REPORT

on the proposal for a Council Regulation (EC) on integrating gender issues in development cooperation (COM(97)0265 - C4-0424/97 - 97/0151(SYN))

Committee on Development and Cooperation

Rapporteur: Mrs Karin Junker
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By letter of 18 September 1995 the Commission forwarded to the European Parliament its communication on integrating gender issues in development cooperation.

At the sitting of 26 October 1995 the President of Parliament announced that he had referred this communication to the Committee on Development and Cooperation as the committee responsible and to the Committee on Employment and Social Affairs and the Committee on Women's Rights for their opinions.

At its meeting of 24 January 1996 the Committee on Development and Cooperation appointed Mrs Junker rapporteur.

By letter of 7 August 1997 the Council consulted Parliament, pursuant to Articles 189c and 130w of the EC Treaty, on the proposal for a Council regulation on integrating gender issues in development cooperation.

At the sitting of 15 September 1997 the President of Parliament announced that he had referred this proposal to the Committee on Development and Cooperation as the committee responsible and to the Committee on Employment and Social Affairs, the Committee on Women's Rights and the Committee on Budgets for their opinions.

At its meeting of 23 July 1997 the Committee on Development and Cooperation appointed Mrs Junker rapporteur on the proposal for a regulation.

It considered the Commission proposal and the draft report at its meeting of 24 September 1997.

At the meeting of 8 October 1997 it adopted the draft legislative resolution unanimously.

The following were present for the vote: Wurtz, vice-chairman and acting chairman; Fassa, vice-chairman; Junker, rapporteur; Aldo, Cunningham, Fernández Martín, Glase (for Liese), Günther, Howitt (for David), Kinnock, Lööw, Martens, McGowan, Paasio, Plumb, Pomés Ruiz, Pons Grau, Salafranca Sánchez-Neyra (for Verwaerde), Sandbæk, Sauquillo Pérez del Arco and Vecchi.

The opinions of the Committee on Budgets and the Committee on Women's Rights on the Commission communication on integrating gender issues in development cooperation are attached.

The report was tabled on 14 October 1997.

The deadline for tabling amendments will be indicated in the draft agenda for the relevant part-session.
Proposition pour une Règlementation du Conseil (CE) concernant l'intégration des questions de genre dans la coopération au développement

(COM(97)0265 - C4-0424/97 - 97/0151(SYN))

La proposition est approuvée avec les amendements suivants:

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(Amendment 1)
Recital 2

Whereas their contribution to development is presently achieved in the face of formidable obstacles specific to women, which limit the outcome of the work and reduce the benefits to society as a whole;

Whereas their contribution to development is presently achieved in the face of considerable obstacles specific to women, which limit the outcome of the work and reduce the benefits to society as a whole,

(Amendment 2)
Recital 3

Whereas these obstacles include persistent and severe disparities between women and men in access to basic services, control over economic resources and access to decision-making;

Whereas these obstacles include persistent and severe disparities between women and men in access to basic services, particularly in the areas of education, training and health, control over economic resources and access to political and economic decision-making in many areas of society and family life;

(1) Not yet published in the Official Journal.
Whereas the most effective approach is considered to be not only the funding of small-scale operational projects but especially strategic and precisely targeted sensitisation initiatives capable of achieving a substantial multiplier effect; greater use of European Union funds for operational development cooperation projects should also be made greater extent for specific measures for women-only measures;

1. The Community shall provide financial assistance and technical expertise to support the effective integration of a gender perspective in its development cooperation policy.

2. The assistance provided pursuant to this Regulation shall complement, reinforce and coordinate assistance provided pursuant to other instruments of development cooperation, including those existing at the intergovernmental and/or national level, with a view to taking fully into account gender considerations in Community policies and interventions.

(a) To support the mainstreaming of gender analysis and the adoption of a gender-sensitive approach in the conception, design and implementation of Community development policies and interventions at macro, meso and micro level, as well as in their monitoring and evaluation;
(Amendment 6)
Article 2(1)(b)

(b) To support and facilitate the inclusion of actions addressing major gender disparities and on an appropriately large scale in the mainstream of Community development interventions.

(b) To support and facilitate the appropriate inclusion of actions addressing major gender disparities and on an appropriately large scale, particularly with regard to access to resources, services and participation in the decision-making processes in political, economic and social life, in the mainstream of Community development interventions.

(Amendment 7)
Article 2(1)(c) and (d)

(c) To develop and promote endogenous public and private capacities in developing countries which can take the responsibility and initiative for mainstreaming the gender dimension in the development effort.

(c) To develop and promote endogenous public and private capacities present in developing countries which can take the responsibility (two words deleted) for mainstreaming the gender dimension in the development effort.

(d) To link actions within the framework of coordination with Member States on integrating gender issues in development cooperation.

(Amendment 8)
Article 2(2), third indent

- schemes to build up the institutional and operational capacities of developing countries on gender issues at national, regional and local level

- schemes to build up the institutional and operational capacities of developing countries on gender issues at national, regional and local level, particularly as regards the legislative and administrative acts on equal rights for men and women.
(Amendment 9)
Article 2(2), seventh indent

- training and sensitisation of key decision makers,

- training and sensitisation of key decision makers, at Community level and in the developing countries.

(Amendment 10)
Article 2(3)

Particular attention will be given to emerging areas for sensitising development cooperation to gender issues, including emergency operations and crisis prevention, human rights and democratisation, macro-economic analysis, sexual and reproductive health and rights.

(Amendment 11)
Article 3

Beneficiaries of activities carried out under this Regulation may include public authorities and government agencies, decentralized departments, regional bodies, universities and research centres, traditional and local communities, trade unions, cooperatives, non-governmental organizations and associations representing local people, particularly women.

Beneficiaries of activities carried out under this Regulation may include public authorities and government agencies, decentralized departments, regional bodies, universities and research centres in existence in the country concerned, traditional and local communities, trade unions, cooperatives, non-governmental organizations, public utility associations and associations representing local people, particularly women.

Particular attention will be given to endogenous structures that can play a role in strengthening local capacities with respect to gender.

Priority will be given to endogenous structures that can act as a catalyst in strengthening local capacities with respect to gender.
(Amendment 12)
Article 4(1), (2) and (2a) (new)

1. The instruments to be employed in the course of the activities referred to in Article 2 shall include studies, technical assistance, education, training or other services, supplies and works, as well as audits and evaluation and monitoring missions.

2. Community financing may cover both investment, with the exception of the purchase of real estate, and, since the project must, if possible, aim at medium-term viability, recurring expenditure (including administrative, maintenance and operating expenditure).

