

EU-CIS Gender Watch

A Gender Analysis of the European Union Developmental Aid for Ukraine



**The Network of East-West Women – Poland
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Introduction

Ukraine has experienced one of the deepest declines among other former Soviet Union republics, with GDP falling to 45 percent of the 1991 level by 1998.¹ Since 1991 considerable political, social and economic reforms have been carried out in Ukraine.

Ukraine has taken efforts towards economic liberalisation and opted for transformation models designed to restrict the governmental regulation of economic activities, eliminate the existing barriers for free flows of labour, goods, services and investments, and join the free trade system and the relevant international organisations. But these positive changes have been accompanied with certain economic depressions and declines in national trade and production activities.

The process of the Ukraine's joining the global economy was accompanied by serious deviations from the fundamentals of sustainable social development. The transition period is associated with such negative category as the "loss of social capital" that implies growing poverty, unemployment and social inequality, as well as scaling down public participation in the political process and sagging social justice.

The instability had of particularly pronounced impact on the most vulnerable categories of residents, women in particular. The available data gives good grounds to conclude that the process of market transition has brutalised the gender discrimination in economy, reduced the economic opportunities for female workers and contributed to deterioration of social conditions for their careers. Many women tend to perceive globalization rather as a force resulting in inequalities in distribution of resources and economic opportunities, rather than a progress.

Since 2000 Ukraine has enjoyed a strong economic recovery, with growth at around 7.5 percent per year on average.² The key industries were privatized, macroeconomic stability was established, and the main legislative and institutional reforms were carried out. According to the World Bank Assessment a sharp decline in poverty took place in recent years in Ukraine: it has fallen sharply from 31 percent in 2001 to 8 percent in 2005.³ It considered being one of the fastest rates of poverty reduction in the Europe and Central Asia Region. But, according to sociological surveys, population's satisfaction with their material well-being remains low. In accordance with Ukrainian government assessment the poverty has remained constant at around 27 present of the population.⁴

However, in January-April 2008 Ukraine experienced a new coil of inflation. In accordance with CIS Inter-Governmental Committee data, Ukraine has the highest level of inflation among Commonwealth Independent States (CIS) in the first quarter 2008. The consumer goods' prices increased by 9,7% in the first quarter, and by 13,1% in January-April 2008. The price boom affected food and soft drinks (5,2%), health care services (2,5%), transport (2,5%). In compare with the April 2007 the prices for food and soft drinks increased by 6 47,2%. Actually, the inflation influences the most vulnerable groups of population: single mothers with children, families with several children, pensioners and disables people.

Ukraine has received increased attention from international partners, in particular from Europe. The European integration is a key priority of Ukraine's foreign policy. Relations between Ukraine and the European Union were established in December 1991.

¹ Country Partnership Strategy for Ukraine 2008-2011. International Bank for Reconstruction and Development and the International Finance Corporation. Document of the World Bank. P.1.

² Ibid. P.2.

³ Ibid. P.3.

⁴ Ibid P.4.

The **Partnership and Cooperation Agreement** between Ukraine and the EU (PCA) entered into force on 1 March 1998. It constitutes the legal base of the EU-Ukraine relations and establishes cooperation on a wide range of political, trade, economic and humanitarian issues.

EU-Ukraine Action Plan was agreed in February 2005 and should be implemented over a period of three years. However, its implementation was extended for maximum one more year. Its objective is to intensify the relations between Ukraine and the EU and to go beyond just co-operating towards gradual economic integration and deepening of political cooperation. The Plan sets objectives and priorities in most big policy areas - e.g. in legislation, economic and social policies, trade policies, environmental standards, taxation, transport, energy, education and public health sector.

The **EU-Ukraine Country Strategy Paper (CSP)** for Ukraine was adopted in 2006 and covers the period 2007-2013. It is in compliance with European Neighbourhood Policy (ENP) which was created in 2003 to promote the development of prosperity and good neighbourliness between the European Union and the partner countries covered by the ENP. European Neighbourhood Policy Instruments (ENPI) has been operational since 1 January 2007. The ENPI is the main source of funding for the 17 partner countries, including Ukraine.

Ukraine became a full WTO member on the 16th of May 2008. The next step after Ukraine's accession to WTO will be **Free Trade Agreement** between EU and Ukraine. This agreement will entail a significant degree of political and economic integration with Ukraine including Free Trade Area. A deep enhanced agreement between the EU and Ukraine is expected to be most beneficial to both parties. The Enhanced agreement is expected to be in line with the ENP and EU-Ukraine Action Plan and go beyond the respective WTO obligations for the parties. End of 2008/beginning of 2009 both sides will develop a new joint tool, which will have been agreed at that stage in the **New Enhanced Agreement (NEA)** negotiations and which is to prepare the entry into force of the NEA.

Over the last three years, EC assistance to Ukraine has been increasingly geared towards supporting the achievement of key policy objectives as outlined in the EU-Ukraine Action Plan, which in turn supports the reform programme. EC financial assistance to Ukraine has increased over the period 2005 – 2006 (TACIS National Action Programmes) from €88 million in 2005 to €100 million in 2006. With the entry into force of the European Neighbourhood and Partnership Instrument (ENPI) in 2007, financial allocations further increased to €120 million. In addition, Ukraine was allocated €22 million under the Governance Facility. The ENPI NAP 2008 will amount to €122 million. Ukraine should take the leading role in the donor coordination mechanism in accordance with the Paris Declaration on aid effectiveness.

As global economic and political player the EU should implement obligations to mainstream gender in all programs and projects taken at the international conferences and signed in documents (Beijing Platform of Action, Cairo Program of Action, Monterrey Consensus Document, Millennium Development Goals (MDG) etc.).

The gender analysis of EU-Ukraine Action Plan and EU-Ukraine Country Strategy Paper Ukraine CSP 2007-2013 was made within Gender Watch project in 2007.⁵ It has shown that the EU assistance priorities do not address directly women's needs and concerns: women's unemployment and unpaid work, labour market segregation and gender gap in wages, women's participation in

⁵ Iryna Trohym, Oksana Kisselyova. A Gender Analysis of EU Development Instruments and Policies in Ukraine. // EU Gender Watch. A Comparative Analysis of EU Development Instruments from the Gender Perspective in: Georgia, Ukraine, Tajikistan representing respective sub-regions: Caucasus, EU-Neighboring Countries and Central Asia.

decision-making, and their access to financing, assets, credits, women's control over natural resources, women's rights, health etc. The need to balance gender equality with other public policy goals remains a challenge.

The proposed research paper continues monitoring of women's economic, social and political situation in Ukraine, gender analysis of current EU development programs, gender perspective in planned EU Development Policy and the Financial Perspective 2007 – 2013, gives recommendations to EU Commissions, Parliament and EU Member States on inclusion of a gender perspective in development policies of the EU.

Part 1. Political, legal and socio-economical conditions regarding women's policies

Women's rights in the legislation

Since 1995 Ukraine created strong legislation to ensure gender equality.⁶

In accordance with the President's Decree "On improvement of central and local executive bodies activity with regard to ensuring equal rights and opportunities of women and men" (July 26, 2005) and the law "On ensuring the equal rights and opportunities of women and men" (January 1, 2006), the Cabinet of Ministers of Ukraine adopted decree "On gender-legal expertise" (12 April 2006). Since June 2006 realising these provisions, the Ministry of Justice of Ukraine conducts gender-legal expertise of all laws currently in force and legal rules in all fields of Ukrainian legislation.

State bodies established for gender equality and equality policy

Certain steps and efforts to mainstream gender have been undertaken and are still being undertaken by Ukrainian government with the support of international institutions and in partnership with civil society. Since 1995 the governmental bodies were established and national strategies to empower women were adopted. This covers state governance, including legislative, executive and judicial branches of power as well as civil self-governance.

In 2006 the **State Program on Gender Equality in Ukrainian Society till 2010** was adopted. The following tasks are declared within this Program: forming and implementing the state gender policy, changing of Ukrainian laws in compliance with EU laws with regard to gender equality, development of institutional mechanisms to ensure gender equality, changing of all legislative acts in compliance with the law "On ensuring the equal rights and opportunities of women and men"

In September 2007 the **Inter-Department Coordinate Council on Gender Equality, Demographic Development and Prevention of Trafficking of People** was established under the Cabinet of Ministers of Ukraine to coordinate state gender policy. It should have a meeting at least once in three months. But it is very difficult to evaluate its work because of lack of information.

In 2007 within central and local bodies of executive power the **working groups** on gender mainstreaming have been established to help to implement tasks identified in the law "On ensuring the equal rights and opportunities of women and men" and UN Millennium Declaration. The representatives of science and civil society take part in the work of these groups.

Analyzing development of the national machinery for gender mainstreaming we can mark both positive and negative tendencies. The evident achievements are strong legislative base that guarantees anti-discriminative gender approach; two Plans of Action and State Program on Gender Equality in Ukrainian Society till 2010; gender expertise of all Ukrainian laws; identification of Gender Millennium Goals and indexes that allows to evaluate gender progress; cooperation between governmental institutions and women's and youth NGO. In fact, established institutional mechanisms have fulfilled "the old mission", in particular, adoption of anti-discriminatory law, carrying out aware-rising campaigns, realization of programs and projects on improving women's status in society. The gap in this "old mission" is absence of executive mechanisms that supervise over implementation of existing laws. That is why in spite of adopted anti-discriminatory legislative base Ukrainian women are still discriminated in economic, political and social spheres.

⁶ See: Ibid.

Undoubtedly negative tendencies are 1) that institutional mechanisms' status, mandate and activity are dependant on changes in Ukrainian government; 2) the national machinery on gender equality still concentrates its efforts on mothers' protection and women's employment; 3) "improving of women's status" still remains the main framework for gender equality policy; 4) lack of financial and human resources. That is why the institutional mechanisms do not correspond with the contemporary goals – they do not fulfil political role to be catalyser of gender mainstreaming in governmental administrative system in the whole.⁷

Unfortunately, gender equality concept still has not full political recognition as one of the main goals for Ukrainian government activity. The predominance of men in power structures complicates gender mainstreaming in governmental policy. Ukrainian government is lack of understanding of gender equality in the context of democratization, human rights and European integration.

Women in decision making

In Ukraine women have found themselves progressively pushed out of political life. Repeated studies of gender and voting behaviour indicate that the absence of women in electoral office is not the result of voting in general elections but is attributable to party nomination practices. The role of political parties in increasing women's representation is clearly crucial, as political parties are the channels to elected office. The limited presence of women in parties and their even smaller role in parties' executive committees explains in large part the difficulties women have in getting access to political power.

General attitudes in society, which construe men as the only real political actors, tend to legitimate men and their political actions, while disqualifying women. In the same sense, women in politics are often more closely scrutinized and criticized than men. The unequal division of family responsibilities places women at a disadvantage in terms of time needed to be active in politics. Similarly, limited social services inhibit women's access to "disposable time" required for building up a political career. Other explanations for the absence of women in electoral politics include the lack of positive measures and networks to support women in politics and the re-emergence in some societies of patriarchal values and relegation of women to the private sphere of the family.

As a result of all this, women are the minority among parliamentarians and therefore have relatively little influence on the social and economic policies that characterize a society. Training and strong policies with quotas and targets could be instruments in increasing women's presence in different appointed offices in the senior civil service, commissions and committees.

In 2007 an extra ordinary Parliament elections took place in Ukraine. Five political parties/blocks were elected in Ukrainian Parliament (Verhovna Rada). All of them declared European standards to be their priorities. The analysis of pre-election programs showed the following accents these parties made:

- European well-being (Party of Regions).
- Energy independence and integration in European energy system (Block of Julia Timoshenko).
- Increase financing for scientific research to European level and European well-being (Block "Our Ukraine – People Self-Defence).

⁷ Institutional mechanisms to empower women: results since Beijing conference. UN Economic and Social Council Secretariat note. Geneva, 2000. P. 2.

- European standards of control over the air and water pollution (Block of Litvin).

