.acdi-cida.gc.ca/acdi-cida/acdi-cida.nsf/eng/EMA-218123616-NN9>

55 <https://docs.google.com/viewer?a=v&q=cache:hTxxhTYdt88QJ:www.americalatinagenera.org/es/>

Table 5

Gender code 0	<i>No visible potential to contribute to gender equality/not relevant</i>
Gender code 1	<i>Potential to contribute to gender equality in some limited way/significant objective</i>
Gender code 2 – Gender mainstreaming	<i>Potential to contribute significantly to gender equality/principle objective Gender analysis is included in the project's needs assessment and is reflected in one or more of project's activities and one or more of project outcomes.</i>
Gender code 3 – Targeted actions	<i>Principal purpose of the project is to advance gender equality. The entire project either: a) Targets women or men, girls or boys who have special needs or suffer from discrimination b) Focuses all activities on building gender-specific services or more equal relations between women and men.</i>

The Baseline Mapping Study revealed that gender markers are being applied to rate results of programmes implemented by CIDA, UNCT (UNFPA, UNDP, UNAIDS, UNODC, UN Women and ILO), Sida and GIZ, which brings the **overall number of users to nine (27.3 per cent)**. Interviewed specialists were aware of regulations pertaining to the gender marker system within their agency

but not all of them were knowledgeable about the process of gender marker practical application. While some data was obtained from the agency programmes, at the moment of the Baseline Mapping Study data on the results of applying of gender marker system to the monitoring and assessment of donor projects was not available publicly.

Baseline 10

Gender marker system is a new system applied in Ukraine. Programme portfolios of nine out of 33 surveyed agencies (27.3 per cent) included regulations on gender marker utilization. At the same time, data on the results of applying the gender marker system to monitoring and assessment of donor projects was not available publicly.

11. Extent to which Financing for Gender Equality was discussed at the Donor-Government Meetings in 2012.

Data for this indicator was collected from expert interviews held in **14 out of 33 surveyed entities (42.4 per cent)**. All interviewed respondents noted that donor-government cooperation on gender equality was satisfactory in 2012. Donors participated in drafting of the *Strategy for Attraction, Use and Monitoring of International Technical Assistance and Cooperation with International Financial Institutions for 2013-2016*. During the meetings donor organizations and government aligned priorities, indicators and operations that should increase ODA effectiveness in Ukraine. UN agencies, CIDA, Sida and others mainstreamed gender into the Strategy.

The sound example of donor-government cooperation quoted by respondents was the

involvement of local specialists on gender equality from the donor agencies in the elaboration of the Concept and the State Programme on Ensuring Equal Rights and Opportunities for Women and Men in Ukraine until 2016.

At the same time, activity of donor-governmental groups was non-systemic. Only one group on state financing management under the Ministry of Finance met on regular base in 2012.

Donor agencies retained big hopes that varied Ministries of Ukraine (dealing with finance, economic development and trade, justice, social policy, education and science, agriculture and other realms) would take the lead in the donor-government cooperation, otherwise gender-related work would remain fragmented and scattered around Ukraine.

Baseline 11

Data gathered from 14 international agencies (42.4 per cent) testified to satisfactory donor-government cooperation on gender equality 2012. At the same time, compared to previous periods, it significantly lost steam was non-systemic. Due to donor-government cooperation gender was mainstreamed into the Strategy for Attraction, Use and Monitoring of International Technical Assistance and Cooperation with International Financial Institutions for 2013-2016.

X. CONCLUSIONS

The Baseline Mapping Study provided data on ODA allocated for gender equality and women's empowerment in Ukraine. Most of the agencies, which were selected for the Baseline Mapping Study, were open and cooperative throughout this monitoring, and are looking forward to receiving the report. Nevertheless, there was observed lack of access to information vis-à-vis volume of aid for gender equality, as well as monitoring and evaluation reports on gender equality integration.

