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*****I REPORT**

on the proposal for a European Parliament and Council regulation on promoting gender equality in development cooperation
(COM(2003) 465 – C5-0367/2003 – 2003/0176(COD))

Committee on Women's Rights and Equal Opportunities

Rapporteur: Olga Zrihen Zaari

Draftsman: Marieke Sanders-ten Holte, Committee on Development and Cooperation (*)

(*) Enhanced cooperation between committees - Rule 162 a

Symbols for procedures

- * Consultation procedure
majority of the votes cast
- **I Cooperation procedure (first reading)
majority of the votes cast
- **II Cooperation procedure (second reading)
*majority of the votes cast, to approve the common position
majority of Parliament's component Members, to reject or amend
the common position*
- *** Assent procedure
*majority of Parliament's component Members except in cases
covered by Articles 105, 107, 161 and 300 of the EC Treaty and
Article 7 of the EU Treaty*
- ***I Codecision procedure (first reading)
majority of the votes cast
- ***II Codecision procedure (second reading)
*majority of the votes cast, to approve the common position
majority of Parliament's component Members, to reject or amend
the common position*
- ***III Codecision procedure (third reading)
majority of the votes cast, to approve the joint text

(The type of procedure depends on the legal basis proposed by the Commission)

Amendments to a legislative text

In amendments by Parliament, amended text is highlighted in ***bold italics***. Highlighting in *normal italics* is an indication for the relevant departments showing parts of the legislative text for which a correction is proposed, to assist preparation of the final text (for instance, obvious errors or omissions in a given language version). These suggested corrections are subject to the agreement of the departments concerned.

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(*) Enhanced cooperation between committees - Rule 162 a

PROCEDURAL PAGE

By letter of 30 July 2003 the Commission submitted to Parliament, pursuant to Articles 251(2) of the EC Treaty, the proposal for a European Parliament and Council regulation on promoting gender equality in development cooperation (COM(2003) 465 – 2003/0176(COD)).

At the sitting of 1 September 2003 the President of Parliament announced that he had referred the proposal to the Committee on Women's Rights and Equal Opportunities as the committee responsible and to the Committee on Budgets and the Committee on Development and Cooperation for their opinions (C5-0367/2003).

At the sitting of 20 November 2003 the President announced that the Committee on Development and Cooperation, which had been asked for its opinion, would be involved in the drafting of the report, pursuant to Rule 162 a.

The Committee on Women's Rights and Equal Opportunities appointed Olga Zrihen Zaari rapporteur at its meeting of 2 October 2003.

The committee considered the Commission proposal and draft report at its meetings of 2 October and 26 November 2003.

At the last meeting it adopted the draft legislative resolution unanimously.

The following were present for the vote: Anna Karamanou, chairwoman, Marianne Eriksson, vice-chairwoman, Olga Zrihen Zaari (rapporteur), Regina Bastos, Armonia Bordes, Ilda Figueiredo (for Feleknaš Uca), Marialiese Flemming (for Christa Klab), Geneviève Fraisse, Fiorella Ghilardotti, Koldo Gorostiaga Atxalandabaso, Lissy Gröner, Catherine Guy-Quint (for Marie-Hélène Gillig, pursuant to Rule 153(2)), Mary Honeyball, Rodi Kratsa-Tsagaropoulou, Thomas Mann, Miet Smet, Patsy Sørensen, Joke Swiebel, Helena Torres Marques, Elena Valenciano Martínez-Orozco, Anne E.M. Van Lancker (for Christa Prets) and Sabine Zissener.

The opinions of the Committee on Budgets and the Committee on Development and Cooperation are attached.

The report was tabled on 2 December 2003.

DRAFT EUROPEAN PARLIAMENT LEGISLATIVE RESOLUTION

on the proposal for a European Parliament and Council regulation on promoting gender equality in development cooperation
(COM(2003) 465 – C5-0367/2003 – 2003/0176(COD))

(Codecision procedure: first reading)

The European Parliament,

- having regard to the Commission proposal to the European Parliament and the Council (COM(2003) 465¹),
 - having regard to Articles 251(2) and 179 of the EC Treaty, pursuant to which the Commission submitted the proposal to Parliament (C5-0367/2003),
 - having regard to Rule 67 of its Rules of Procedure,
 - having regard to the report of the Committee on Women's Rights and Equal Opportunities and the opinions of the Committee on Budgets and the Committee on Development and Cooperation (A5-0447/2003),
1. Approves the Commission proposal as amended;
 2. Calls on the Commission to refer the matter to Parliament again if it intends to amend the proposal substantially or replace it with another text;
 3. Considers that the financial statement attached to the Commission proposal is consistent with the ceiling for Heading 4 of the financial perspective and does not compromise other policies;
 4. Instructs its President to forward its position to the Council and Commission.

Text proposed by the Commission

Amendments by Parliament

Amendment 1
Recital 1 a (new)

(1a) Two thirds of children out of school are girls, enrolment rates for girls are still behind those for boys and drop out rates for girls are higher.

Justification

Emphasises the current situation for girls in relation to education.

¹ Not yet published in OJ.