Only one political party – Block of Vladimir Litvin announced gender equality in all spheres of life to be its priority. The paradox is that exactly this party has the lower representation of women in the Parliament as a result of 2007 elections (5%). And although Communist party did not mention European standards and gender priorities in its program, it traditionally has the highest representation of MPs-women (18,5%).

During pre-election campaign 2007 political parties competed on the amount of money with regard to child birth, that witness they accept women as mothers not as political actors. In fact, Parliament elections 2007 as well as previous ones moved gender issues aside of political actualization. In 2008 the share of women in Parliament is only 8,2%, which is lower than before (8,7%).

The women's representation in Ukrainian Parliament

Supreme Soviet of USSR – 36%

1990 – 3%

1994 – 5,7%

1998 – 8,1%

2002 – 5,1%

2006 – 8,7%

2007 – 8,2%

Among former soviet republics Ukraine constantly occupies the next to last place after Kyrgyzstan (0%) on women's representation in Parliament. In accordance with Inter-Parliament Assembly survey on women's representation in the world parliaments Ukraine occupies 102 places.

In 2008 within 27 Ukrainian Parliament Committees only two Committees are headed by women – Committee on Health Protection and Committee on Freedom of Speech and Information. Among the Chiefs of Sub-Committee there are fourteen women (including Sub-Committee on Gender Policy). Among Deputy-Chiefs of Committees there are five women.⁸

As a result of Parliament elections 2007 the Prime Minister of Ukraine became a woman – Julia Timoshenko. In spring 2008 among twenty Ministers in the Cabinet of Ministers there is one more woman – Minister of Labour and Social Policy of Ukraine.

Although one of the political leaders in Ukraine is a woman – Julia Timoshenko – Ukrainian society does not support the idea of woman-politician. In accordance with All-Ukrainian sociological survey only 17% of population do would like a woman to be a president of Ukraine; 19,3% - most probably would like; 20,5% - most probably would not like; 26% - exactly would not like.

Formal restrictions for women's participation in political life do not exist. But some factors have determined men's predominance in political parties and power structures and women's absence in politics. These factors are patriarchic stereotypes on women's and men's roles in society, women's triple burden and women's limited economic resources. Also a women-politician negative image was created in mass-media: masculine or hysterical women.

⁸ Committees of Ukrainian Parliament. http://gska2.rada.gov.ua/pls/site/p_komitis

There are some positive shifts in the state institutions – the number of women has increased almost twice among state personnel of the first (the highest) category. Today women's share constitutes 14,6%, while it was 7,8% in 2005. The number of women among state personnel of the sixth (lowest) category has decreased. Today women constitute 63,3%; in 2006 – 68,5%.

Social and economic situation of women

On the 30th of December 2005 Ukraine has got a status of country with market economy. Today it is evident that market economy does not lead directly to social justice and gender equality. Gender neutral economic and social structural adjustments limit women's opportunities. Creation of market economy could not be an end in itself, but should be sustainable gender oriented people centred development as it is mentioned in Monterrey Consensus Document. In this regard social and economic consequences of reforms should be assessed from the perspective of gender segregation, unpaid house work, conditions of work, men's and women's opportunities at the labour market.

Ukraine became a full WTO member on the 16th of May 2008. The next step after Ukraine's accession to WTO will be deep and comprehensive Free Trade Agreement (FTA) between EU and Ukraine. On 13 September 2006, the European Commission presented draft negotiating directives and invited the Council to agree a mandate for the EU to negotiate a New Enhanced Agreement (NEA) with Ukraine to replace the existing Partnership and Cooperation Agreement⁹. On 5 March 2007 the negotiations of the NEA started. This agreement will entail a significant degree of political and economic integration with Ukraine including a Free Trade Agreement. The NEA which is expected to be most beneficial to both parties will be in line with the ENP and EU-Ukraine Action Plan and go beyond the respective WTO obligations for the parties.

As a result of envisaged FTA in the framework of the NEA between EU and Ukraine the Ukrainian population's welfare is estimated to increase by 4-7%.¹⁰ The major Ukrainian industries that should benefit from Ukraine's accession to WTO are metallurgy, fuel, textile, chemical industries and agriculture.¹¹ At the same time service sectors like communication, transport, water transport and air transport, recreational, entertainment, cultural and sporting activities, social activities, business services and renting and public administration, education, health, sewage, cleaning of streets and refuse disposal will show shrinking exports.¹²

As gender analysis showed, the Ukraine WTO accession agreements as well as the EU-Ukraine trade relations are lack of comprehensive gender approach.¹³

The share of women in the total number of economically active population in Ukraine is about 49%.¹⁴ In the first half of 2007 the officially registered rate of unemployment was 3,7% of economically active population. This index was higher for women (4,7%), than for men (2,7%). In

⁹ The PCA entered into force in 1998 and regulates the political, economic and cultural relations between the EU and Ukraine and is the current legal basis for the EU's bilateral trade with Ukraine. One of its main objectives is the promotion of trade and investment as well as the development of harmonious economic relations between the Parties.

¹⁰ Kholod Nazar. Perspectives of Ukraine's Integration to the World Economic Space // Agora. Ukraine in the European Context. Vol. 5. – Kiev: Stilos. – 2007. – P.43.

¹¹ Ibid. – P. 46.

¹² Global Analysis Report for the EU-Ukraine TSIA. Ref: TRADE06/D01. – P. 77.

¹³ Oksana Kisselyova. EU-Ukraine trade relations and its gender and social justice implications // EU bilateral and regional free trade agreement: Bringing women to the centre of the debate. Report of a WIDE public consultations at Amazone, Brussels, 22 November 2007.

¹⁴ Gender Issues in Ukraine: Challenges and Opportunities. – Kiev, 2003. P. 29.

September 2007 in Ukraine there was registered 580 thousands of unemployment. Among them 361,1 thousands of women (62,3%) and 218,9 thousands of men (37,7%). In compare with January 2007 the share of women increased by 3,3%. That means that unemployment in Ukraine still has female face.

Ukraine women are employed disproportionately in industries. Ukrainian women are concentrated in public catering (84%), education, health, social support (78,3%), financial sector (56,6%), wholesale and retail trade (57,7%).¹⁵ The tendency is observed that just in these industries the lowest wages exist. Moreover, as it was mentioned above, cultural and social activities, education and health are estimated to experience shrinking exports after Ukraine's accession to WTO.

The State Program on Gender Equality in Ukrainian Society till 2010 stresses that in large industrial business women constitute only 2%, in medium and small business – 20%; women's wages are a one third of men's ones; the rate of unemployed women is higher than unemployed men; women's pension will constitute 40-45% from men's pension in 20-30 years. Women actually work 4-6 hours more than men. Household work is not considered to be a productive.¹⁶

Today small and medium-sized enterprises (SMEs) operated by women play a critical role in the economic survival of poor families. Negative impact of economic structural adjustments pushed women out of traditional labour market and forced them to seek ways to support themselves and their families. In this context, self-employment both in the informal and formal sector has become crucial for family survival. In the last 5-6 years the women business is developing rapidly in Ukraine. According to results of BIZPRO survey, in Ukraine women controlled 22% of private small and medium enterprises in 2002.¹⁷ The majority of women's enterprises are engaged in wholesale and retail trade. Other relevant development trends of women business are agriculture, public catering, industry, consumer services, hotels, and tourism.

Women business owners in Ukraine:

- generally have less access to credit and capital than male business owners;
- meet psychological barriers and patriarchal stereotypes;
- need external support, such as advice, consulting, training to deal with diffidence;
- have less time than men to attend training programs related to technology, market information or other relevant skills, due to their reproductive tasks;
- use technology less than men and generally as a means to an end;
- have less flexibility to travel to gather market information than men because of family responsibilities;
- are likely to accord a higher priority to core labour standards, ethical and environmental issues than men-led businesses.

The contribution of women business in economical development of country includes:

- Creation of new jobs (for women, in particular).
- Growth of sale due to which the national markets is saturated with consumer goods and services.
- Application of innovations: technologies, methods, and also expansion of a assortment of production, goods, and services.

¹⁵ Gender Issues in Ukraine: Challenges and Opportunities. – Kiev: UNDP, 2003. P. 30

¹⁶ State Program on Gender Equality in Ukrainian Society till 2010.

¹⁷ Small and Medium Business in Ukraine. Report. – Kiev: BIZPRO, 2002.

- Increasing of incomes, which leads to increasing of consumer demand that, therefore, stimulates general economic development.

But development of women business has more long-term consequences, than only rise of national production, expansion of market, increasing of incomes and welfare of the population. The women business influences both economic and social environment in country. In social sphere women business contributes to decreasing of unemployment and reduction of poverty. By creation of new working places for women, female business assists to prevention of trafficking in women. Unfortunately, Ukrainian government has not developed state program to create favorable environment for women's business.

Ukraine is ranked 139th out of 178 countries reviewed in the report *Doing Business 2008*. The rankings present indicators of the time and cost of meeting government requirements to business start-up, operation, trade, taxation, and closure. Ukraine received very low ratings on a number of indicators—notably Paying Taxes and Dealing with Licenses, in which it ranks in the bottom five economies in the world—while neighboring countries that had previously ranked below Ukraine have improved their positions by implementing reforms.

Ukraine has one of the most cumbersome taxation systems in the world. The survey finds that a Ukrainian business has to pay 99 separate taxes and spend 2,085 hours a year on procedures related to tax payment. Ukrainian enterprises are required to pay nearly 60% of their profits in taxes, while a global average is about 40%.

Ukraine's ranking on dealing with licenses (#174) is only marginally better. This indicator analyses the procedures, time, and cost to build a warehouse, including obtaining necessary licenses and permits, completing required notifications and inspections, and obtaining utility connections. On average, it takes 429 days to go through 29 procedures to get construction permits in Ukraine.¹⁸

Both women and men complain this complicated taxation system to be on the way for business development. Existing taxation system pushes entrepreneurs do not register their activity or avoid taxes that lead to the shadow economy and is an obstacle in the way of business development.

The share of women in agriculture is 42,9%.¹⁹ Agriculture in Ukraine is badly mechanized and women have limited access to credits to improve conditions of work. Also privatization and creation of private farms redefined women as unpaid family workers without the social benefits.

As was mentioned The Equality Act that entered into force since January 1, 2006, prohibits the gender discrimination, inclusive in the labour relations, and guarantees protection from it by state.

Before the Equality Act adoption gender and age non-discrimination has been guaranteed by the article 24 of Constitution of Ukraine since 1996. The Labour Code since its acceptance in 1971 has guaranteed equality of labour rights for citizens regardless of sex, and bans any direct or indirect limitation of rights or introduction of direct or indirect advantages while conclusion, amendment and cancelling a labour contract depending on the worker's sex. Constitution of Ukraine also guarantees the right on judicial defence for gender discrimination.

However, there is no juridical practice to protect women against gender discrimination at the labour

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<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/ECAEXT/UKRAINEEXTN/0,,contentMDK:21511673~menuPK:328539~pagePK:2865066~piPK:2865079~theSitePK:328533,00.html>

¹⁹ Gender Issues in Ukraine: Challenges and Opportunities. – Kiev: UNDP, 2003. P. 30

market. The courts of Ukraine have not examined such cases.²⁰ The lack of cases, first of all, is connected with the lack of appeals from citizens for protection from gender discrimination. At least there is no data on publication of court decisions in the press; the official statistics on such cases does not exist.

In the Gender Watch Report 2007 it was shown the level of women's social protection to be very low. The restructurings of social security schemes, reduction in the number of pre-school institutions, budget cuts in the public health sector and the increasing proportion of payable medical services have a negative impact on women.

In 2006-2007 Ukrainian government has adopted some decisions in social sphere:

- Measures to realize Poverty Reduction Strategy in 2007.
- Main direction of State Employment Policy till 2009 and Employment Policy Plan of Action in 2007-2008.