In general, ***baselines for ODA on gender equality mainstreaming by the end of 2012 in Ukraine can be summarized as follows:***

<i>Baseline 1:</i>
<i>Number of Agencies Mainstreaming Gender Equality and Women's Empowerment into their Programmes and Projects</i>
<p>There is no unified official roster of donor organizations in Ukraine, and hence it is not possible to calculate their precise total number. ODA is provided through embassies (71 in total), as well as international development agencies, foundations and grant-giving organizations (about 30 according to unofficial sources). Two hundred forty four officially registered ODA projects functioned in Ukraine in 2012.⁴ Twenty four (9.8 per cent) of these 244 projects provided evidence of gender equality mainstreaming. Thirty-three agencies were selected for the Baseline Mapping Study due to their visibility in ODA provision in Ukraine.</p>
<i>Baseline 2:</i>
<i>Extent to which Donor Commitments to Gender Equality Align with Ukraine's National Priorities on Ensuring Equal Rights and Opportunities for Women and Men</i>
<p>In 2012 twelve gender equality priorities were defined in the Concept of the State Programme on Ensuring Equal Rights and Opportunities for Women and Men in Ukraine until 2016. International agencies focused on 21 priority areas in 2012. Twelve out of twenty-one gender equality priorities espoused by the donor community are aligned with the Concept of the State Programme on Ensuring Equal Rights and Opportunities for Women and Men until 2016 (57.14 per cent). Nine out of twenty-one gender equality priorities espoused by the donor community are not aligned with the Concept of the State Programme on Ensuring Equal Rights and Opportunities for Women and Men until 2016 (42.86 per cent). Programmatic priorities supported by international agencies cover more gender equality themes than the Concept of the State Programme.</p>
<i>Baseline 3:</i>
<i>Volume of Aid to Implement National Commitments to Gender Equality and Women's Empowerment (Determined as Baseline set at Beginning of 2012)</i>

There are at least 3 types of policies for financing gender equality: stand-alone programmes on gender equality, allocation of a certain percentage of the total budget of each ODA project, and, finally, funding gender equality as a cross-cutting issue on a regular basis. The majority of respondents reported regular financing of gender equality components in the programmes and projects on par with project needs. All 33 selected agencies (100 per cent) reported financing gender equality as a cross-cutting issue in their programmes and projects in Ukraine. Out of 33 surveyed agencies – 12 entities (36.4 per cent) reported financing special programmes on the promotion of gender equality, and 3 organizations (9.1 per cent) showcased their policies to allocate a certain percentage of the total budget of each ODA project to gender equality activities.

Baseline 4:

Extent to which Gender is Integrated into Donor Policy Documents

All the 33 surveyed international agencies (100 per cent), providing official development assistance for Ukraine, integrate gender equality commitments into their policy documents as stand-alone or cross-cutting issues in relation to other priorities for assistance.

Baseline 5:

Extent to which Gender is Integrated into Donor Policy Dialogue

In 2012, the donor policy dialogue on gender equality issues was irregular and lacked coordination. Respondents could recollect two multi-stakeholder meetings initiated by UN-Women and NDI. Three agencies (out of thirty-three surveyed) conducted regular (quarterly) meetings on gender equality issues for their team-leaders, project managers, gender equality specialists and consultants, gender focal points (e.g., UN Country Team, CIDA, SDC).

Baseline 6:

Extent to which Gender is Mainstreamed in Performance Assessments / Joint Reviews, TORs / Reports, Performance Assessment Frameworks (PAFs) during the Implementation of Programmes Carried out; Extent to which Gender Expertise is Utilized by Bilateral and Multilateral Donors for the Design or Review of CSPs, PAFs, Joint Needs Assessments, Evaluations and Joint Reviews

All 33 (100 per cent) agencies participating in the Baseline Mapping Study reported inclusion of gender equality considerations into their basic policy and programme documents. In 14 interviewed agencies (42.4 per cent) gender equality was included in TORs and PAFs (while these documents were intended for internal use). All 33 surveyed agencies (100 per cent) utilize local expertise or services of specialists on gender equality mainstreaming.

Baseline 7:

Extent to which Donor and International Implementation Agencies Participated in the Assessment of Ukraine's National Action Plan on Gender Equality

Three international agencies (9.1 per cent) surveyed during the Baseline Mapping Study supported monitoring of the State Programme on Ensuring Gender Equality in the Ukrainian Society until 2010. At the time of the completion of the Baseline Mapping Study, the new State Programme was not yet adopted with the approval expected in the first half of 2013.

Baseline 8:

Extent to which Gender Responsive Aid is Discussed in Donor Meetings on Budget Support; Extent to which Gender Equality is Discussed at Donor Conferences on Financing

In 2012, at least one meeting supported by UN Women was held to discuss financing for gender equality issues.

Baseline 9:

Geography of Donor Agency Operations in Ukraine

In 2012 programmes and projects run by international agencies were spread unevenly throughout the 27 administrative entities of Ukraine. Donor agencies ran systemic operations in 14 regions (42 per cent) and did not operate in 13 regions (48 per cent).

Baseline 10.