However, with the exception of training, education and research programmes, operating costs may normally be covered only during the start-up phase and on a gradually decreasing basis.

1a. The budgetary authority shall determine what appropriations are available in each financial year, taking account of the principles of sound management referred to in the Financial Regulation applicable to the general budget of the European Communities.

2a. The budgetary authority shall determine what appropriations are available in each financial year, taking account of the principles of sound management referred to in the Financial Regulation applicable to the general budget of the European Communities.

(Amendment 13)
Article 6(6)

Participation in invitations to tender and the award of contracts shall be open on equal terms to all natural and legal persons of the Member States and of the recipient countries. It may be extended to other developing countries.

Participation in invitations to tender shall be open on equal terms to all natural and legal persons of the Member States and of the recipient countries. For the award of contracts priority will be given where tenders are of equal quality to the recipient countries and developing countries in the same region.
(Amendment 14)
Article 6(7)

Supplies shall originate in the Member States, the recipient country or other developing countries. In exceptional cases, where circumstances warrant, supplies may originate elsewhere.

Supplies shall originate in the Member States, the recipient country or other developing countries. In exceptional cases, where circumstances warrant, supplies may originate elsewhere. Where supplies are of equal quality priority will be given to those from the recipient countries and the developing countries in the same region.

(Amendment 15)
Article 7(1) and (2)

1. The Commission shall be assisted by an advisory committee made up of representatives from the Member States and chaired by a representative of the Commission:

- in the case of African, Caribbean and Pacific countries, the EDF Committee set up by Article 21 of Internal Agreement 91/401/EEC on the financing and administration of Community aid under the fourth Lomé Convention, adopted on 16 July 1990 by the representatives of the Member States meeting within the Council,

- in the case of the Mediterranean countries, the MED Committee set up by Article 6 of Council Regulation (EEC) No 1762/92 (1) of 29 June 1992,


1. The Commission shall be assisted by an advisory committee made up of one representative per Member State and chaired by the representative of the Commission:

- in the case of African, Caribbean and Pacific countries, the EDF Committee set up by Article 21 of Internal Agreement 91/401/EEC on the financing and administration of Community aid under the fourth Lomé Convention, adopted on 16 July 1990 by the representatives of the Member States meeting within the Council,

- in the case of the Mediterranean countries, the MED Committee set up by Article 6 of Council Regulation (EEC) No 1762/92 (1) of 29 June 1992,

2. The representative of the Commission shall submit to the Committee a draft of the measures to be taken. The Committee shall deliver its opinion on the draft within a time limit which the chairman may lay down according to the urgency of the matter, if necessary by taking a vote.

The opinion shall be recorded in the minutes; in addition each Member State shall have the right to ask to have its position recorded in the minutes.

The Commission shall take the utmost account of the opinion delivered by the Committee. It shall inform the Committee of the manner in which its opinion has been taken into account.

2. The representative of the Commission shall submit to the Committee a draft of the measures of a general nature to be taken. The Committee shall deliver its opinion on the draft within a time limit which the chairman may lay down according to the urgency of the matter, if necessary by taking a vote.

The opinion shall be recorded in the minutes; in addition each Member State shall have the right to ask to have its position recorded in the minutes.

The Commission shall take the utmost account of the opinion delivered by the Committee. It shall inform the Committee of the manner in which its opinion has been taken into account.

The Commission shall keep the European Parliament fully informed of the work of the Committee and shall require from all its members a declaration stating that their membership of the Committee is not incompatible with their personal interest, in accordance with the agreement reached on 25 September 1996 between Parliament and the Commission.

Community cooperation measures and those carried out by Member States on a bilateral basis shall be coordinated within the Committee by means of an exchange of information.

(Amendment 16)
Article 7(2a) (new)

A senior EC Steering Group on the integration of gender issues in development cooperation should be established to set overall performance objectives, advise on implementation and monitor progress.
(Amendment 17)
Article 7(3) (new)

The Gender Desks in DG VIII and DG I B should be staffed by at least four gender experts; in addition, there should be at least one gender expert in ECHO. These posts should be full-time, senior and permanent.

(Amendment 18)
Article 8

An exchange of views shall take place once a year on the basis of a presentation by the representative of the Commission of the general guidelines for the operations to be carried out in the year ahead, in the framework of a joint meeting of the Committees referred to in Article 7(1).

An exchange of views shall take place once a year on the basis of a presentation by the representative of the Commission of the general guidelines for the operations to be carried out in the year ahead, in the framework of a joint meeting of the Committees referred to in Article 7(1). A Member of the European Parliament shall take part in the meeting.
DRAFT LEGISLATIVE RESOLUTION

Legislative resolution embodying Parliament's opinion on the proposal for a Council Regulation (EC) on integrating gender issues in development cooperation (COM(97)0265 - C4-0424/97 - 97/0151(SYN))

(Cooperation procedure: first reading)

The European Parliament,

- having regard to the Commission proposal to the Council COM(97)0265 - 97/0151(SYN))(1),

- having been consulted by the Council pursuant to Articles 189c and 130w of the EC Treaty (C4-0424/97),

- having regard to the Commission communication to the Council and the European Parliament on integrating gender issues in development cooperation (COM(95)0423 - C4-0410/95),

- having regard to Rule 58 of its Rules of Procedure,

- having regard to the report of the Committee on Development and Cooperation and the opinions of the Committee on Women's Rights and the Committee on Budgets (A4-0318/97),

1. Approves the Commission proposal, subject to Parliament's amendments;

2. Calls on the Commission to alter its proposal accordingly, pursuant to Article 189a(2) of the EC Treaty;

3. Calls on the Council to incorporate Parliament's amendments in the common position that it adopts in accordance with Article 189c(a) of the EC Treaty;

4. Calls for the conciliation procedure to be opened should the Council intend to depart from the text approved by Parliament;

5. Asks to be consulted again should the Council intend to make substantial modifications to the Commission proposal;

6. Instructs its President to forward this opinion to the Council and Commission.

(1) Not yet published in the Official Journal.
EXPLANATORY STATEMENT

Empowering women is an important end in itself. And as women acquire the same status, opportunities and social, economic and legal rights as men, as they acquire the right to reproductive health and the right to protection against gender-based violence, human well-being will be enhanced. [From The World's Women 1995, UN]

In preparation for the Fourth World Conference on Women, in Beijing in 1995, the United Nations, with the collaboration of 11 partners including UNICEF (UN Children's Fund), UNFPA (UN Fund for Population Activities), UNDP (UN Development Programme), UNIFEN (UN Development Fund for Women), INSTRAW (International Research and Training Institute for the Advancement of Women), UNESCO (UN Educational, Scientific and Cultural Organization) and WHO (World Health Organization), produced an authoritative document entitled The World's Women 1995: Trends and Statistics. It is a comprehensive compilation of indicators on the situation of the female half of the world's population and its findings and proposals are a suitable basis for the European Union's development policy interventions. The Commission's concept of mainstreaming is also a valuable strategy for 'tailor made' gender-specific development cooperation provided it is actually implemented and does not remain a dead letter.