Ukrainian social policy is mostly oriented to support disabled and poorest strata of population, although social benefits, subsidies and pensions are miserable and could not provide people with adequate consumer goods and services. In environment of mass poverty and unemployment this policy is not efficient both from social and economic point of view. This policy does not lead to economic growth, creation of new job places, and growth of solvent demand. From social perspective such policy leads to populism and paternalism. The effective social policy should be oriented for creation of favourable environment for personal initiatives and establishment of adequate labour value. In this case people can support themselves and provide themselves with deserved pensions. In accordance with sociological survey (April, 2005) 48% of respondents supported an idea that the state social policy should be oriented to creation new job places, increasing salaries, and promotion of small and medium business; and 33% of respondents considered social policy to be oriented to support vulnerable groups of population through increasing of subsidies, social security benefits etc.

The social policy of Julia Timoshenko's Cabinet of Ministry is associated with populism. In January 2008 the government began repayment of deposits made in soviet times. That campaign was badly organised: senior citizens (the majority of them are women) had to spend several days in queue at the streets to be reimbursed about 200 USD.

The existing national pension system has different impact on women and men because pension is directly connected with incomes. In Ukraine women retire on a pension five years early than men. Women are pensioned off in the period when they have advantageous conditions in terms of professional skills and career opportunities. To be pensioned off five years early, women have shorter seniority and lower position that determine lower pension. Taking into account that women in Ukraine live 13 longer than men, it means that elderly women are one of the vulnerable groups. The pension reform that should introduce accumulated pension still has not been implemented.

²⁰ "Court Cases Survey", conducted by WUC "Women's Perspectives" in co-operation with Ukrainian Academy of Judges in 2005.

Part 2. Gender perspective in EU developmental aid

Current EU developmental programmes

The Ukraine's main political goal today is to root democracy and the market economy firmly to bring Ukraine closer to the EU. The principal objective of cooperation between the EU and Ukraine at this stage is to develop an increasingly close relationship, going beyond past levels of cooperation to gradual economic integration and deeper political cooperation.

EC assistance will therefore aim at supporting Ukraine's ambitious reform agenda on the basis of the policy objectives defined in the Partnership and Cooperation Agreement (PCA) of April 1998 and the EU-Ukraine Action Plan (February 2005).

In 2003 the EU created a new framework for its relations with neighbours, including Ukraine, called the European Neighbourhood Policy (ENP). The European Neighbourhood Policy Instruments (ENPI) has been operational since 1 January 2007. The ENPI is the main source of funding for the 17 partner countries, including Ukraine. The ENPI replaces the co-operation programmes TACIS (Technical Assistance for the Commonwealth of Independent States) and MEDA (for the Mediterranean countries). In this light, the ENPI appears as the strategic continuity with enlarged objectives of the former TACIS and MEDA programmes. The main purpose is to create an area of shared values, stability and prosperity, enhanced co-operation and deeper economic and regional integration by covering a wide range of co-operation areas.

The overall allocation for the ENPI instrument amounts to almost €12 billion for the seven-year period 2007-2013. This represents an increase of 32%, in real terms, compared with the amount available over the period 2000-2006 for the MEDA and TACIS programmes.

In the framework of the ENP two fundamental documents have been designed to shape EU – Ukraine relations: EU-Ukraine Action Plan and ENPI Ukraine Country Strategy Paper (CSP) for 2007-2013.

EU-Ukraine Action Plan was agreed in February 2005 and is to be implemented over a period of three years. The Action Plan implementation is aimed to help fulfil the provisions in the Partnership and Cooperation Agreement (PCA), and encouraged and supported Ukraine's objective of further integration into European economic and social structures. Implementation of the Action Plan should significantly advance the approximation of Ukrainian legislation, norms and standards to those of the European Union.

The Plan sets objectives and priorities in most big policy areas - e.g. in legislation, economic and social policies, trade policies, environmental standards, taxation, transport, energy, education and public health sector - and elaborates on what should be done to achieve them. In the economic domain, the prioritized areas include WTO accession, removal of non-tariff barriers in bilateral trade, improvement of investment climate, tax reform and approximation of the Ukrainian legislation with the European Union legislation. Underlining the EU's firm support to Ukraine's efforts for joining the WTO, the Action Plan also foresees looking at the feasibility of establishing an EU-Ukraine Free Trade Area following Ukraine's accession to the WTO. The EU has promised to increase financial support to Ukraine to help with the implementation of the action plan with the

ENPI. The European Investment Bank has promised to support also projects involving infrastructure investments in Ukraine.²¹

Action Plan is divided into six main chapters:

- Political dialogue and reform.
- Economic and social reform and development.
- Trade, market and regulatory reform.
- Cooperation in justice and home affairs.
- Transport, energy, information society and environment.
- People-to-people contacts.²²

The gender equality issue has been incorporated into paragraph 2.1. *Political dialogue and reform. Democracy, rule of law, human rights and fundamental freedoms. (9) Ensure equal treatment: “Continue efforts to ensure the equality of men and women in society and economic life”.*²³

The EU-Ukraine Action Plan will be maintained and should serve as a tool for EU-Ukraine cooperation for maximum one more year. End of 2008/beginning of 2009 both sides will develop a new joint tool (“guideline”, “action plan”, “roadmap” or other, - name to be decided), which is to take account of the issues, which will have been agreed at that stage in the New Enhanced Agreement (NEA) negotiations and which is to prepare the entry into force of the NEA.

The EU-Ukraine Country Strategy Paper (CSP) for Ukraine covers the period 2007-2013. It is in compliance with ENPI which is being established to promote the development of an area of prosperity and good neighbourliness between the European Union and the partner countries covered by the European Neighbourhood Policy (ENP).²⁴

The principal objective of cooperation between the EU and Ukraine at this stage is to develop an increasingly close relationship, going beyond past levels of cooperation to gradual economic integration and deeper political cooperation, including on foreign and security policy.

EC assistance over the period covered by this strategy will therefore aim at supporting Ukraine’s ambitious reform agenda to root democracy and the market economy firmly in the country and to bring Ukraine closer to the EU. As the largest donor to Ukraine, the EU has the leverage necessary to make a major contribution to the reform process. In addition, most donors recognise the special role of the EU due to Ukraine’s European aspirations and are increasingly aligning their activities with the policy objectives set in the EU-Ukraine Action Plan.²⁵

In Ukraine Country Strategy Paper EC assistance priorities are presented under the same six chapters:

- Political dialogue and reform
- Economic and social reform and development
- Trade, market and regulatory reform

²¹ Global Analysis Report for the EU-Ukraine TSIA. Ref: TRADE06/D01. P. 19.

²² EU-Ukraine Action Plan

http://ec.europa.eu/europeaid/where/neighbourhood/country-cooperation/ukraine/ukraine_en.htm

²³ Ibid. P. 8.

²⁴ ENPI Ukraine Country Strategy Paper for 2007-2013. P.3.

http://ec.europa.eu/world/enp/partners/enp_ukraine_en.htm

²⁵ Ibid. P.16.

- Cooperation in justice, freedom and security
- Transport, energy, information society and environment
- People-to-people contacts

Gender is planned to be mainstreamed into the design of programs related to all the key issues mentioned above as a cross-cutting issue to the maximum extent possible.²⁶ At the same time, unfortunately, the gender analysis has shown that description of each of six priorities is gender blind and does not take into account gender dimension of social and economic development.²⁷

The EU is the largest donor to Ukraine. The European Community alone has provided assistance totalling almost 2.4 billion since 1991. This includes assistance under the TACIS programme (including its national, regional, cross-border and nuclear safety components) plus macro-financial assistance, support under thematic budget lines such as the European Initiative for Democracy and Human Rights (EIDHR) and humanitarian assistance provided by ECHO.

EC financial assistance to Ukraine has increased over the period 2005 – 2006 (TACIS National Action Programmes) from 88 million in 2005 to 100 million in 2006. With the entry into force of the European Neighbourhood and Partnership Instrument (ENPI) in 2007, financial allocations further increased to 120 million. In addition, Ukraine was allocated 22 million under the Governance Facility. The ENPI NAP 2008 will amount to 122 million.

European Commission assistance to Ukraine mainly takes the form of **Annual Action Program** under the ENPI.

The **Action Programme 2006** coincided with the political and specific priorities of the government. It seeks to provide target support to the implementation of the EU-Ukraine Action Plan, taking duly into account the readiness and ability of the new authorities to undertake reforms. It also foresees specific actions at regional and local level, directly targeting the population.

Technical Aid to the Commonwealth of Independent States (TASIC) Management Committees approved in 2001 and 2003 respectively the Country Strategy Paper 2002-2006 and the National Indicative Programme 2004-2006 for Ukraine. The Action Programme 2006 was developed in line with these strategic documents, and also takes into account the new political frame set up in the EU-Ukraine Action Plan.

Building on changes initiated in 2005, available TACIS resources were focused on a few priority sectors identified jointly by the Ukrainian authorities and the Commission. Projects supported in the NAP 2006 reflected the Ukrainian commitment in these sectors, hereunder the readiness to engage actively in reform process and further develop nation wide sector strategies. The gradual move towards Sector Wide Approach and decentralisation of our assistance is further processed in the Programme, implementing the Commission Commitments to the Council in applying the Paris Declaration on effectiveness of assistance.

²⁶ Ibid. P.19.

²⁷ Iryna Trohym, Oksana Kisselyova. A Gender Analysis of EU Development Instruments and Policies in Ukraine. // EU Gender Watch. A Comparative Analysis of EU Development Instruments from the Gender Perspective in: Georgia, Ukraine, Tajikistan representing respective sub-regions: Caucasus, EU-Neighboring Countries and Central Asia. http://www.neww.org.pl/download/EU_Gender_Watch_Ukraine.pdf

The **Action Programme 2006** was thus concentrated on fewer projects than previous Action programmes; each project covered a larger part of a sector and placing this Action Programme in a continuous process, bridging the way to the ENPI.

Within four areas the following projects were supported:

1. Support to institutional, legal and administrative reform

- Support to ENP Action Plan Implementation: this project aims to strengthen the Ukrainian institutions in charge of implementing the ENP Action Plan in selected priority areas enabling them to meet the benchmarks set forth in the ENP Action Plan. It focused on the improvement of market competition rules, the set-up of full-fledged agriculture and rural development policies, and preparing Ukraine to ex-ante decentralisation of external assistance management. The amount of € 25,5 million was allocated for this project.
- Improving Border Management: this project aims to support the Border Guards in their reform of human resources system, and design and prepare necessary reforms in Ukraine's customs to set up a balanced approach, improving effectiveness of customs controls whilst raising efficiency (less control, more effects, less time and money lost in procedures and in waiting, for enterprises and citizens). The amount of € 10 million was allocated for this project.
- Support to sustainable regional development: this project complemented the 2004 and 2005 projects on sustainable regional development. It aims at helping Ukraine to draw lessons from the previous two actions and it offers a continued assistance in formulating a national policy on sustainable development and assistance to set up a regional fund to ensure investment in the area. It also assisted Ukraine to develop systems to monitor such a fund. The project addresses all sectors involved in local development and public utilities services. The amount of € 15 million was allocated for this project.

2. Support to the private sector and assistance to economic development

- ***Innovative economy***: this project includes two main components: innovation and financial products market. The first component addressed Ukraine's potential in innovation by developing industrial synergies between both EU and Ukraine through building networks and clusters associating the three poles (education / research and development / industry), improving access for patenting and licensing in the EU, and by building the communications policy and infrastructure necessary to significantly improve exchanges between potential industrial or financing partners in the EU and Ukraine. The second component further developed the NAP 2005 project on Approximation of financial services. The amount of €17 million was allocated for this project.

3. Support in addressing social consequences of transition

- ***Women and Children Rights***: This project aims at designing Social Policy and Social Work (SWAP) for women and children rights, with a particular focus on the following areas: government capacity to implement its gender strategy and its action plan for children, gender culture and gender stereotypes, labour market issues including sexual harassment, domestic violence, biases in education, and enforcement of children rights, in particular via the creation of a juvenile justice system. These objectives matched specific targets of the Action

Plan. The amount of € 14 million will be directed for realisation of this project. Under this project the contract will be signed with a number of international organizations: International labour organization (ILO), UNDP, UNICEF and Council of Europe for around 8 million Euros and to launch a media component, TA service contract for around 6 million Euros.

The project will be started within 2008. Exact dates have not been finalised yet.