Extent to which a Gender Marker System was Utilized by the International Agencies in Ukraine

Gender marker system is a new system applied in Ukraine. Programme portfolios of nine out of 33 surveyed agencies (27.3 per cent) included regulations on gender marker utilization. At the same time, data on the results of applying the gender marker system to monitoring and assessment of donor projects was not available publicly.

Baseline 11.

Extent to which Financing for Gender Equality was discussed at the Donor-Government Meetings in 2012

Data gathered from 14 international agencies (42.4 per cent) testified to satisfactory donor-government cooperation on gender equality 2012. At the same time, compared to previous periods, it significantly lost steam was non-systemic. Due to donor-government cooperation gender was mainstreamed into the Strategy for Attraction, Use and Monitoring of International Technical Assistance and Cooperation with International Financial Institutions for 2013-2016.

XI. ANNEXES:

Annex 1: Abbreviations

AAA	Accra Agenda for Action
BPfA	Beijing Platform for Action
CEDAW	UN Convention on Elimination of All Forms of Discrimination against Women
CEEC	Central and Eastern European Countries
CFfLI	Canada Fund for Local Initiatives
CIDA	Canadian International Development Agency
CSP	Country Strategic Plan
EBRD	European Bank of Reconstruction and Development
EC	European Commission
EU	European Union
CIS	Countries of Independent States
Eurostat	European Commission's unit on statistics
FES	Friederich Ebert Foundation (Germany)
FfGE	"Increasing Accountability in Financing for Gender Equality (2012-2015)"
Gender Equality Law	Law of Ukraine "On Equal Rights and Opportunities for Women and Men"
GECs	Gender Equality Consultants
GEM	Gender equality mainstreaming
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH (German Organization for International Cooperation), which implements projects on behalf of the German government and other donors(Germany)
GRB	Gender responsive budget
GRCs	Gender recourse centers
HDR	Human Development Report
IBRD	International bank of Reconstruction and Development
IOM	International Organization of Migration
ILO	International Labor Organization
ITC	International Training Center
Matra – Netherlands	Grant Programme of the Ministry of Foreign Affairs of the Netherlands
MDG	Millennium Development Goals
MP	Member of Parliament
NATO	North-Atlantic Treaty Organization
NDI	National Democratic Institute
NGM	National Gender Machinery
NIS	Newly Independent States
ODA	Official Development Assistance
OSCE	Organization for Security and Co-operation in Europe

PAF	Programme Assessment Framework
PD	Paris Declaration
PMF	Project Management Framework
RBM	Results based management
SDC	Swiss Cooperation Office Ukraine
Sida	Swedish International Development Agency
SSCU	State Statistics Committee of Ukraine
ToR	Terms of References
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNFPA	United Nations Population Fund
UNODC	United Nations Office on Drugs and Crime
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	USA Agency for International Development for Ukraine, Belarus and Moldova
WB	World Bank