The Commission's Proposal for a Council Regulation (EC) on integrating gender issues in development cooperation is an important step in the right direction but is not enough in itself. The regulation cannot be separated from the implementation of the Lomé Convention, the various cooperation agreements with Asia and Latin America, the Meda Programme, etc., which can only be effective if they are focused on the empowerment of women as the key to sustainable development, particularly in the poorest countries, and its integration at every stage of every development intervention.

To establish actual needs and identify specific starting points for implementing development policy, we must first take stock of the economic, social and political situation of women in the developing countries. In doing so, we arrive at the depressing conclusion that women and men today still inhabit different worlds even when they share bed and board.

Women outlive men, yet there are fewer women in the world than men (with the ratio at 98 to 100). Despite a slight surplus of women in sub-Saharan Africa and the Caribbean, and an equal balance between men and women in Latin America, there is evidence in some countries that the strong traditional preference for sons, coupled with the increased possibility of prenatal sex-selection, is resulting in more abortions of female foetuses. There is also evidence of female infanticides. In old-age, however, women are in the majority owing to their longer life-expectancy.

In percentage terms, the proportion of elderly people, and therefore of elderly women in particular, is significantly in the industrialized countries than in the developing countries although the proportion is increasing there too, particularly in Asia. Of the current world total of approximately 300 million women and 247 million men aged 60 and over, only seven per cent are in Latin America and only six per cent in Africa.

Whilst 10 per cent of women and nine per cent of men in Asia are aged 60 or over (the figures are 20 per cent and 15 per cent in the industrialized countries), only five per cent of women reach 60 in sub-Saharan Africa. 60 per cent of women aged 60 or over are in the developed world but by the year
2025 the majority will be in the developing regions because of declines in both fertility and mortality there too. By the year 2025, the proportion of women aged 60 or over is projected to have risen to, for example, 20 per cent in eastern Asia, 14 per cent in south-eastern Asia, 15 per cent in Latin America and the Caribbean and 11 per cent in northern Africa, which means that forward strategies are needed for pension schemes, health-care systems and social services. Although elderly women are more likely in developing countries than in developed countries to live in extended households they too are often dependent on outside help.

Population shifts in developing countries require adjustments to the political and social framework conditions, which must also be taken into consideration by the industrialized countries in their development cooperation. These include legislation and measures to encourage men to take greater responsibility for social and reproductive behaviour.

Increased access for women to education, employment and contraception means later marriages, fewer children and a higher standard of living. An above-average proportion of children in the population places a burden on women as individuals, since they have to provide most of the care for them, and on society as the extra resources and infrastructures are not available. 45 per cent of the population of sub-Saharan Africa is under the age of 15. In northern Africa, Central America, southern and central Asia and Oceania the proportion is 40 per cent. Only in South America, the Caribbean and south-east Asia is the proportion lower, at 33 per cent and 36 per cent (20 per cent in the industrialized nations). Smaller families and better birth-spacing increase the survival chances of children!

Women-headed households are not a rarity, even in developing countries. Approximately one-fifth of households are headed by women although there are large regional variations: 10 per cent in Niger, 12 per cent in northern Africa, 35 per cent in the Caribbean and 46 per cent in Botswana (24 per cent in the industrialized countries).

The reasons are myriad. Female headship occurs most often after the death of the partner, separation or divorce. The proportion is also high where consensual and visiting unions are prevalent, as in the Caribbean, where polygamous unions result in separate households, as in large parts of Africa, or where an above-average number of men have been the casualties of war and genocide (60 per cent of all households in Cambodia are headed by women). Labour migration is another reason.

Nonformal unions, though socially accepted, are not recorded in the statistics because they are not counted as legal marriages. The men contribute less to their children's keep than in formal marriages with the result that the children are placed at a significant disadvantage compared to the children of married parents, in terms of their physical and other development, and are a greater burden on their mothers. Polygamous unions also place greater financial and other responsibilities on women since the husband's financial support has to be distributed amongst several households and the women, particularly those in rural areas, with no education, have to accept the other wives. For women in urban areas with a higher standard of education, this situation is relatively less prevalent.

Although most women and men marry at least once in their lives, a large part of women's lives is spent without a partner, even in developing countries, with the result that women are often dependent on support from the extended family or social services. Both types of support are however inadequate and widows are at a particular disadvantage.
Education empowers women to control their lives and to target their knowledge and skills to improve their situation.

The rates of use of contraception vary enormously from region to region, ranging between 79 per cent in eastern Asia, 58 per cent in Latin America and the Caribbean, and a mere 18 per cent in Africa; in sub-Saharan Africa women marry particularly young and birth rates are highest. There too, however, the trend is for urban women, who have more education and are more often employed outside the house, to use contraceptives in order to have fewer children or space births. The higher numbers of children in all rural areas is also linked to the demand for child labour on the land, a demand which is largely absent in urban areas.

Above-average population growth hinders development. The governments of the countries concerned must therefore be helped to make population trends compatible with social and economic development. The International Conference on Population and Development in Cairo in 1994 was a breakthrough in establishing that freedom for women to control their sexual destiny, including decisions on the number and timing of births, with information on all areas of reproductive health and the availability of contraception, is an essential condition for sustainable development, although not the only one. It must be part of an overall strategy to provide access to education and health care, relieve poverty, improve the legal status of women, give them access to employment and guarantee them equal rights to inclusion in all political and social decision-making processes. The European Union must target all its development cooperation measures to achieving this goal. Development and structural-adjustment programmes must expressly provide for women to have access to new development resources.

The tendency in recent years to focus more attention in development policy on human resources facilitates the implementation of these strategies whereas traditional development cooperation was less likely to take women's issues into consideration. The main casualties of economic and social crises were and continue to be women, who have to ensure their families' survival.

Whilst women who live in urban areas - even in slums - have opportunities for education and employment, access to health care and a stake in society, the vast, chaotic urban growth in the developing countries is creating insuperable problems of housing, sanitation, water, electricity, waste disposal, transport, etc. Nearly 92 million women have no access to safe drinking water and more than 133 million lack sanitation; of these, 12 million and 20 million respectively live in urban areas in Africa alone. Environmental problems in urban areas are no less serious than those in rural areas. The use of fuelwood for cooking is destroying vital tree stocks everywhere and cooking in enclosed areas in urban centres also causes further air pollution. Indoor air pollution and airborne lead are among the most serious pollution problems in the developing countries. Strategies to provide alternative energy sources are therefore overdue and women, in particular, have to be persuaded to accept them.