- **Community-based approach to local development (CBA):** this project main objective is to enhance the capacities of targeted communities throughout Ukraine at defining local development strategies, involving themselves into policy-making processes at all levels, through transfer of knowledge and project management best practices. Complementary to the future State's regional development policy, the project seek to improve the social (e.g. the establishment of a national network of primary health care posts) and economic situation (improvement of public utilities for instance) in the targeted areas. The amount of € 12 million was directed for realisation of this project.

Other programmes:

The **Action Programme 2006** also includes TEMPUS (€5 million) and a general technical assistance facility (GTAF, € 1,5 million) to be used to accompany the implementation of the EU external assistance activities.

The total amount of money for realisation the **Action Programme 2006** was € 100 million. Under the **2007 Annual Action Programme** alone, €142 million were earmarked for Ukraine.

In 2007-2010 the European Commission will assist the Ukrainian government's own reform strategies in various sectors identified in the **National Indicative Program (NIP)** for Ukraine.²⁸ Assistance provided under this **National Indicative Programme** for Ukraine should focus on three priority areas:

Priority Area 1: Support for Democratic Development and Good Governance

Sub-priority 1: Public administration reform and public finance management

Sub-priority 2: Rule of law and judicial reform

Sub-priority 3: Human rights, civil society development and local government

Sub-priority 4: Education, science and people-to-people contacts/exchanges

Priority Area 2: Support for Regulatory Reform and Administrative Capacity Building

Sub-priority 1: Promoting mutual trade, improving the investment climate and strengthening social reform

Sub-priority 2: Sector-specific regulatory aspects

Priority Area 3: Support for Infrastructure Development

Sub-priority 1: (non-nuclear) Energy

Sub-priority 2: Transport

²⁸ European Neighbourhood and Partnership Instrument. Ukraine. National Indicative Programme 2007-2010. http://ec.europa.eu/europeaid/where/neighbourhood/country-cooperation/ukraine/ukraine_en.htm

Sub-priority 3: Environment

Sub-priority 4: Border management and migration including re-admission related issues

The National Indicative Programme (NIP) for 2007-2010 defines in greater detail the focus of operations under the national envelope of the new European Neighbourhood and Partnership Instrument (ENPI). It is intended to guide planning and project identification by defining a limited number of priority areas, together with the objectives and results to be achieved.

The indicative financial envelope for Ukraine under the **National Indicative Programme** for the period 2007-2010 is €494 million. This allocation may be increased through allocations under the “Governance Facility” which will reward those ENP countries which show the best performance in relation to governance issues.

The indicative breakdown of resources should be as follows (in million Euro):

Priority Area 1:	148.2
Support for Democratic Development and Good Governance	(30%)
Priority Area 2:	148.2
Support for Regulatory Reform and Administrative Capacity Building	(30%)
Priority Area 3:	197.6
Support for Infrastructure Development	(40%)

The specific objectives of the *Sub-priority 3: Human rights, civil society development and local government* are:

- To ensure respect of human rights and fundamental freedoms, including in economic and social spheres, in line with international and European standards;
- To enhance involvement of citizens in decision-making processes and controls, including through civil society organisations;
- To secure freedom of expression and freedom of the media;
- To promote and enhance cooperation between governmental and non-governmental players, e.g. in the field of the environment, education, etc.;
- To strengthen local government structures in line with the standards contained in the European Charter on Local Self-Government;
 - To foster active social dialogue between social partners as well as civil dialogue between private, public and civil society stakeholders.²⁹

²⁹ Ibid. P. 7-8.

As we see, the gender equality issue has disappeared from the National Indicative Program for Ukraine in spite of it was in the correspondent chapter in the EU-Ukraine Action Plan. Other NIP sub-priorities have no reference to gender equality as well.

The EU Twinning Programme provides a transfer of know-how in order to modernise and reform Ukraine's administration. Institutional twinning includes training, support for reorganisation measures and expertise that will help Ukraine draft laws and regulations based on EU legislation. For Ukraine, **Twinning** is a new form of *direct technical co-operation* between public administrations and mandated bodies of EU Member States and Beneficiary Administrations of Ukraine that will provide for a transfer of know-how and good practices between public administrations of EU Member States and their Ukrainian counterparts. Twinning projects in Ukraine focus on, at least, some elements connected with the approximation of the *acquis* and also elements of a structural reform. Twinning is one of the most efficient tools for the implementation of the administrative reform.³⁰

Among 30 Twinning projects to be implementing in Ukraine there is no one on gender equality issues.³¹

Since 1993 Ukraine has participated in the EC funded **Tempus** programme (Trans-European mobility scheme for university studies). Tempus has lead to the development of numerous new courses and curricula, in line with labour market needs. New teaching and assessment methods have been introduced in a number of Ukrainian Universities, which have lead to intensified student involvement.

Tempus has also had an important input at participating universities, in the introduction of new degrees and the two level systems. While relatively few universities so far have curricula and degrees which are fully in line with Bologna principles, where this is the case, this is mostly due to the participation in Tempus. A total budget of € 53, 03 million has been allocated trough Tempus projects to Ukraine since 1993.

The EU has launched in Ukraine a new educational programme - **Erasmus Mundus**. Graduate students and scholars from Ukraine, Moldova and Belarus will be able to receive scholarships from the European Union in order to study and do research in countries inside the EU. The duration of the programme is five years (2004–2008) with a planned financial envelope of 230 million Euro for the whole period for Ukraine, Moldova and Belarus.

The **EU's 7 Framework Programme** in the field of research is open to Ukrainian scientific institutions.

Ukraine also receives assistance from other financial instruments, such as the **European Instrument for Democracy and Human Rights** (EIDHR) that was adopted by the European Parliament and the Council in December 2006. This new instrument takes the place of the European Initiative for Democracy and Human Rights, which was created at the initiative of the European Parliament in 1994. This instrument entered into force on 1 January 2007.

The 2007-2010 strategy paper sets out five specific EIDHR objectives:

³⁰ <http://www.center.gov.ua/en/205.htm>

³¹ http://www.center.gov.ua/data/upload/publication/main/en/558/List_of_projects_in_pipeline_eng.pdf

- Enhancing respect for human rights and fundamental freedoms in countries and regions where they are most at risk.
- Strengthening the role of civil society in promoting human rights and democratic reform, supporting the peaceful conciliation of group interests and consolidating political participation and representation.
- Supporting actions on human-rights and democracy issues in areas covered by EU guidelines, including dialogues on human rights, human-rights defenders, the death penalty, torture, and children and armed conflict.
- Supporting and strengthening the international and regional frameworks for the protection of human rights, justice, the rule of law and the promotion of democracy.
- Building confidence in and enhancing the reliability and transparency of democratic electoral processes, in particular through election observation.

As far as previous EIDHR programmes are concerned, currently 33 EIDHR projects from EIDHR programmes 2004, 2005 and 2006 totalled to about €3,7 million are implemented in Ukraine and Belarus.

Until 31 December 2006, EU assistance in nuclear safety to the countries of the European Neighbourhood Policy was provided under the TACIS programme. From 1 January 2007 onwards, as part of the reform of EU assistance instruments, the TACIS Nuclear Safety Programme was replaced by a new instrument – the Instrument for Nuclear Safety Co-operation (INSC). For the next budgetary period (2007-2013), €524 million in Union funding has been earmarked to support this programme.

The main goal for the **EC Nuclear Safety Programme** in Ukraine is to achieve a significant and sustainable improvement of nuclear safety and a visible improvement of the nuclear safety culture in Ukraine. Priorities of this EC programme for the improvement of nuclear safety in Ukraine are:

- supporting the promotion of an effective nuclear safety culture in line with the principles of the Convention on Nuclear Safety, in particular through continuous support for regulatory bodies and, at the plant level, through on-site assistance, including equipment supplies, where such assistance is most needed;
- supporting the development and implementation of spent fuel, decommissioning and nuclear waste management strategies, in the context of wider international co-operation;

The programme shall also support the application of efficient safeguards of nuclear materials. One of the focal points of this assistance to Ukraine at present is the provision of support to the implementation of the national NPP upgrading programme via on-site-assistance at the currently operating NPPs.

The **Cross-Border Co-operation Programme** was launched in 1996. It aims to strengthen management and infrastructure of eastern borders of EU candidate countries, and to achieve regional partnership between Central European accession countries and Moldova, Russia, Ukraine and Belarus.

Commission assistance also targets **sustainable regional development**. As regional governments and municipalities are often the ones providing public services, they are well-placed to effect

practical change on the ground. The Commission is helping Ukraine to formulate a national policy on sustainable development and to set up a regional fund to ensure investment.

Furthermore, Ukraine is supported by EU through several other **thematic programmes**.³²

The Commission has designed a new programme to encourage civil society organisations and local government bodies to become more involved in development issues. In 2007, the Commission launched a new thematic programme called **Non-state actors and local authorities in development**. It replaced the ‘NGO co-financing’ and ‘Decentralised co-operation’ programmes. The new programme’s overall objective is to help reduce poverty in the context of sustainable development, including the pursuit of the UN’s Millennium Development Goals.

A **Roadmap for equality between women and men** was adopted on 1 March 2006 and constitutes the European Commission's framework for action in the promotion of gender equality for the period 2006-2010. The **Roadmap** includes as a specific priority the promotion of gender equality in external relations policies.

As part of a series of EU policy initiatives aiming to coordinate and harmonise development assistance of Member States and the Commission, the Commission adopted on 8 March 2007 a Communication entitled **Gender Equality and Women's Empowerment in Development Cooperation**.³³ The document provides guidance on the ways to promote gender equality through the new aid modalities, namely budget support. On the basis of this Communication, the Council of EU Foreign and Development Ministers adopted on 15 May 2007 Conclusions on gender equality and women’s empowerment in development cooperation.

The Communication **Gender Equality and Women's Empowerment in Development Cooperation** is supported through the following EC financing instruments and programmes:

The **European Instrument for Democracy and Human Rights (EIDHR)** includes the equal participation of men and women as a specific theme under its Objective 2 “Strengthening the role of civil society in promoting human rights and democratic reform, in supporting the peaceful conciliation of group interests and consolidating political participation and representation”. Under the EIDHR, election observation is another relevant tool to promote women’s role and participation in the democratic process, in particular in post-conflict/conflict-prone societies.

For the seven years between 2007 and 2013, ODA actions in the field of gender equality will be channelled through the **Investing in people** thematic programme which has an explicit gender pillar in all its areas of activity. The aim of this pillar is to emancipate and empower women. Example activities include literacy campaigns for adult women. “Investing in people” does not seek to empower women through a top-down prescriptive approach. Instead, it promotes the participation of people actively in the gender field in the design, implementation and budget formulation of the programme.

In Ukraine within **Investing in people** programme on the occasion of the International Women’s Day 2008, the European Commission announced the drawing competition on the theme of gender equality among children of 8-10 years old. This competition will call on the children, the future adults, to express their vision of women/men equality.

³² http://ec.europa.eu/europeaid/where/worldwide/index_en.htm

³³ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:52006DC0092:EN:NOT>

³⁴ http://ec.europa.eu/europeaid/where/worldwide/gender/details_en.htm

In April 2007, the European Commission jointly with the United Nations Development Fund for Women (UNIFEM), and the International Training Centre of the International Labour Organization (ITC-ILO) - launched the **EC/UN Partnership on Gender Equality for Development and Peace**: this programme seeks to build capacity of relevant actors and improve accountability for gender equality in 12 focus countries, including Ukraine. The **EU and UN Gender Equality Partnership for Peace and Development Programme** is aimed to mainstream gender in national policy and EU-Ukraine partnership programs.

The key project, supported by EC is the **Ukraine-European Policy and Legal Advice Centre (UEPLAC)**. The overall objective of the Project is to strengthen understanding, implementation and ownership by the Ukrainian authorities of the whole process of legal approximation to the EU acquis in all the areas foreseen in the Partnership and Cooperation Agreement (PCA) and in the European Neighbourhood Policy Action Plan (ENP-AP).