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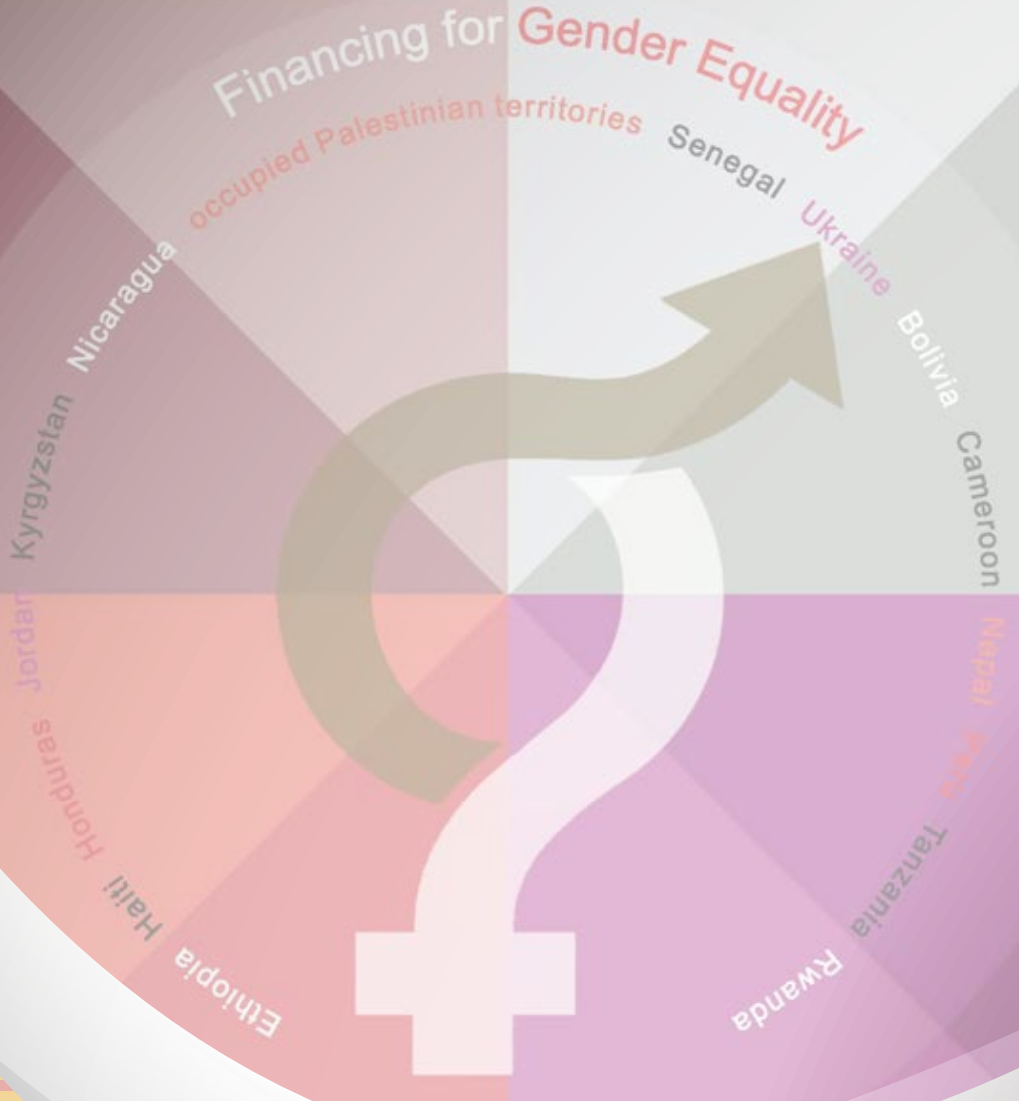
Annex 3: List of interviewed agencies

1. **Canadian International Development Agency (CIDA)**, Embassy of Canada to Ukraine. – Mr. Adrian Walraven, Chief of operation; Mrs. Nataalka Cmoc, Counsellor, Technical Cooperation, Coordinator for Country Gender Equality Programme; Ms. Oksana Potapova, Contract Officer, Gender Focal Point.
2. **Friedrich Ebert Stiftung (FES)**, Germany. – Mrs. Ursula Koch-Laugwitz, Director, Regional Office for Ukraine and Belarus; Mrs. Olena Davlikanova, Project Coordinator.
3. **Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)**, German Organization for International Cooperation. – Mrs. Guillemette Marcé, GIZ Gender Focal Point in Ukraine and Technical Adviser in the “Energy Efficient Pilot Project”, supported by the Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU).
4. **International Finances Corporation (IFC)**. – Mrs. Olesya Zhuchenko, Country Coordinator, Agri-Insurance Project; Mrs. Olena Amerova, Specialist of Gender Equality.
5. **International Labor Organization (ILO)** – Mr. Vasyl Kostrytsya, National Coordinator, ILO in Ukraine; Mr. Serhiy Savchuk, Gender equality in the world of work Project, Coordinator.
6. **Joint United Nations Programme on HIV/AIDS (UNAIDS)** – Mr. Constantin Calanchea, Rights, Gender and Community Mobilization Adviser, UNAIDS; Mrs. Lidia Andrushchak, Rights, Gender and Community Mobilization Adviser, UNAIDS.
7. **Organization for Security and Cooperation in Europe (OSCE)**; OSCE Project-Coordinator in Ukraine – Mrs. Madina Jarbussynova, Ambassador, OSCE Project Co-ordinator in Ukraine; Mr. Hlib Yasnytsky National Programme Coordinator.
8. **Swedish International Development Cooperation Agency (Sida)**. – Mrs. Mirja Peterson, Counsellor Embassy of Sweden to Ukraine; Mrs. Olga Tymoshenko, Programme Officer, Development Cooperation Section.
9. **Swiss Cooperation Office Ukraine (SDC)**. – Mrs. Ludmyla Nestrylay, Communications Officer/Gender Focal Point, DEZA NESLU
10. **United Nations Development Programme (UNDP)**. – Mrs. Yulia Shcherbinina, Senior Programme Manager, Mrs. Katerina Rybalchenko, Senior Programme Manager, UNDP.
11. **United Nations Population Fund (UNFPA)**. – Ms. Nuzhat Ehsan, UNFPA Representative for Ukraine and Country Director for Belarus.
12. **United Nations Office on Drugs and Crime (UNODC)**. – Mrs. Natalia Salabai, National Monitoring and Evaluation Officer, UNODC.
13. **United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)**. – Dr. Oksana Kisselyova, UN Women National Programme Coordinator.
14. **USA Agency for International Development for Ukraine, Belarus and Moldova (USAID)**. – Mr. Jed Barton, Director, USAID Regional Mission for Ukraine, Belarus and Moldova; Mr. Brian Fink, PCS Office Director; Mrs. Guy Martorana, Programme Officer; Mrs. Stella Roudenko, Programme Development Specialist, Gender Point of Contact; Mrs. Tatiana Timoshenko-Yakunina, Countering Trafficking in Persons, Human Rights, Democracy and Governance Project management Specialist.
15. **World Bank/WB** – Mrs. Viktoria Siryachenko Senior Country Officer for Ukraine.