Migration, which tends to be ascribed to men seeking work, is far more of a women's issue than is generally recognized, although there are striking regional variations here too. Women in Africa and Asia have less mobility than in Latin America or the Caribbean. Virtually no account is taken of internal migration where women move mainly between rural areas in the same country or, to a lesser extent, move elsewhere in search of subsistence or in the hope of finding paid employment in an urban area.
Where the international migration of women has been acknowledged at all, the public perception has usually been of the "women left behind" or the women dependents migrating in the company of relatives. However, less attention is paid to the fate of autonomous female migrants who go abroad without male partners to find employment as unskilled workers or domestic servants and many of whom are sexually exploited. A United Nations study notes, "So pervasive is the idea that most international migrants are men that the sex of migrants is often unrecorded ..." yet women who migrate have always played a significant economic role. This is just one example of the continuing lamentable lack of knowledge about the situation of women and of the associated political ignorance of the resulting problems. There has, however, been a breakthrough with the recognition that refugees the world over are primarily women (and children). Aid and repatriation programmes have now been adjusted accordingly but migration policy in general has not. There is therefore an urgent need for the European Union to carry out a region-by-region study of female migration and to translate its findings into a 'tailor-made' cooperation programme.

Economic activity rates for women have increased significantly in recent years in all regions except sub-Saharan Africa and eastern Asia (rates in eastern Asia were already higher). There is a clear division in the labour force everywhere with women and men performing different activities and tasks. In poor agricultural societies women are responsible for tilling the fields, growing and processing food and performing the other daily chores, including the arduous tasks of collecting water, gathering fuelwood, etc. However, even if women do have paid work outside the home they remain responsible for the unpaid work in the household which is not recorded in any national accounts system but needs to be measured as a matter of urgency.

United Nations figures show that women in developing countries spend 31 to 42 hours per week in unpaid housework while men only spend between 5 and 15. Women's total work time ranges from 53 hours a week in Bangladesh to 77 in Nepal while men's ranges from 46 to 57 in those countries.

The informal sector is much more important in the developing countries than in the industrialized nations. It is chiefly made up of women, not only because of the lack of opportunities for wage employment but especially because the work is more compatible with household and child-care responsibilities as it is close to the home environment. However, it generally means reduced income, an increased burden and less social protection.

Nonetheless, in rural areas in particular, small and minimum personal loans should be granted to support women's own-account activities and provide subsistence protection since they have proved to be a self-sustaining means of support. So far, the necessary commitment on the part of the EU has not been forthcoming despite the availability of funds.

Overall, women tend to work in agriculture, the service sector and clerical and administrative jobs whilst men's employment has shifted from agriculture to production. In the past two decades, women in sub-Saharan Africa, Latin America, the Caribbean, western Asia and Oceania have gained ground in all occupational groups, with the most rapid increases in sub-Saharan Africa and Oceania. However, with some rare exceptions, the proportion of women in top positions is depressingly small throughout the world. **Whilst women's increasing access to employment must not be underestimated as a route to economic autonomy and empowerment in their immediate environment, particularly vis-à-vis their husband or partner, it seldom gives them access to power in society.** The glaring under-representation of women in top positions in business, science and government is also reflected in politics, the health and teaching professions and the media. The shortage of women in
the media in the more influential, editorial and programme management positions also affects the image of women in society: examples of emancipated women, who could encourage other women to cast off the roles traditionally ascribed to them, are not presented. Women in editorial positions in print journalism and broadcasting can help correct the public portrayal of women. 'Women in the Media' was therefore one of the priority topics discussed at the World Conference on Women in Beijing in 1995. It is a question, overall, of giving women the right to play an equal role in politics, in all decision-making processes, at every level and in every institution in which social attitudes are formed, and of enshrining these rights in legislation or binding recommendations.

Gender specific elements in current EU development cooperation.

The remit of the two 'Women-in-Development' desks at DGs VIII and IB is not simply to deal with "women only projects"; it is much more important to aim at achieving results relevant to women's issues in all development policy measures, from the planning stage through implementation, to evaluation and monitoring of the long-term effects. They are also responsible for the targeted support of measures to implement the Beijing Platform for Action. To this end, a number of regional conferences have, for example, been organized with women representatives attending from NGOs in the South. It should however be pointed out that the WID Desks are desperately short of staff and funds.

The Fourth Lomé Convention contains binding provisions in Articles 4, 13 and 159o for the consideration of women's interests. Since 1991, a handbook on meeting this requirement has been available to Commission staff responsible for Lomé cooperation work. The emphasis is on integrating women in the areas of agriculture and cattle-rearing, fisheries, forest management and silviculture, drinking water, sanitation and emergency and disaster aid.

In practice, the implementation of these progressive guidelines leaves a great deal to be desired, as your rapporteur's numerous inquiries in the ACP countries have revealed. In order to obtain an overview, it is vital that the Commission issue a candid report taking stock of the situation and ensure that a comprehensive evaluation is carried out. Pointing to successful individual projects does not constitute proof of 'mainstreaming' in EU development cooperation.

Assessment of the proposal for a Council regulation on integrating gender issues in development cooperation

The approach adopted by the Commission in its proposal of incorporating gender-specific issues as an important element of development cooperation is the correct one and is welcome. However, there is a danger that progress will stop at compiling studies, setting up further education institutes, etc., haphazardly rather than as part of a logical approach, and that not all the shortcomings of the development cooperation interventions will be remedied. It is therefore vital that those responsible in the EU incorporate 'mainstreaming' in every development cooperation intervention and draw up a basic catalogue setting out the criteria for integrating gender issues with a view to:

- improving the living conditions of women, especially in the poorest countries;
- actively involving women in measures for food security, slum clearance, the extension of basic health services and information campaigns, access to primary education, clean water, etc.
- providing women, in addition to primary-school education, with vocational qualifications, skills training and technical know-how;

- raising the level of traditional employment opportunities for women, e.g. in small enterprises or food-processing, or expanding them with better marketing and increased competitiveness.

Recognition of women's goals and needs as an objective cutting across all development cooperation means integrating women on an equal basis in the planning, implementation, monitoring and evaluation of all measures. Political and democratic aid must be based unequivocally on the premise that there cannot be democracy without equal legal, economic, political and social rights for women.
OPINION
(Rule 147)

for the Committee on Development and Cooperation

on the proposal for a Council Regulation (EC) on integrating gender issues in development cooperation (COM(97) 265 - C4-0424/97 - 97/0151(SYN)) (report by Mrs Junker)

Committee on Budgets

Draftsman: Mr Jean-Antoine Giansily,

PROCEDURE

At its meeting of 1 July 1997 the Committee on Budgets appointed Mr Jean-Antoine Giansily draftsman.