The specific objectives of the Project are aimed at:

- ensuring proper prioritization of Ukrainian legislative approximation work;
- assisting in the preparation of approximated legislation, in conformity with priorities, in the fields relevant to PCA and ENP-AP implementation;
- strengthening Ukrainian policy-making/legislative process in the context of EU integration;
- building of Ukrainian capacity in understanding and being able to implement the process of approximation of the Ukrainian legislation to the EU acquis.

In 2002-2005 for this project were allocated €4 793 825, in 2005-2007 – €1 591 350.³⁵

European Commission is funding **Ukraine's National Coordination Unit (NCU)** that is targeted to provide information regarding technical assistance provided to Ukraine by both multilateral donors such as the European Union, United Nations, World Bank and European Bank for Reconstruction and Development within the framework of multilateral co-operation and by a number of individual countries through bilateral agreements.³⁶

In 2006 European Commission supported **three projects on gender equality** on the amount of 259 thousands USD, that constituted 0,11% from overall ODA in 2006.

From the Ukrainian government side in August 2005 the **Strategy for Attracting International Technical Assistance in 2005-2007** was adopted by the Cabinet of Ministries of Ukraine. This Strategy is aimed to identify guidelines and tasks for ODA. This Strategy is in compliance with Action Plan Ukraine – EU and Program of Cabinet of Ministries of Ukraine “Toward People” as well as with donors’ promises to increase international technical assistance (ITA). The Strategy aims to identify directions and tasks to attract ITA in 2005-2007 to carry out reforms, increase living standards of Ukrainian citizens, create socially oriented economy, integrate into European and Euro-Atlantic structures, and WTO. The Strategy stresses the ITA helps Ukraine to lead course on European and Euro-Atlantic integration, allows attracting additional resources for strategic tasks implementation, decrease state budget burden and create new job places.³⁷

³⁵ <http://www.ueplac.kiev.ua/en/about>

³⁶ <http://www.ncu.kiev.ua>

³⁷ Strategy for Attracting International Technical Assistance in 2005-2007

http://www.me.gov.ua/control/uk/publish/article/main?art_id=70212&cat_id=36277&search_param=%D1%D2%D0%C0%D2%C5%C3%B2%DF&searchDocarch=1&searchPublishing=1

The Ukrainian government priorities in accordance with **the Strategy for Attracting International Technical Assistance in 2005-2007** are:

- to enhance the competitiveness of the national economy, to ensure sustainable economic growth rates, and to introduce innovative model of economic development;
- to ensure Ukraine's accession to the WTO, to accomplish European and Euro-Atlantic integration;
- to create enabling business environment, to develop small and medium business;
- to deepen democratic transformations, to establish institutes of developed civil society;
- to attain the development goals set in the UN Millennium Declaration (995_621), specifically, to improve social conditions and health of Ukrainian citizens, to ensure humanitarian development;
- to enhance environmental, nuclear and radiation safety, to eliminate the consequences of the Chernobyl disaster, and provide socio-economic recovery of contaminated regions;
- to guarantee security and protection of the state and citizens;
- to develop state regional policy, to implement administrative-territorial reform.

Since 1991 Ukraine received about 5 billion US dollars for ITA projects implementation. The main donors are USA, Canada, Germany, the Netherlands, Sweden, Switzerland, Japan, EU, UN.

In 1991-1997 the projects were aimed at development of market economy infrastructure, in 1997 – 2004 – at structural and legislation reforms, democratisation of society, sustainable economic development, environmental and nuclear safety, increasing of living standards in province, renaissance of national culture.

In 1991-1997 the ITA was directed to

- increase professional level of governmental officials in the field of state fiscal and tax policies;
- deregulation of entrepreneurship; development of small and medium business;
- micro credits for business;
- bank sector development;
- improvement of legislation base;
- agriculture sector development;
- energy economy development;
- effective use of energy resources;
- increasing of nuclear stations safety;
- improvement of Ukrainian population reproductive health;
- improvement of health care services; prophylactics of AID and tuberculosis;
- development of family medicine;
- educational programs.

In 2005-2007 the ITA was directed to:

- increase national economy concurrent ability, innovation development model implementation;
- Ukraine's integration to WTO, European and Euro-Atlantic structures;

- small and medium business development;
- reforming of trade unions;
- pension reform;
- widening of democratic transformations, development of civil society institutes;
- reach Millennium Developments Goals, in particular, improvement of social environment and population's health; humanitarian development;
- guarantee of citizens safety and protection;
- development of state regional policy, administrative-territorial reform.

The task "Assistance to gender equality implementation" is incorporated into *Democratic transformations* direction.

In 2005 the list of implemented projects consisted of 250 projects. Among them only two projects were on gender issues – "**Development of cross-border initiatives in terms of women's unemployment and traffic in women**" (implemented in Lviv, budget €125 000) and **Program of Equal Opportunities** of UNDP.

On the state of the 1st of May 2008, 255 projects are registered in the Ministry of Economy of Ukraine. Among them only one project is directly aimed at gender equality issue – **EU and UN Gender Equality Partnership for Peace and Development Project**. Ministry of Ukraine of Family, Youth and Sport Affaires is identified as a main recipient. Two projects **Mother's and children's health** were supported by USAID and Ministry of Foreign Affairs of Switzerland. Unfortunately, Ministry of Economy of Ukraine does not inform on amount of money directed to implementation of these projects.

EU Member States developmental aid

From the EU-27 Sweden, the United Kingdom (UK), Denmark, Germany, the Netherlands, the Slovak Republic and Poland provide assistance to Ukraine.³⁸

Sweden (SIDA) has just adopted its new assistance strategy for Ukraine covering the period 2005-2008. Funding during this period is set to double from around €9 million to €13-17 million a year towards the end of the period covered by this strategy. Sweden's bilateral assistance will focus on strengthening democracy, economic and social reform and the environment. Participation in large, sector-wide, multi-donor programmes is encouraged under the new strategy.

The **UK (DFID)** is presently providing assistance (approximately £6.5 million per annum) at both regional and national levels in a range of areas: social protection, economic development and regeneration, community and civil society engagement, HIV/AIDS and public administration reform. The DFID is reviewing its development programme in Ukraine and will be revising its focus and level of engagement over the period 2006-2008.

Denmark provides bilateral assistance to Ukraine through targeted programmes. For the period 2004-2007, approximately €5,3 million have been allocated to Ukraine covering the sectors: free and independent media, combating human trafficking and strengthening civil society. The contribution to Ukraine is expected to increase over the next couple of years to support the reform

³⁸ ENPI Ukraine Country Strategy Paper for 2007-2013. Annex 4. P.27.

process through cooperation with both the authorities and NGOs. A project to support the reform of the public sector in Ukraine is under preparation.

Germany has developed intensive bilateral cooperation with Ukraine since the beginning of the 1990s to help strengthen democracy, the rule of law and market economy reforms. From 1993 to 2004, the Federal Government granted Ukraine support totalling approximately €115 million under its TRANSFORM programme. The budget for 2005/2006 is €48 million. Priority fields are energy (production and transmission) as well as the development of small and medium business. Moreover, Technical Assistance is granted to support administrative reforms and prevention of HIV/AIDS.

The **Netherlands** provides support to Ukraine through the MATRA programme, designed to promote social transformation in Central and Eastern Europe. (MATRA is a Dutch acronym for “social transformation”.) Within MATRA the most important areas in Ukraine are healthcare, the environment, human rights/minorities and the media. A total of more than €16 million has been committed to Ukraine since 1994.

Assistance of the **Slovak Republic** to Ukraine since 2004 has aimed at building the capacities of civil society and think-tanks including in the Eastern Regions of the country and promoting independent media. Support was also provided to support the transformation of structures of local self-governance and for election monitoring. Micro-grants (for a total value of SKK 1 million, with a threshold of SKK 200,000 per grant) were provided through the diplomatic mission in Kyiv. The provision of assistance to Ukraine by the Slovak Republic is determined mainly by the “Proposal for Slovakia’s assistance to Ukraine in the implementation of the objectives of the EU-Ukraine Action Plan”, approved by the Slovak government in October 2005 and based on the priorities of the EU-Ukraine Action Plan.

Poland provides assistance to Ukraine of approximately € 3-4 million per annum, in particular in the following areas: public administration reform, support for local government and economic reforms.

Ukraine is also now eligible for **European Investment Bank (EIB)** lending from the EIB envelope for Russia, Ukraine, Moldova and Belarus over the period 2005/2006. Following the ratification of the EIB Framework Agreement in February 2006, work has started on establishing a viable loan portfolio. Projects will focus on public infrastructure in the areas of transport, energy, the environment and telecommunications. For the period 2007-2013 a new EIB mandate is currently being negotiated within the EU.

A new **European Bank for Reconstruction and Development (EBRD)** Strategy for Ukraine was approved in June 2005. The EBRD will focus its operations on helping to improve the business climate and the competitiveness of the private sector, strengthening the capacity of the financial sector and supporting the restructuring and modernisation of Ukraine’s transport, energy and municipal and environmental infrastructure

Other developmental programmes and sources of developmental aid

Ukraine has been a leading recipient of the **United States** technical assistance, which since Ukraine’s independence has totalled more than USD 3.3 billion. US assistance is focusing on support for market-based economic reforms and on strengthening democratic governance, the rule of law and civil society. Enhanced regional security and non-proliferation goals are also targeted.

Ukraine is now eligible under the Threshold Programme of the Millennium Challenge Corporation (MCC) where actions will focus on anti-corruption measures.

Since 1992, **USAID** (United States Agency for International Development) has devoted more than \$1.6 billion to Ukraine. Today, USAID focuses on good governance, economic growth, and improving health conditions. It also works to develop public-private partnerships to leverage resources and expand the reach of its assistance.

In 2007 the USAID supports in Ukraine the following programs:

- Strengthening Good Governance
- Improving the business and investment climate
- Combating corruption

USAID assistance to Ukraine in 2005 constituted - \$87,300 mln, in 2006 - \$40,100 mln., in 2007 – \$38,200 mln. The funding per program area in 2007 was the following:

- Governing Justly & Democratically (GJD): 62%
- Economic Growth (EG): 33%
- Investing in People (IIP): 5%

The **World Bank** (WB) operates on the basis of its Country Assistance Strategy (CAS) for 2004-2007 which targets seven long-term objectives, including macroeconomic and financial stability, poverty reduction, human development and environmental sustainability. A CAS Progress Report was published in May 2005.

The **UNDP** is currently preparing its Country Programme Action Plan for 2006-2010. Focal areas are likely to include democratic governance and access to justice, prosperity and human security and energy and environment for sustainable development. Ongoing UNDP activities are focusing on three clusters related to prosperity, governance and the environment. The UNDP is also implementing a Community Development Programme in Crimea and the Chernobyl region.

United Nations Development Fund for Women (UNIFEM) provides financial and technical assistance to innovative programmes and strategies that promote women's human rights, political participation and economic security. Within the UN system, UNIFEM promotes gender equality and links women's issues and concerns to national, regional and global agendas by fostering collaboration and by providing technical expertise on gender mainstreaming and women's empowerment strategies.

UNIFEM CIS is the United Nations Women's Fund, working in the 12 countries of the Commonwealth of Independent States. In 2006 UNIFEM issued grants for two Ukrainian NGOs for the Prevention of Domestic Violence Problem for total amount more then 200 thousands Euro.³⁹

United Nations Trust Fund in Support of Actions to Eliminate Violence Against Women announced a call for proposals 2008. It is overall estimated US\$15 million for grant-making. The UN Trust Fund will support implementation of national policies, laws and actions plans on ending violence against women.

The **Global Fund** to fight AIDS, Tuberculosis and Malaria is a leading player in the fight against HIV/AIDS in Ukraine. The EC is a major contributor to the Global Fund which has released funding totalling USD 67 192 109 for phase two of its activities in Ukraine.

³⁹ www.unifem.org/gender_issues/violence_against_women/trust_fund.php

Ukraine is the only priority country for **Canadian assistance in Eastern Europe**. Annual funding totals approximately US\$ 15 million with a focus on good governance and civil society, civil service reform, SME development and agriculture.

The **Council of Europe, OSCE, Japan and Switzerland** also provide assistance to Ukraine.