Annex 4: List of agencies surveyed for the purposes of the Baseline Mapping Study

1. **Canada Fund for Local Initiatives.** <http://www.canadainternational.gc.ca/ukraine/development-developpement/cfli-fcil.aspx?lang=eng>
2. **Canadian International Development Agency.** <http://www.acdi-cida.gc.ca/home>
3. **Delegation of the European Union to Ukraine.** www.delukr.ec.europa.eu
4. **Embassy of Austria in Ukraine – Austrian Development Agency.** <http://www.bmeia.gv.at/en/foreign-ministry>
5. **Embassy of Denmark in Ukraine.** <http://ukraine.um.dk/en/about-us/>
6. **Embassy of Federal Republic of Germany in Ukraine.** <http://www.kiew.diplo.de>
7. **Embassy of Finland in Ukraine.** <http://www.finland.org.ua>
8. **Embassy of Japan in Ukraine.** <http://www.ua.emb-japan.go.jp/ukr>
9. **Embassy of the Russian Federation in Ukraine.** <http://embrus.org.ua/ru>
10. **Embassy of United Kingdom in Ukraine.** <http://ukinukraine.fco.gov.uk/uk/>
11. **Friedrich Ebert Stiftung (Germany).** <http://www.fes.kiev.ua>
12. **Deutsche Gesellschaft für Internationale Zusammenarbeit (Germany).** <http://www.giz.de/ukraine>
13. **Heinrich Böll Foundation’s Office in Ukraine (Germany).** <http://www.ua.boell.org>
14. **International Finance Corporation.** www.worldbank.org
15. **International Labor Organization.** <http://ilo.org.ua/eng/Pages/default.aspx>
16. **International Organization for Migration.** www.iom.org.ua
17. **International Renaissance Fondation.** www.irf.ua
18. **Joint United Nations Programme on HIV/AIDS.** <http://www.unaids.org.ua>
19. **MASHAV, Israel’s Agency for International Development Cooperation.** <http://embassies.gov.il/kiyev/mashav/Pages/mashav.aspx>
20. **MATRA Programme (Netherlands).** <http://ukraine.nlembassy.org/organization/departments/matra>
21. **North Atlantic Treaty Organization, Military Liaison Officer in Ukraine ;** <http://www.nato.int/cps/en/natolive/index.htm>
22. **Organization for Security and Co-operation in Europe, OSCE Project-Co-ordinator in Ukraine.** <http://www.osce.org/ukraine;>
23. **Project Keshet.** [http://www.projectkeshet.ru/geography/ukraine/kiyev/;](http://www.projectkeshet.ru/geography/ukraine/kiyev/)
24. **Royal Norwegian Embassy in Ukraine.** <http://www.norway.com.ua;>
25. **Swiss Agency for Development and Cooperation in Ukraine.** <http://www.swiss-cooperation.admin.ch/ukraine;>
26. **Swedish International Development Agency.** www.sida.se;
27. **Ukrainian Women’s Fund.** www.uwf.kiev.ua;
28. **United Nations Development Programme.** www.undp.org.ua
29. **United Nations Entity for Gender Equality and the Empowerment of Women.** www.unwomen.org; <http://www.unwomen-eeca.org>
30. **United Nations Office on Drugs and Crime.** <http://www.unodc.org>
31. **United Nations Population Fund.** <http://www.unfpa.org.ua/eng/index.html>
32. **U.S Agency for International Development.** www.usaid.gov;
33. **World Bank.** <http://www.worldbank.org/uk/country/ukraine>

Financing for Gender Equality



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