It considered the draft opinion at its meeting of 3 September 1997.

At the last meeting it adopted the following conclusions unanimously.

The following took part in the vote: Samland, chairman; Tillich and Willockx, vice-chairmen; Giansily, vice chairman and rapporteur; Bardong, Böge, Bourlanges, Brinkhorst, Colom i Naval, Dankert, Dührkop Dührkop, Fabra Vallés, Laignel, Marinho (for Bösch), McCartin, Müller, Pasty, Theato, Viola (for Imaz San Miguel), Virrankoski, Waidelich, Wemheuer (for Ghilardotti) and Wynn.

COMMENTS

1. Since 1990 the Union's budget has systematically contributed to activities relating to demographic programmes in the developing countries, and to the role of women in this process in particular. The total contribution of the Community budget over the period from 1990 to 1997 is estimated at some ECU 60 million, not including sums granted from the EDF and any funding provided by EU Member States. The measures funded under the 'role of women' operation are estimated at ECU 23.8 million between 1990 and 1997.

2. As the appended table shows, during this period the 'role of women' budget heading has undergone changes in nomenclature, essentially for the purpose of defining the geographical areas for which funds are provided from the Community budget; and in terms of amounts allocated, the heading peaked in 1995, the year of the Beijing World Conference on Women. This being the case, there is a need to clarify the budgetary objectives of budget heading B7-611 'Role of women .....', which as of the 1998 PDB will be renamed 'Integrating gender issues in development cooperation', and budget line B7-631, which covers demographic programmes.

3. The proposal for a Regulation in question 'seeks to improve the effectiveness and sustainability of Community development cooperation through facilitating the integration of proper attention
to gender issues in the development process.' Its adoption is subject to the cooperation procedure (Article 189c of the TEU).

4. There are several reasons underlying the need to deal with the question of gender, and the role of women in particular, in the process of development in the developing countries. Furthermore, the conclusions regarding the mixed results achieved in past years only provide further grounds for the implementation of a coherent, effective instrument. As the Commission says, 'development interventions have in the past failed to address these issues effectively ... [and] ... have often failed to take accurate account of the varied economic and social roles carried out by women in project areas ... [designed] on the basis of an incomplete picture of reality and without participation from those most concerned'.

5. The question that must be asked, therefore, is this: to what extent does this proposal provide credible answers and not simply restrict itself to giving the budget heading in question a legal base.

6. One thought that springs to mind is that the objective of this operation is to carry out a sociological pilot study, rather than to fund coordinated, coherent projects on the basis of experience gained. The measure of profitability for the allocation of the financial resources available and deemed necessary remains hard to discern. Not enough evidence is given that the operations concerned are sufficiently well anchored in the recipient countries. There is nothing to prevent projects from being mounted by internal research centres located somewhere in the Union, which raises the question whether the funding of internal policies - heading 3 - is not in fact covered by heading 4, and particularly by item B7-6 'Other cooperation measures'. Finally, the financial statement shows that 'the main expenditure is made up of the remuneration and travel costs of experts highly specialized in gender and development ...'.

7. A few examples can be used to illustrate the situation:

**Article 1**

§1. it is not clear whether the provision of this assistance is for the benefit of third countries or the Community's development cooperation policies and interventions;

§2. does other instruments of development cooperation refer to the EDF?

§3. what is the difference between 'strategic' and 'political' interventions?

**Article 2**

§1 (a) and (b). how can we guarantee the success of Community development policies and interventions at macro, meso and micro level as well as 'monitoring' and 'evaluating' them when the programme at the same time supports the funding of actions addressing major gender disparities .. on an appropriately large scale?

§2. in view of the relatively low budgets proposed (see financial statement: ECU 10 million over two years) and the large geographical areas involved, what criteria were used as a basis for the financing and effectiveness of the 10 operations proposed? Would it be possible to dispel
fears of overlaps with other Community operations and programmes (for example, the gathering of statistics or national accounting operations)?

**Articles 3 and 4**

There is confusion between the expressions *beneficiaries of activities carried out*, *beneficiary countries* and *partners*. Assistance given to an NGO might well entail a contribution from the recipient country. In this case, how could the independence of the NGO vis-à-vis the third country be guaranteed when reference is made to *particular attention* ... to ... *human rights*? In the case of partners, are we to assume that beneficiaries can include, for example, public energy suppliers, mining companies or those exploiting hydrocarbons, precious metals, etc.?

What is *recurring expenditure* (including *administrative, maintenance and operating expenditure*)? Is the purchase of data-processing equipment covered by this?

Why is on-the-spot coordination so ill-defined (*..the Commission may take all coordination measures necessary*) when an analysis of the various types of mandate shows that the management of Community assistance continues to be largely the domain of the Commission delegations to the developing countries?

In the ‘method of calculating the cost of the operation’ (see Financial Statement), the items of expenditure include *the cost of training or information sessions for EC personnel*. However, in the General Budget, Section III, Part A, Title A-6, funding is, quite rightly, provided under Item A-6003 ‘Further training of officials’ for measures for delegation officials.

**Article 6**

§2. since the operations to be funded are multiannual, the content of *individual operations* should be clearly defined, given that the Financial Statement says that *the main expenditure is made up of the remuneration and travel costs of experts highly specialized in gender and development who have to visit the developing countries* ...

§4. will the on-the-spot checks in the ACP countries be carried out in accordance with the provisions of *the Financial Regulation applicable to the general budget of the European Communities*, as stated, or with those of the Financial Regulation applicable to the EDF?

§6. in the absence of a list of beneficiary countries, are we to assume that the list of 'developing countries' is more extensive? And, if so, which countries would not be covered by the content of the operations envisaged?

**Article 7**

Since coordination of Community and national measures is formalized (see Regulation 443/92, Article 15(5)), these arrangements should be reflected in the running of the proposed advisory committee.

§1. what conclusions are we to draw from the reference to the *Internal Agreement 91/401/EEC on the financing and administration of Community aid under the fourth Lomé
Convention, adopted on 16 July 1990 by the representatives of the Member States meeting within the Council? Parliament was not consulted on this agreement.

Article 9

Since the measures financed can be supplemented by other measures, including national ones, the annual report should give an account of all the activities financed.

§3. the financing guide should, for reasons of transparency, be published, like details of other Community measures, in the C series of the Official Journal.