Development Aid for Ukraine in 1999-2006
(mln. USD)

	1999	2000	2001	2002	2003	2004	2005	2006
USA	284,44	272,98	232,26	253,1	227, 48	143,47	172,2	265
Canada	13,5	13,5	13	12,7	14,3	14	14	14
EU (TACIS)	126,8	125,9	146,4	120,0	113,6	120	189,37	166
Netherlands	8,3	7,1	9,75	5,8	7,0	7	6,15	6,15
Sweden	3,45	2,18	2,7	5,3	6,4	6,4		
Great Britain	15,1	14,1	13	10,6.	15,1		12,95	12,95
Germany	10,1	8,71	8,7	6,1	9,5		1,9	
Switzerland	2	5.	5,35.	2,9	3,43			
UNDP and other UN institutions	3,5	3,5	5,13	2,28	14,0	10	15	30
Japan	5,8	6,81	0,38	0,38	0,8	0,8	0,8	6,7
Denmark				2,1	1,5			
China		1,2	1,2	1,2	1,2	1,27	1,2	1,2
EBRD	54,0	60,0	53,0	61,0	70,0	100	100	100

The only one fund – **Ukrainian Women’s Fund (UWF)** directly supports the active participation of women and women’s organizations in the development of a just society that guarantees women’s rights, strengthens their role in the community, and promotes women at all levels and in all fields. Its aim is to help women and women’s organizations to play an active role in the process of building gender democracy.

In accordance with UWF’s Annual Report⁴⁰ the following donors support this fund:

- Mama Cash
- Women’s Funding Network
- International Network of Women’s Funds
- International Women’s Club Kyiv
- Filia Fund
- Global Fund for Women
- Foundation Open Society Institute
- Public Affairs Section of the US Embassy, Kyiv

⁴⁰ Ukrainian Women’s Fund Annual Financial report – 2007. http://www.uwf.kiev.ua/en_index.htm

- Vital Voices
- Institute of International of Educational
- International Renaissance Foundation
- Indiana University Parliamentary Development
- Individual donors

In 2007 UWF supported the following programmers:

Expenditure	EUR
1. Program activities in giving charitable grants	47843
Expanding economic opportunities for women	16427
Development of women's organizations	2021
Women change communities	15638
Practices of implementing institutional mechanisms for ensuring gender equality	2915
Youth leadership	1963
Promoting regional organizations through activities of Informational Centers	7854
Strengthening international relationships through participation of women in international events	1025
2. Other Programs	81193
Informational activities (web-portal, website, databases, Directory of women's NGOs, informational materials)	13644
First Step to Success program for girls	12144
Program for girls	2027
Participation in international meetings and hosting international meetings in Ukraine	28500
Preventing breast cancer and awareness campaign	3221
Practices of implementing institutional mechanisms for ensuring gender equality	5188
Women's Human Rights	14366

NGO's and developmental aid

*The World Bank Civil Society Survey – Ukraine 2003*⁴¹ indicated that according to various estimates there are currently close to 40,000 registered civil society organizations (CSOs) in Ukraine, it is, however, estimated that approximately 10% of these organizations can be considered fully active and effective to some extent of their activities. According to the survey results nearly one half of all CSO respondents are involved in developing and implementing of educational and/or training program activity. Nearly 40% of CSOs collect and disseminate information, while one third of CSOs provide humanitarian or social assistance, lobby the interests of specific social groups before the authorities, or provide legal defence and assistance services.

⁴¹ <http://csawiki.undp.sk/index.php/Ukraine>

There are about 45 National and International, and about 1,500 regional and local women's NGOs officially registered in Ukraine.⁴² Their input to social life and process of democratization is very efficient.

The legal framework enabling CSO activities are in place. Their activities are regulated by a number of laws: *The Law on Associations of Citizens (1992)*, *Law on Charity and Charitable Organizations (1997)*, *Law on Professional Artists and Art Association (1997)*, *Law on Youth and Children NGOs (1998)* and *Law on Freedom of Conscience and Religious Organizations (1991)*.

The registration process is not difficult or costly, but time-consuming. The legal climate is unfavourable for sustainability and growth of CSOs, due to a limited choice of sources from which CSOs can generate their incomes without risking losing their non-profit status. The registration process for CSOs is subject to varying interpretations by local officials, which sometimes prolongs the procedure by six to eight months.

If CSO has the status of non-profit it does not pay tax on income. However it can't receive payment for their services or products (e.g. can't distribute or sell their magazines and newspapers through subscription.). Grants are not taxed in Ukraine, except on salaries paid to staff or consultants from these funds and VAT on goods and services purchased from grant money.

The World Bank Civil Society Survey – Ukraine 2003 has shown that there is a high level of cooperation between CSOs and the authorities, in particular at the local level, where 79% of respondents confirmed such cooperation. Organizations engaged in publishing as well as socio-political activities tend to have the highest levels of constructive cooperation with the authorities. Advocacy CSOs and representative organizations (especially lobbyists) tend to come into conflict more often with the authorities. In terms of current obstacles to the forging of better relationships between CSOs and national and local authorities, the majority of respondents noted: an absence of legal mechanisms for public oversight of the authorities, an absence of public information on key decisions by the authorities, a lack of desire on the part of authorities to actively cooperate with CSOs and the passivity of the general public.

In theory, CSOs may participate in decision-making directly through a system of access to government information, discussion of draft documents, public consultations, submitting proposals, and so on. In fact, only a few Ukrainian CSOs have sufficient intellectual and institutional capacity to influence the government through policy analysis and policy recommendations. Weakness of civil society institutions prevents them from becoming effective contributors to the policy process and advocates of more transparency and accountability of the government.

The research conducted within CIVICUS Civil Society Index project⁴³ (CSI) showed, that CSOs have a weak impact on public policy, on society at large and on the well-being of citizens. The lower level of civil society impact is connected to the average score for its environment, which remains quite unsupportive for civil society. The general political and socio-cultural context strongly shapes CSO practices as they needed to survive in a society with a high level of corruption, disrespect for the rule of law, clientelism, an indifferent attitude of government, distrust and intolerance. This eventually determines CSOs' advocacy practices, since organisations cannot use the legal mechanisms for protecting the interests of their stakeholders, and lead to government ignoring any propositions submitted by civil society.

⁴² Ukrainian Women's Non-Profit Organizations Directory, Innovation and Development Center, 2001.

⁴³ Svitlana Kuts, Lyuba Palyvoda. CIVICUS Civil Society Index Report for Ukraine. – P. 35-36.

http://www.civicus.org/new/CSI_Ukraine.htm

The data collected within CIVICUS Civil Society Index project shows that in 2001 many CSOs lived on a very limited budget: more than 40% of organisations report annual revenues of \$500 or less. Another 21% have annual revenues of between \$500 and \$2,000. Seventeen percent of organisations have revenues of between \$2,000 and \$10,000. The main income sources are international donors (26% of total income) and charitable donations from businesses (19 percent). Income-generating activities (13 percent) and funds from local and/or national governments (13 percent) also play an important role in the support of the sector. However, the financial situation of Ukrainian CSOs is improving gradually, in 2002-2003 only a quarter of CSOs operated on a budget of less than \$500.

The funding base of CSOs in 2002/2003

Annual funding	2002	2003
0 – 500 USD	26%	25%
501 – 999 USD	11%	10%
1 000 – 4 999 USD	17%	20%
5 000 – 9 999 USD	12%	12%
10 000 – 19 999 USD	10%	9%
20 000 – 29 999 USD	4%	6%
30 000 – 49 999 USD	3%	3%
More than 50 000	6%	5%
Don't know	9%	6%

Still the majority of CSOs derives their funding from international donors (68%) and only a quarter receives funding from individuals.

Sources of funding of Ukrainian CSOs (Percentage of the CSO funding base in 2002 and 2003 calendar years that came from specific sources)

Sources of funding	2002	2003
Grants, international	69%	68%
Business contributions	37%	38%
Government contributions	36%	36%
Specific business activity such as social enterprise	30%	32%
Membership fees	28%	33%
Grants, domestic	22%	29%
Individual donations	22%	26%
Other	44%	55%

Ukrainian CSOs are quite often the smart way for the government authorities to get access to the grant resources and budgetary resources allocated for social purposes. There are a big number of CSO-affiliates to the government structures.

Assumptions

In 2005, the Council of the European Union, EU Member States, the European Parliament and the Commission on European Union Development Policy adopted joint statement, known as the **European Consensus on Development (ECD)**. In this Consensus all parties reaffirmed that “the primary and overarching objective of EU development cooperation is the eradication of poverty in the context of sustainable development, including pursuit of the Millennium Development Goals (MDGs)”⁴⁴.

As known, the eight MDGs are to: eradicate extreme poverty and hunger; achieve universal primary education; promote gender equality and empower women; reduce the mortality rate of children; improve maternal health; combat HIV/AIDS, malaria and other diseases; ensure environmental sustainability and develop a global partnership for development.

The European Consensus on Development states that MDG agenda includes many development activities from democratic governance to political, economic and social reforms, conflict prevention, social justice, promoting human rights and equitable access to public services, education, culture, health, including sexual and reproductive health and rights, as set out in the ICPD Cairo Agenda, the environment and sustainable management of natural resources, pro-poor economic growth, trade and development, migration and development, food security, children’s rights, gender equality and promoting social cohesion and decent work.⁴⁵

In the European Consensus on Development the promotion of gender equality and women's rights is considered to be a fundamental human right and a question of social justice, as well as being instrumental in achieving all the MDGs and in implementing the Beijing platform for Action, the Cairo Programme of Action and Convention on the Elimination of All Forms of Discrimination Against Women. Therefore the EU promised to include a strong gender component in all its policies and practices in its relations with developing countries.⁴⁶

The EU-Ukraine Action Plan and EU-Ukraine Country Strategy Paper do not address directly to MDGs. However EU-Ukraine CSP six priority areas correspond to understanding of MDG agenda in ECD, and improvement in these areas could help to realize MDGs.

Among other strategic objectives the EU-Ukraine CSP emphasizes that EU development policy is driven by the overriding objective of *poverty reduction* with the complementary aims of promoting good governance and respect for human rights.⁴⁷

It was mentioned that *gender equality* that is the goal 3 of MDGs is incorporated in the EU-Ukraine Action Plan and is a cross-cutting issues in EU-Ukraine Country Strategy Paper 2007-2013. In our CSP gender analysis conducted in 2007⁴⁸ we stressed that mentioning gender equality as cross cutting issue is not enough to address women’s needs if each of six priority areas is gender blind. Also this complicates an access of women’s NGOs to European funds.

⁴⁴Joint statement by the Council and the representatives of governments of the Member States meeting within the Council, European Parliament and the Commission. ‘The European Consensus on Development’. Brussels, 22. November 2005. P. 5. www.dfid.gov.uk/eupresidency2005/eu-consensus-development.pdf

⁴⁵ Ibid. P.7.

⁴⁶ Ibid. P.9.

⁴⁷ ENPI Ukraine Country Strategy Paper for 2007-2013. P.9.

http://ec.europa.eu/world/enp/partners/enp_ukraine_en.htm

⁴⁸ Iryna Trohym, Oksana Kisselyova. A Gender Analysis of EU Development Instruments and Policies in Ukraine. // EU Gender Watch. A Comparative Analysis of EU Development Instruments from the Gender Perspective in: Georgia, Ukraine, Tajikistan representing respective sub-regions: Caucasus, EU-Neighboring Countries and Central Asia.

In **Ukraine Progress Report 2007** the evaluation of Ukraine's achievements in the area of gender equality is placed in Human Rights and Fundamental Freedoms Chapter: "The state programme on gender equality, which was adopted in December 2006, led to the adoption of supporting decrees and regional programmes. However, the enforcement of the 2006 framework law on equal rights of women and men is weak. Women still suffer from the current pay gap and the lack of training opportunities at work. Domestic violence is still a concern. Further awareness activities, an increase in shelter capacities as well as a better implementation of the related provisions of the criminal code at judicial level are therefore needed".⁴⁹ The Employment and Social Policy Chapter refers to this evaluation. All other chapters do not mention gender issues at all.