CONCLUSIONS

On the basis of the above comments, the Committee on Budgets calls on the Committee on Development and Cooperation, as the committee responsible, to incorporate the following amendments in its report:

<table>
<thead>
<tr>
<th>Text proposed by the Commission</th>
<th>Amendments by Parliament</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Amendment 1)</td>
<td></td>
</tr>
<tr>
<td>Article 1</td>
<td></td>
</tr>
<tr>
<td>1. The Community shall provide financial assistance and technical expertise to support the effective integration of a gender perspective in the mainstream of its development cooperation policies and interventions.</td>
<td>1. The Community shall provide financial assistance and technical expertise to support the effective integration of a gender perspective in its development cooperation policy.</td>
</tr>
<tr>
<td>2. The assistance provided pursuant to this Regulation shall complement and reinforce assistance provided pursuant to other instruments of development cooperation with a view to taking fully into account gender considerations in Community policies and interventions.</td>
<td>2. The assistance provided pursuant to this Regulation shall complement, reinforce and coordinate assistance provided pursuant to other instruments of development cooperation, including those existing at the intergovernmental and/or national level, with a view to taking fully into account gender considerations in Community policies and interventions.</td>
</tr>
</tbody>
</table>
(Amendment 2)

Article 2

1(b) To support and facilitate the inclusion of actions addressing major gender disparities and on an appropriately large scale in the mainstream of Community development interventions.

(c) To develop and promote endogenous public and private capacities in developing countries which can take the responsibility and initiative for mainstreaming the gender dimension in the development effort.

2.(k) actions within the framework of coordination with Member States on integrating gender issues in development cooperation.

Delete

(Amendment 3)

Article 3

Beneficiaries of activities carried out under this Regulation may include public authorities and government agencies, decentralized departments, regional bodies, universities and research centres, traditional and local communities, trade unions, cooperatives, non-governmental organizations and associations representing local people, particularly women.

Particular attention will be given to endogenous structures that can play a role in strengthening local capacities with respect to gender.

Beneficiaries of activities carried out under this Regulation may include public authorities and government agencies, decentralized departments, regional bodies, universities and research centres in existence in the country concerned, traditional and local communities, trade unions, cooperatives, non-governmental organizations, public utility associations and associations representing local people, particularly women.

Priority will be given to endogenous structures that can act as a catalyst in strengthening local capacities with respect to gender.
(Amendment 4)
Article 4

1. The instruments to be employed in the course of the activities referred to in Article 2 shall include studies, technical assistance, education, training or other services, supplies and works, as well as audits and evaluation and monitoring missions.

2. Community financing may cover both investment, with the exception of the purchase of real estate, and, since the project must, if possible, aim at medium-term viability, recurring expenditure (including administrative, maintenance and operating expenditure).

However, with the exception of training, education and research programmes, operating costs may normally be covered only during the start-up phase and on a gradually decreasing basis.

2a. The budgetary authority shall determine what appropriations are available in each financial year, taking account of the principles of sound management referred to in the Financial Regulation applicable to the general budget of the European Communities.

(Amendment 5)
Article 6

1. The Commission shall be responsible for appraising, deciding and administering operations covered by this Regulation according to the budgetary and other procedures in force, and in particular those laid down in the Financial Regulation applicable to the general budget of the European Communities.

1. The Commission shall be responsible for appraising, deciding and administering operations covered by this Regulation according to the budgetary procedures and financial provisions in force.
4. All financing agreements or contracts concluded pursuant to this Regulation shall provide for the Commission and the Court of Auditors to conduct on-the-spot checks according to the usual procedures laid down by the Commission under the rules in force, in particular those of the Financial Regulation applicable to the general budget of the European Communities.

6. Participation in invitations to tender and the award of contracts shall be open on equal terms to all natural and legal persons of the Member States and of the recipient countries. It may be extended to other developing countries. The implementing rules for the current Financial Regulation applicable to the general budget shall apply.

(Amendment 6)

Article 7

1. The Commission shall be assisted by an advisory committee made up of representatives from the Member States and chaired by a representative of the Commission:

- in the case of African, Caribbean and Pacific countries, the EDF Committee set up by Article 21 of Internal Agreement 91/401/EEC on the financing and administration of Community aid under the fourth Lomé Convention, adopted on 16 July 1990 by the representatives of the Member States meeting within the Council,

- in the case of the Mediterranean countries, the MED Committee set up by Article 6 of Council Regulation (EEC) No 1762/92 (1) of 29 June 1992,

2. The representative of the Commission shall submit to the Committee a draft of the measures to be taken. The Committee shall deliver its opinion on the draft within a time limit which the chairman may lay down according to the urgency of the matter, if necessary by taking a vote.

The opinion shall be recorded in the minutes; in addition each Member State shall have the right to ask to have its position recorded in the minutes.

The Commission shall take the utmost account of the opinion delivered by the Committee. It shall inform the Committee of the manner in which its opinion has been taken into account.

The Commission shall keep the European Parliament fully informed of the work of the Committee and shall require from all its members a declaration stating that their membership of the Committee is not incompatible with their personal interest, in accordance with the agreement reached on 25 September 1996 between Parliament and the Commission.

Community cooperation measures and those carried out by Member States on a bilateral basis shall be coordinated within the Committee by means of an exchange of information.
3. The financing guide indicating guidelines and criteria for project selection shall be published and distributed among interested parties by the Commission's services, including its delegations in the recipient countries.
### ANNEX

<table>
<thead>
<tr>
<th>Financial year</th>
<th>Women in development in the ACP countries</th>
<th>C/E</th>
<th>C/P</th>
<th>remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990</td>
<td></td>
<td>97 100</td>
<td>97 100</td>
<td>Council conclusions of 8 November 1982, 4 November 1985, 17 April 1986, 9 November 1987 and 16 May 1989; this appropriation is intended to cover the financing of activities concerning 'women and development' throughout the process of preparing, launching and running development operations; cost of undertaking operations to provide a practical follow-up to recommendations made in the evaluation of the 'women and development' sector.</td>
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<tr>
<td>1991</td>
<td>Women in development</td>
<td>466 709</td>
<td>466 709</td>
<td>remarks unchanged</td>
</tr>
<tr>
<td>1992</td>
<td>Women in development in the ACP countries</td>
<td>998 546</td>
<td>998 546</td>
<td>remarks unchanged</td>
</tr>
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<td>1993</td>
<td>Women in development in the ACP countries</td>
<td>1 497 719</td>
<td>1 141 500</td>
<td></td>
</tr>
<tr>
<td>1994</td>
<td>Women in development</td>
<td>1 996 089</td>
<td>152 320</td>
<td>remarks based on former items B7-5051 and B7-5052</td>
</tr>
<tr>
<td>1995</td>
<td>title unchanged</td>
<td>1 901 057</td>
<td>907 126</td>
<td>Council conclusions</td>
</tr>
<tr>
<td>1996</td>
<td>title unchanged</td>
<td>6 875 625</td>
<td>1 410 625</td>
<td>Like 1995, with the addition of the words 'it is also intended to facilitate implementation of the recommendations of the Peking women's conferences (both the UN and the NGO conferences).</td>
</tr>
<tr>
<td>1997</td>
<td>title unchanged</td>
<td>5 000 000</td>
<td>5 000 000</td>
<td>remarks based largely on those for former item B7-633, introducing the principle of the Grameen Bank</td>
</tr>
<tr>
<td>PDB 1998</td>
<td>Integrating gender issues in development cooperation</td>
<td>5 000 000</td>
<td>5 000 000</td>
<td>remarks referring to the Council resolution of 20/12/95</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>23 832 844</td>
<td>15 173 926</td>
<td></td>
</tr>
</tbody>
</table>