Today we can content that flows of EU Official Development Assistance have been distributed disproportionately with regard of ensuring gender equality. In 2006 European Commission supported three projects on gender equality on the amount of 259 thousands USD, that constituted 0,11% from overall ODA in 2006. Moreover, there is no data on gender impact evaluation of projects that are not focusing on women's benefit as a main purpose.

In spite of EC plays an important role in promoting economic and structural reforms, regional partnership, rule of law etc., its efforts to mainstream gender do not correspond to EU gender policy. We do not observe the EU specific actions to assist through ODA to Ukraine's efforts to achieve gender equality and women's empowerment. EU has not clear mechanism to mainstream gender in all projects and programs, as it is needed in accordance with Monterrey Consensus Document and as it was stated by **European Consensus on Development**.

In fact, the civil society accession to European funds is not transparent and easy. The project applying procedure is complicated. In many cases to participate in the project needs a number of partners from Member States. If the project is selected for financing, the organization receive grant only 1,5 – 2 years later. Taking into account that economic and political situation is changing very quickly in Ukraine, such financing delays make project realization inefficient.

⁴⁹ Implementation of the European Neighbourhood Policy in 2007. Progress Report Ukraine. P.7.

Part 3. Cooperation with the development bodies

Cooperation with EC Delegation/Gender Focal Point

After sending three e-mails, fax and telephone conversation Liberal Society Institute received the information on Gender Focal Point from Ms Tetiana Shulha, Project Manager of Neighbourhood Programmes of Delegation of the European Commission to Ukraine.

The Gender Focal Point (GFP) in the Delegation of the European Commission to Ukraine has been appointed early 2007. It relates in particular to the following functions:

- Collaborating in identifying partner organisations representing women's interests related to the technical areas of interest.
- Soliciting a gender-balanced participation of the experts used for the activities funded by the EC.
- Collecting relevant information, documentation, good practices in the gender aspects of technical issues of the Unit, in collaboration with the Gender Network of RELEX Family.
- Ensuring that women and gender issues are correctly taken into account in strategy design and programming for overall Unit's activities.

Its activities include:

- Gender sensitisation of the calls for proposals.
- Reviewing of project proposals.
- Collection of the information on gender equality in the country.

As it is quite clear from the functions the GFP is an internal appointment in the Delegation, hence no reporting to civil society is envisaged.

Within Gender Watch Project Liberal Society Institute send the report: "*Comparative Analysis of EU Development Instruments from the Gender Perspective in: Georgia, Ukraine, Tajikistan representing respective sub-regions: Caucasus, EU-Neighbouring Countries and Central Asia*" to the Delegation of European Commission in Kiev by e-mail in September 2007.

The conference/training *Official Development Assistance / European Neighborhood Policy* was carried out on the 11th of December 2007 in Kiev by Liberal Society Institute under support of President Fund and Network East-West Women. The representatives of EU Delegation in Ukraine were invited, but nobody took part in the conference in despite of invitation and long communication from LSI side. That narrowed the opportunity to set a partnership among civil society and EU Delegation. After training the recommendations developed by civil society were sent to EU Delegation in Ukraine through e-mail.

The Delegation of the European Commission in Ukraine has started a dialogue with representatives of Ukrainian civil society to hear their views on the progress made in the priority sectors of EU-Ukraine cooperation as laid down in the EU-Ukraine Action Plan. On the 5th of February 2008 the EC Delegation organized a Round table to discuss Chapters "Political Dialogue and Reform" and "Economic and Social reform and development" of the EU-Ukraine Action Plan.

During this Round table Oksana Kisselyova (Liberal Society Institute) and Iryna Trohym (Women's Perspectives, Lviv) made their contribution on the issues on *Equal treatment, equality of men and women in society and economic life*. The outcomes of gender analysis of EU-Ukraine Action Plan, EU-Ukraine Country Strategy Paper and Gender Watch Project were presented to the

representatives of the Delegation of the European Commission and civil society. Unfortunately, the recommendations given by civil society on gender mainstreaming within ENP were not taken into consideration in Ukraine Progress Report 2007.

Cooperation with EC Directorate-General representatives

The EC Directorate-General for Employment, Social Affairs and Equal Opportunities has the task of contributing to the development of a modern, innovative and sustainable European Social Model with more and better jobs in an inclusive society based on equal opportunities.

It plays a key role in promoting positive interaction between economic, social and employment policies, bringing in the main players who can help to achieve the EU strategic objective, viz. to make Europe the world most competitive and dynamic knowledge-based economy, capable of sustainable economic growth, with more and better jobs and greater social cohesion.⁵⁰

Within the Employment, Social Affairs & Equal Opportunities Directorate-General (DG), two Units deal with Gender Equality issues: the "Equality between Women and Men" Unit and the "Equality, Action against Discrimination: Legal Questions" Unit.

- The Unit dealing with "**Equality between Women and Men**" coordinates gender mainstreaming and assists other services of the Commission to gender mainstream their policies. This means integrating the gender equality objective into all Community policies.
- The Unit dealing with "**Equality, Action against Discrimination: Legal Questions**" ensures the effective transposition and implementation of Community legislation and initiates new legislative proposals if necessary. Awareness rising is an important aspect of the effective implementation of gender equality legislation.⁵¹

Within the Commission's **External Relations Directorate General** (DG RELEX), there is a Deputy Director General, Hugues Mingarelli, responsible for relations with Eastern Europe, the Southern Caucasus, Central Asia, Middle East and the Southern Mediterranean, as well as the development and implementation of the European Neighbourhood Policy.

Directorate D, under its Director, Rutger Wissels, is responsible for the **European Neighbourhood Policy**. The Head of Unit responsible for Ukraine, Belarus and Moldova is Ms. Hilde Hardeman.

Liberal Society Institute sent a e-mail letter of inquiry on information what the section responsible for Ukraine is doing in a field of gender. We received an answer from Mr. Christoph Wagner, Desk Officer Ukraine (economic, trade and regulatory dimensions - coordination negotiations New Enhanced Agreement) of External Relations Directorate-General of European Commission. He wrote: "Gender issues are integral part of our policy dialogue with Ukraine in the context of the implementation of the Join Action Plan. For example, at the last Subcommittee on social issues in October 2007 both sides discussed the Ukrainian 2005 law on equal rights. The Ukrainian side underlined its framework character and stressed ongoing activities to align Ukrainian legislation to the mentioned law. The EU side also recalled the need to reduce the large gender pay gap". Also he provided us with information on Women and Children Rights Project.

⁵⁰ Directorate-General and Services. http://ec.europa.eu/dgs_en.htm

⁵¹ Gender Equality. http://ec.europa.eu/employment_social/gender_equality/index_en.html

Cooperation with National Government

The Donor Government Working Group (DGWG) was set up in the context of the 1st Annual Donor Conference, held in Kyiv in January, 2006 and the Donor Consultation Meeting of 9 March, 2006 and with the leading participation of the Directorate for Coordination of International Technical Assistance of the Ministry of Economy of Ukraine.

The goal of the DGWG is to support Ukraine's progress towards, and the donor community's mutual commitment to the Paris Declaration of Aid Effectiveness, by providing a forum for joint donor-government discussion of local ownership, alignment, harmonization, results-based management and mutual accountability, as they relate to their respective programmes of external assistance.⁵²

The aim is to maintain links between the Ukrainian side and the donors in order to coordinate the involvement of international technical assistance with greater alignment towards the principles of Paris Declaration on Aid Effectiveness as well as in accordance with the state priorities for the social and economic development of Ukraine and to support the capacity of Ukraine to make the best use of international technical assistance, to share experience of the ODA and give expertise and advise to Ukrainian side on the related matters.

It is also foreseen that this activity would provide the basis for high – level strategic discussions between the Government of Ukraine and the wide range of bilateral and multilateral donors in Ukraine, and that they would provide the foundation for the Government of Ukraine to take full and effective leadership over the external assistance that is delivered in Ukraine.

The objectives of the Working Group activity:

- To support the translation of Ukraine's national and sector development strategies and priorities into a series of concrete and results - based strategies for external assistance.
- To identify and agree upon a set of harmonized and results-based performance assessment frameworks and targets, which are aligned to Ukraine's national and sector development strategies.
- To provide a joint forum to discuss donors' comparative advantages and to establish collaborative and harmonized means for donors to make the greatest possible use of their respective comparative advantages.
- To discuss the approaches and challenges related to the eventual use of Ukraine's public financial management and national procurement systems in the delivery of international technical assistance.
- To establish an effective framework for reporting on donor activities and aid flows, and sharing information on donor activities and results with the private sector, civil society and Ukrainian society at-large.
- To provide a joint forum to coordinate and share analytical and diagnostic data and reduce the number of individual donor-funded analytical and diagnostic missions.
- To implement the decisions of the annual donor's conference and to participate in the preparation of the conferences.
- To coordinate the work of joint sector/thematic sub groups.

⁵² Official Development Assistance in Ukraine. <http://www.oda-coordination.org.ua>

- To promote in the regions and among potential beneficiaries the programming principles, priorities and procedures of the donors.

The Working Group consists of:

- Government of Ukraine - the representatives of the Secretariat of the Cabinet of Ministers, Ministry of Economy of Ukraine, Directorate for Coordination of the International Technical Assistance, Ministry of Foreign Affairs of Ukraine.
- Donors - the United Nations system, Embassy of the United States (United States Agency for International Development), World Bank – representing the International Financial Institutions, Embassy of Canada (Canadian International Development Agency), Delegation of the European Commission, Council of Europe, the Embassy of Republic of Turkey and the Embassy of Japan.

Five Thematic Working Groups were set up according to the national priorities and development agenda:

Thematic group A: Support to Economic Reforms consists of five sub-groups:

Trade and macroeconomics
 Finance and banking
 Enterprise support
 Regional cooperation
 Agriculture

Thematic Group B Raise of Social Standards of Life consists of six sub-groups:

Social security and pension system
 Science, education and culture
 Health care
 HIV/AIDS
 Migration
 Control over drugs

Thematic Group C: Support of Institutional Reforms and Governance consists of five sub-groups:

Governance and administrative reform
 Justice and law approximation in accordance with the norms of the EU
 Anti corruption field
 Human rights and gender equality
 Support to the civil society and media

Thematic Group D: Networks consists of three sub-groups:

Environment protection
 Transport and informational technologies
 Development of the border crossing points

Thematic Group E: Energy consists of three sub-groups:

Nuclear safety
 Energy saving technologies and renewable
 Energy policy

The DGWG holds regular meetings not less than half a year. The time, place and agenda of each meeting will be determined by the members of the DGWG. The Directorate for Coordination of International Technical Assistance of the Ministry of Economy of Ukraine will be responsible for the organization of the meetings.

The first meeting of the Thematic sub-group C4 on human rights and gender equality took place on the 10th of July 2007. The subject of the meeting was: modality of Subgroup functioning and terms of references; definition of Subgroup main areas and priorities; presentation of the priorities and main directions identified by state executive bodies; establishment of database of programmes/projects in the area of human rights and gender equality.

The Sub-group on human rights and gender equality is chaired by the Ministry of Justice and Ministry for the Family, Youth and Sport.

Liberal Society Institute set relations with Ms Raisa Semenets, Deputy Director of the Directorate for family and gender policy - Head of unit for gender policy of the Ministry for the Family, Youth and Sport. Ms. Semenets took part in the conference/training *Official Development Assistance / European Neighbourhood Policy*.

The relations also were set with Mr. Oleksandr Brodskiy, Director of Department of Coordination of International Technical Assistance of the Ministry of Economy of Ukraine concerning gathering the data about the development aid utilization. He recommended the web-site of the Ministry of Economy of Ukraine and web-site on Official Development Assurances to obtain the data.

The Draft of the **Strategy for Attracting International Technical Assistance in 2008-2011** was placed at the web-site on Official Development Assurances. The civil society had an opportunity to make recommendations on this Strategy.

In 2008-2011 the *human development* is planned to be one of the directions of ITA. The “*strengthening of equal rights of men and women through special aware-rising programs on overcoming of gender stereotypes and forming of gender culture, dissemination of social advertising on positive family image, and family support*” – is planned to be results of ITA implementation.