* former item B7-5051, and before that 9441; the 1992 budget created a new heading to cover the LAA and Mediterranean region developing countries
OPINION

for the Committee on Development and Cooperation

on integrating gender issues in development cooperation
(COM(95)0423 - C4-0410/95)

Committee on Women's Rights

Draftsperson: Mrs Lissy GRÖNER

PROCEDURE

At its meeting of 24 November 1995, the committee appointed Mrs Gröner draftsperson.

At its meetings of 24 February and 17 April 1997 it considered the draft opinion.

At the latter meeting it adopted the conclusions unanimously.

The following took part in the vote: Van Dijk, chairperson; Gröner, draftsperson; Ahlqvist, Colombo Svevo, Daskalaki, Eriksson, González Álvarez (for Ribeiro), Haug (for Crawley), Hawlicek, Heinisch (for Menrad), Kerr (for McNally), Kestelijn-Sierens, Kokkola, Lulling, Mann, Nordmann (for Larive), Oomen-Ruijten (for Peijs), Sierra González, Sornosa Martínez, Van Lancker and Waddington.

1. Introduction

The draftsperson believes in a people-centred concept of development aiming at widening opportunities and increasing participation for all. Continuing to exclude women from many of life's opportunities totally distorts the process of self-reliant, sustainable development, so human development where women play a key role must be promoted.

2. From 'women in development' to 'gender and development'

The Commission Communication and the subsequent Council Resolution on integrating gender issues in development cooperation form the basis for the EU's follow up to the Beijing Platform for Action resulting from the 1995 World Conference on Women. They are to be welcomed as the first EU policy documents specifically covering development policy from a gender perspective. They reflect the progress made from supporting 'women in development', which treated women in isolation and was easily marginalised from the rest of development cooperation, to the concept of 'gender and development', which recognises that gender factors, and in particular the interrelation between women's and men's roles, are central to development policy. This is a first step in acknowledging the key role of women in the development process.

The objectives of the Communication and the Council Resolution are that a gender analysis should enter into all development interventions. However, for this to happen in reality requires financial and human resources as well as political will. On the budgetary front, it is vital that the dedicated
budget line for women and development (B7-611) is retained so as to coordinate gender and development and finance technical assistance and training. Remarks on other budget lines aim to ensure that gender issues or equal opportunities are taken into account in a range of EU external actions.

Human resources, meanwhile, are still clearly lacking, in spite of the Council Resolution's reference (paragraphs 10 and 11) to the need for "sufficient and permanent expertise" and "adequate, human, financial and other resources". There are currently only three members of staff working on the two women in development (WID) desks in DG1 and DGV111 of the Commission, far too few to oversee implementation of the Resolution and the massive programme of training necessary to raise gender awareness of Commission officials in Brussels and the delegations abroad, while ensuring that technical assistance consultants on the ground and officials from the developing countries concerned are also trained. Since 1994 all new programmes over 1 million ecus have a requirement that consultants be gender-sensitive: this policy must be continued.

Some attempts have been made within the Commission to promote Beijing follow-up. The Director General in DG1B has called for a report on how each director is following-up Beijing and the Commission has set up a human rights inter-service group to coordinate budget lines which have gender, equal opportunities and mainstreaming as their thematic priorities. Much more could be done with an increase in staff specialising in gender and development. Since the Beijing Conference, the United Nations has increased the level of staff in its Division for the Advancement of Women. It is now necessary that a similar strengthening of staff within the Commission and in developing countries takes place if commitments made at Beijing and in the Council Resolution are to be implemented.

3. Gender analysis in trade and aid programming

The EU's relations with developing countries tend to be seen primarily in economic terms, meaning a focus on commercial interests while gender issues have been secondary or marginalised. It is now being recognised that bringing gender analysis into development policy actually makes economic sense and that it makes for a more efficient use of resources if aid is gender-targeted. Women play a crucial role in the production and distribution of food, as small farmers, agricultural workers, manual workers or in the informal sector - often in extremely difficult economic and social conditions. Indeed, women are very often the linchpin of the community's survival, as they care for the children, the elderly and the sick in their families, their nutrition and health, and ensure water and energy supplies. Yet work carried out by women in developing countries remains for the most part unpaid, unrecognised and undervalued.

The Commission Communication acknowledges this with the example that "spending on improved health care for adult women aged 15-44 offers the largest return from health care spending than for any other demographic group of adults (men or women)". Women's World Banking (an organisation which offers favourable credit facilities for women) also claims: "for every 100 rupees earned by an Indian woman, 92 rupees gets ploughed back into children, education and health. On average a man spends only 40 rupees on such needs".

Women receive a disproportionately small share of credit from formal banking institutions: in Latin America and the Caribbean only 7-11% of the beneficiaries of credit programmes are women. They
are assumed to have no collateral to offer and yet giving women access to credit facilities would not only empower them, but also enable them to create market opportunities.

It is vital to ensure that women from the recipient countries are not only in receipt of development aid but are involved in decision-making at every stage of the development aid process: programme design and planning; implementation, monitoring and evaluation. The draftsperson would like to see this taken further, however, so that women reach decision-making positions in politics and the national economies. A first step towards this would be to give women greater access to education and training.

The Resolution makes the link between the macro- and micro-economic, while the Communication acknowledges that structural adjustment policies can bear costs that weigh more heavily on women and girls than on men and boys. However, there is a glaring lack of coherence between these progressive statements and the wording of agreements such as the Special Programme of Assistance to Africa or the individual trade agreements reached since the adoption of the Resolution. There we still find no reference to a gender analysis of the consequences of structural adjustment programmes or the need to address the differential impact on women and men of trade liberalisation. This is in spite of the evidence in the 1996 UN Human Development Report that women's undervalued role in the community means that they tend to lose out when the free market dominates trading relations. The draftsperson believes it essential that gender analysis be brought into all trade and aid agreements, particularly in the forthcoming Lomé renegotiations.