Liberal Society Institute sent recommendations on ODA gender perspectives developed during training by e-mail.

NGOs developmental platform

In the conference/training *Official Development Assistance / European Neighborhood Policy* (December 2007, Kiev) the representatives from women's NGOs, men's NGOs and human rights NGOs took part (see Annex 1). Both women and men from all regions of Ukraine took part. The training raised a big interest in development and gender issues among NGOs. The training showed that ODA/ENPI topic is new and not well known among Ukrainian NGOs.

The program included three presentations and work in the working groups. The following presentations were made:

Oksana Kisselyova (*Liberal Society Institute, Kiev*). "Official Development Assistance: Global and European Context"

Iryna Trohym (*West-Ukrainian Center "Women's Perspectives", Lviv*). EU Official Development Assistance for Ukraine.

Maryna Saprykina (*Project "EU and UN Gender Equality Partnership for Peace and Development", Kiev*). EU and UN Gender Equality Partnership for Peace and Development.

Oksana Kisselyova and Iryna Trohym presented results of *Gender Watch Project*. Maryna Saprykina presented results of research on gender dimension of ODA in Ukraine carried out within *EU and UN Gender Equality Partnership for Peace and Development Project*.

Positive results of the conference/training:

- the conference / training raised awareness on ODA and ENPI among Ukrainian civil society;
- participants have acquired knowledge how they can use EU ODA to rich civil society goals and promote European values;
- participants understood the role of civil society in monitoring of ODA;
- the information on Gender monitoring Project was widely disseminated among Ukrainian civil society, that gives its a support in the lobbying;
- the network of women's NGOs, men's NGOs and human rights NGOs was built for future cooperation;
- on the base of working groups outcomes the recommendations were developed to EU Delegation in Ukraine;
- the recommendations were sent to the EU Delegation in Ukraine.

Assumptions

Although today in Ukraine the dialogue between civil society and government is guaranteed by Ukrainian laws, its enforcement is still a question. For productive dialog and civil society impact on governmental policy there are obstacles from both sides – governmental and civil society.

82% of Ministries and Branches of executive power have established departments of public relations, but these departments mostly work with the mass media and focus mostly on presenting a positive image of the respective government institution using the press, but not on consulting civil society and involving it in decision making.

Some Ministries created CSOs public councils at the national level and in regions. But this process was not transparent and equal: only pro-governmental CSOs were invited to participate. These public councils do not participate in decision making and have no effective impact on governmental actions.

At the local level authorities communicate with the leaders of CSOs that personally well-known and are not ready to open and transparent dialog with the sector. The civil society members often built communication with governmental officials on the personal grounds. Taking into account unsustainable political situation in Ukraine and frequent governmental staff changes, the next authority has no responsibility for the previous decisions.

The civil society access to governmental information has become easier, although the information provided by government very often could be not complete or out of date, or has very formal character. The CSOs have power to organize public hearings and submit proposals, but the system of ensuring the responsibility of government to take civil society proposals into account is not in place.

Although the number of contacts of Ukrainian CSOs with the government increased, the level of civil society influence on governmental policy is still very low. The civil society still has not

powerful mechanisms for governmental responsibility, accountability and for actual public participation in decision-making.

The cooperation with European Union structures as well as European Delegation in Ukraine is still lacking clear and transparent mechanisms of interaction. The consultations with civil society have sporadic character. As a rule only organisations, which were funding by EC receive information on public consultations. There is also no mechanism to ensure civil society proposals are taken into account. The public access to information is limited by information located at the web-sites. To get additional information is very difficult.

Part 4. Recommendations for EU Commission, Parliament and EU Member States

1. The EU Commission, Parliament and EU Member States should recognize that ODA policy is not gender blind and has a different impact on women and men. The EU development assistance should be based on gender aware policy and regulatory framework that addresses the distinct needs and concerns of women and men.
2. The EU Commission, Parliament and EU Member States should integrate gender and social analysis in ODA planning, design, implementation and evaluation. In this regard the Japan's Initiative on Gender and Development through ODA (2005) can be an example.
3. The EU development assistance should be addressed the need to decrease gender asymmetries and imbalances in economic, social and political spheres.
4. Gender equality and the women's human rights should be included as an explicit objective for the EU Neighbourhood Policy and all relevant legal and policy documents. The women's human rights should include: equality in employment, representation in government, sexual and reproductive health and rights, lightening women's unpaid workload, access to assets and property, and combating violence.
5. The EU Commission, Parliament and EU Member States should take measures to increase the volume of ODA and honor existing commitments to the target amount of ODA as 0.7 percent of GNP. The very exact share of ODA volume (for example, 5%) should be allocated to specific women-targeted projects.
6. The EU Commission, Parliament and EU Member States should develop very clear indicators to measure ODA programmes and projects impact on gender equality.
7. In annual Country Progress Report evaluation of each of priority areas should be gender sensitive.
8. The EU development assistance should stimulate gender mainstreaming into Ukrainian state policy, in particular:
 - Facilitate development of National Mechanisms; in particular, establish Ministry of Ukraine of Gender Equality, Ombudsperson on Gender Equality, and Parliament Committee on Gender Equality.
 - Help to harmonize Ukrainian legislative base in compliance with European laws and EU Gender Strategy.
 - Promote gender quotas to ensure gender balance in decision making.
 - Advance positive action policy to ensure gender equality at the labour market, in social and political spheres.
 - Support state programs addressed to development of women's business.
 - Stimulate gender-budget analysis and establishment of gender desk in the finance ministry to ensure that gender equality are promoted and ensured in the formulation and implementation of investment policies.
 - Encourage development of mechanisms and stimulus on reconciliation between work and private life.
 - Help to use in court practice Law "On Ensuring the Equal Rights and Opportunities of Women and Men".
 - Support international cooperation to prevent traffic in women.
9. The EU Programs should support development and strengthening of women's organizations.
10. The EU Commission, Parliament and EU Member States should encourage transparent processes, accountability, civil society participation, and the consideration of the interests of women in the designing, implementation and evaluation of EU- Ukraine policy.

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About the Author

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Non-governmental organization Liberal Society Institute (LSI) was founded in 1999 in Kiev.

LSI's main objective is to promote and assist the establishment of civil society in Ukraine, to encourage public participation in decision-making process within the framework of sustainable development concept. LSI aims to:

- support democratization process and assist Ukraine's integration into European Union;
- advocate the basic human rights in Ukraine, particularly women's economic, political, social, environmental rights;
- empower civil society at local, national, and international levels and increase public participation in decision-making process at the all levels of power;
- consolidate NGO movement in Ukraine and CEE/CIS region and network internationally on issues of sustainable development, globalization, gender equality, social justice, poverty, human rights;
- mediate dialog and promote co-operation between civil society, politicians, scientists, governmental officials, business and mass media.

Since 1999 Oksana has coordinated fifteen projects aimed at women's economic, social and political empowerment at the national and international levels. Oksana focuses on women and economy, women's participation in decision making, women's health, development of institutional mechanisms to ensure gender equality etc. She has developed reports: *Monitoring after Beijing: Two Years Later. Social & Economic Status of Ukrainian Women.* (Kiev, 1997); *Women in Sustainable Development.* (Kiev, 1998); *Women's Health in Transition. Implementation of the Cairo ICPD Program of Action in Ukraine.* (Kiev, 1999); *Beijing+5: Women in Transition Economies. Regional report.* (Kiev, 2000); *Women's economic empowerment and access to financing and assets in CIS Countries: issues, good practices and policy options.* (Geneva, UN ECE, 2004); *Women's Health.* (Kiev, 2004); *Commonwealth of Independent States (Armenia, Belarus, Georgia, Moldova, Russia, Ukraine) // Beijing Betrayed. Women Worldwide Report that Government Have Failed to Turn the Platform into Action.* (New York, WEDO, 2005); *EU Gender policy: challenges for Ukraine* (Heinrich Boll Foundation, 2007); *EU-Ukraine trade relations and its gender and social justice implications // EU bilateral and regional free trade agreement: Bringing women to the centre of the debate.* (Brussels, 2007); *Gender Analysis of the European Union Developmental Aid for Ukraine within EU-CIS Gender Watch (NEWW- Poland, 2007, 2008).*

Oksana had a scholarship at the School of Public Health in University of Illinois Chicago. She has developed the Women's Health module. She teaches Women's Health at the National University of Kyiv-Mohyla Academy School of Public Health now.

In 2006 Oksana had a scholarship in Jena University (Germany) within the National University of Kiev-Mohyla Academy and Jena University joined project: "Establishment of Master-Course on German and European Studies". She has developed module "Interest Groups in European Union". The master-course starts in 2008.

Annex 1: List of women's and developmental NGOs - Ukraine

№	Organisation	Address	E-mail
1.	Youth non-governmental centre "Etalon"	10, Pavlik str., of. 17-19, Ivano-Frankivsk, Ukraine	mgcetalon@mail.ru
2.	League of specialists in political sciences and international relations "Diplomatic Corps"	52, Budivelnick, apt. 807, Mariupol, Donetsk oblast, Ukraine	lux18@mail.ru
3.	All-Ukrainian non-governmental organisation "League of Ukraine's Women-Voters 50/50"	10A, Chervona str., Svitlovodsk, Ukraine	editor@svetlovodsk.com.ua
4.	Non-governmental organisation "Dobrosusidstvo"	10-a, Bogdanova str., apt. 45, Sebastopol, Ukraine	liliya@souz.us
5.	Women's organisation "Krona"	4, Artyoma str., Kharkiv, 61003, Ukraine	krona@rider.com.ua
6.	Non-governmental organisation «Centre of Youth Women's Initiative»	16/18, Serednyofontanskiy pr., apt. 73, Odessa, 65039, Ukraine	gender@renome-i.net
7.	Non-governmental organisation "Women's Union"	105a, Shevchenko str., Chernigiv, Ukraine	arina_21@rambler.ru
8.	South-Ukrainian human rights organisation "Dobra Volya"	8, Klushina str., of. 78, Ismail, Ukraine	kichuk@list.ru
9.	International non-governmental organisation "Union of Courageous Fathers"	M/B 61, Slovyansk, Donetsk oblast, 84122, Ukraine	papakind@mail.ru
10	Non-governmental organisation "For Equal Rights"	114, Ilyoshi Kuika str., apt. 70, Kherson, Ukraine	za_ravnie_prava@mail.ru
11	Gender Studies Centre	2a, M. Krivonosa str., Ternopil, 46027, Ukraine	77777@mail.ru
12	Non-governmental organisation "Liberal Society Institute"	16, Ivana Klimenko str., apt.32, Kiev, 03110, Ukraine	okisselyova@voliacable.com
13	Women's Informational and Consulting Centre	28, Ozerne, Zhitomir oblast, 12443, Ukraine	wicc_iryana@ukrpost.ua
14	Non-governmental organisation "Young Ukraine"	37/10, Pivdennuy bul., Ivano-Frankivsk, 76010, Ukraine	rom.dmytro@gmail.com molodaulraina.org@gmail.com
15	City Fund "Promote Economic and Social Reforms"	82, Bila str, apt.2, Mykolaiv, 54038, Ukraine	lucy_laska@ukr.ntt
16	City non-governmental organisation "City Crisis"	6, Cooperativna str., Sumy, 40030, Ukraine	smkc@mail.ru starkiv@mail.ru

	Centre”		
17	West-Ukrainian Centre “Women’s Perspectives”	36, Chervona Kalyna prosp., Lviv, Ukraine	ira@women.lviv.ua
18	Non-governmental organisation “Women in Science”	48/52, Feodosiyska, apt.37, Kiev, 03028, Ukraine	wisukr@mail.kar.net
19	Oblast non-governmental organisation “Central- Ukrainian Centre of Public Initiatives”	7, Chervonozorivska str., apt. 2, Kirovograd, 25026, Ukraine	otsytsenko@mail.ru
20	Youth movement "MODOS"	117a, Sedova str., Mariupol, Ukraine	modos.org@gmail.com