4. Women's rights = human rights

Recognition of women's rights as an integral and indissociable part of human rights was formally recognised in the 1979 UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and reiterated at the Vienna UN Conference on Human Rights in 1993 and the 1994 Cairo Population Conference. The concept includes:

- equal access to basic social services, including education and health;
- equal participation in political and economic decision-making;
- equal pay for work of equal value;
- equal protection by law;
- equal citizens' rights in all areas of life: public, private and working life, especially property and inheritance rights; laws relating to marriage and divorce, and reproductive rights; once women are recognised as the "breadwinners" in most families, a basis exists for a more equitable sharing of these rights.

The concept also formed the basis of the Beijing Platform for Action and yet it is given little prominence in the Council Resolution. Paragraph 12 of the Council Resolution refers to sexual and reproductive health and rights, but the draftsperson would have liked to see greater commitment to initiatives on incorporating the human rights aspects of the Beijing Platform into development cooperation policy.

In particular the issues of trafficking in women and violence against women are absent from the Resolution and this is a glaring gap given that both the causes and consequences of violence are based so often in structural inequality, which should be targeted by development cooperation policy.

5. Follow-up to the Resolution
In Paragraph 19 of the Resolution the Council commits itself to examine at its next meeting the integration of gender issues in emergency operations and crisis prevention and in the fight against poverty. This it did not do, although the Development Council in November 1996 did discuss a paper on gender issues in crisis and emergencies. This must be followed up as agreed with a similar paper on gender in the fight against poverty, particularly as 70% of those living in poverty worldwide are women.

The draftsperson is determined that the Council Resolution should be the starting point for full integration of gender issues into all development policies and programmes. It should be accompanied by precise commitments and strategies from Member States on how they will implement the Platform for Action at national level and in their bilateral development cooperation, and a structured plan from the Commission on how the Resolution will be implemented at EU level.

The draftsperson considers equality in working life to be still the weakest point in the gender discussion: two thirds of working hours worldwide are done by women, but they only receive 10% of world income and own less than 1% of property. EUROSTAT have recently issued a call for tenders for a survey in each Member State with a view to setting up a European satellite system of household accounting which would for the first time make visible the contributions of unpaid domestic and caring work in households. This is in line with calls made in the Platform for Action and could mean the EU leading the way in setting up gender disaggregated data.

The Council Resolution mentions the positive role of NGOs in support of equality of the sexes. The draftsperson is convinced that women's self-help organisations in developing countries are deserving of more EU support as they have done so much not only to react to discrimination but to stabilise their families' income and consumption levels, even in difficult economic and political conditions.

The Council Resolution lays the basis for the EU to play a leading role in mainstreaming gender into development cooperation in general, but it must not be regarded as an end in itself. The review of its implementation should, in the draftsperson's view, go ahead at the end of 1997 and should be followed thereafter by an annual review of progress made.

CONCLUSIONS

The Committee on Women's Rights therefore calls on the Committee on Development and Cooperation, as the committee responsible, to include the following paragraphs in its resolution:

1. Welcomes the Commission Communication and Council Resolution on integrating gender issues in development cooperation as steps forward in defining an EU position on gender and development in the wake of the Beijing World Conference on Women and calls for an annual review to ensure the implementation of the resolution.

2. Notes that the Beijing Platform for Action calls for investment in women's capabilities and the empowerment of women as integral parts of sustainable human development based on collective self-reliance.

3. Calls on Member States where this has not already been done to draw up an action programme for follow up to the Beijing Conference and to commit the resources to put this into practice.
4. Believes that if the aims of the Resolution are to be achieved, greater human and financial resources must be earmarked for gender and development within the Commission, and calls therefore for a strengthening of the Women in Development desks in DG1 and DGVIII and in ECHO in order to oversee the proper implementation of the resolution.

5. Hopes that in the population programmes of DG I and DG VIII particular attention will be given to aspects connected with the reproductive health of women throughout their lifespan and not just in relation to pregnancy.

6. Believes that mainstreaming of gender issues should take place across all policy areas involving EU relations with developing countries, in particular trade, aid, agriculture, health, water, habitat and environment policies, and that a special unit under the responsibility of the Commission Secretary-General should be established to oversee mainstreaming.

7. Calls for systematic training in gender awareness and gender analysis to be provided to Commission officials in Brussels and in recipient countries as well as to consultants working in development cooperation.

8. Is aware that energy poses a particular problem for women in developing countries, both as seekers of fuel (mainly as wood or dung) and water and as victims of smoke inhalation and asks the EC to increase urgently programmes of renewable energy efficiency which will be of particular significance to women.

9. Stresses that aid and project support is more efficient if it is gender-targeted and considers therefore that women should be involved throughout the design, planning, implementation and evaluation of all development projects and programmes.

10. Calls for national and international efforts targeted on programmes that enable women to gain greater access to economic and political decision-making, including through the creation of quota systems, and considers it crucial that more sustainable development programmes should embrace female education and training, improved reproductive and primary health, microcredits for women, effective actions on violence against women, and poverty reduction.

11. Believes it would benefit developing countries' economies in the long-term and be in the interests of basic fairness and justice to reevaluate women's work with a view to placing a monetary value, particularly on the work of women outside the formal sector of the economy.

12. Believes it is vital to carry out a gender analysis of all trade agreements with developing countries to ensure that women in those countries are not disadvantaged in the distribution of benefits from trade.

13. Calls on the Council, as promised in paragraph 19 of the Resolution, to carry out a gender analysis of the fight against poverty in development cooperation along the lines of the paper discussed in the November 1996 Development Council on crisis prevention, emergency operations and rehabilitation.

14. Considers that the Resolution is weak on the promotion of women's rights as human rights and calls therefore for clear initiatives on how to integrate the human rights aspects of the Beijing Platform for Action into development cooperation policy.
15. Calls on the Commission to set up special funds under the budget headings for the NGOs for the institutional strengthening of women's organizations in the developing countries and their advocacy and information/communication programmes on women's matters and the rights of women.

16. Calls for concerted efforts to win legal equality through implementation of CEDAW, legal literacy campaigns to make women more aware of their legal rights, and by facilitating women's access to legal systems.

17. Recommends that developing countries change laws on property, inheritance and divorce where these discriminate against women, and that they review economic and institutional arrangements to extend more choices to women and men in the workplace, by encouraging men to participate in family care.