Amendment 2
Recital 12

(12) This Regulation should lay down a financial framework constituting the prime reference, within the meaning of point 33 of the Inter-institutional Agreement between the European Parliament, the Council and the Commission of 6 May 1999 on budgetary discipline and improvement of the budgetary procedure, for the budgetary authority during the annual budgetary procedure.

(12) This Regulation should lay down a financial framework constituting the prime reference, within the meaning of point 33 of the Inter-institutional Agreement between the European Parliament, the Council and the Commission of 6 May 1999 on budgetary discipline and improvement of the budgetary procedure, for the budgetary authority during the annual budgetary procedure. ***In general, EC development-related funding should also contribute towards gender equality as a cross-cutting issue.***

Justification

The European Union has made gender equality one of its priorities.

Gender equality should be a cross-cutting issue regardless of the programme, policy or institution involved. It is essential, therefore, that development cooperation policy should also incorporate this dimension.

Amendment 3
Article 3, introduction

The objectives to be pursued by this Regulation, in accordance with the goal of promoting gender equality and empower women as specified by the United Nations Millennium Development Goals, are the following:

The objectives to be pursued by this Regulation, in accordance with the goal of promoting gender equality and empower women as specified by the United Nations Millennium Development Goals, ***the Convention on the Elimination of All Forms of Discrimination Against Women, the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women, the Outcome of the Special Session of the General Assembly 'Women 2000: gender equality, development and peace for the 21st Century'*** are the following:

Justification

There can be no doubt that the foundations for gender equality were laid by the Convention on the Elimination of All Forms of Discrimination Against Women and the Fourth World Conference on Women held in Beijing. These set out the clear actions to be taken to promote

equal rights between women and men.

Amendment 4
Article 3, point (a)

(a) to support the mainstreaming of gender in all areas of development cooperation, combined with specific measures in favour of women, with the goal to promote gender equality as an important contribution to poverty reduction;

(a) to support the mainstreaming of gender in all areas of development cooperation, combined with specific measures in favour of women ***of all ages***, with the goal to promote gender equality as an important contribution to poverty reduction;

Justification

It is essential that measures taken under this regulation should have an impact on all women regardless of their age.

Amendment 5
Article 4, paragraph 1, point (a)

(a) supporting specific measures related to access to and control of resources and services for women, ***e.g.*** in areas of education, employment ***opportunities***, and political decision making;

(a) supporting specific measures related to access to and control of resources and services for women, ***in particular, in the areas of education and training, health, economic and social activities, employment and infrastructures, and to participation in political, decision making processes;***

Justification

It is impossible to give an exhaustive list of projects to be supported. However, other aspects fundamental to gender equality and the empowerment of women should also be taken into consideration alongside the areas mentioned. These areas for promotion are health, training (in addition to education), access to economic and social activities, employment and infrastructures and the participation of women in political decision-making.

Amendment 6
Article 4, paragraph 1, point (b)

(b) ***supporting*** the analysis and improvement of statistics disaggregated by sex and age, development and dissemination of methodologies,

(b) ***promoting the collection, dissemination,*** analysis and improvement of statistics disaggregated by sex and age, development and dissemination of

guidelines, gender impact assessments, thematic studies, indicators, and other operational instruments;

methodologies, guidelines, *ex-ante and ex-post* gender impact assessments, thematic studies, *qualitative and quantitative* indicators, and other operational instruments;

Justification

The analysis and improvement of statistics disaggregated by sex is important but it is also necessary to collect and disseminate these statistics. Indeed, how are statistics to be analysed and pertinent studies conducted if the information has not been updated, is incomplete or does not exist? Likewise, it must be possible for a project to be assessed prior to its selection and after it has been completed.

Amendment 7
Article 4, paragraph 1, point (c)

(c) supporting awareness raising and advocacy work;

(c) supporting awareness raising and advocacy work *and establishment of stakeholders' networks in the area of gender*;

Justification

The European Union has made gender equality one of its priorities. It is very important, therefore, that stakeholders in the area of gender equality should form networks in order to exchange information concerning the measures they take, good practice, etc.

Amendment 8
Article 4, paragraph 1, point (d)

(d) supporting activities aiming at strengthening institutional and operational capacities of key *players* in the development process, such as the provision of gender specialist, training and technical assistance.

(d) supporting activities aiming at strengthening institutional and operational capacities of key *stakeholders in partner countries* in the development process, such as the provision of gender specialist, training and technical assistance.

Justification

It is important to strengthen institutional and operational capacities and to help partners in the participating countries.

Amendment 9
Article 4, paragraph 2, point (b)

(b) technical assistance including gender

(b) technical assistance including gender

impact assessment, training or other services;

impact assessment, education, training, **the information society** or other services;

Justification

Since illiteracy is particularly prevalent among women and the school enrolment rate is lower for girls than for boys, it is absolutely essential that they should have access to education services as well as to training.

Likewise, it is important to have data on the education of women and girls in order to assess the impact of equal opportunity projects.

Amendment 10
Article 4, paragraph 3, point (b)

(b) operating expenditure of a beneficiary body including recurring administrative and maintenance costs.

(b) operating expenditure of a beneficiary body including recurring administrative and maintenance costs **that should not exceed the cost foreseen for administrative expenditure.**

Justification

Only operational expenditure should qualify for Community financing. Financing of administrative and maintenance costs should not reduce the part of operational appropriations and should therefore be kept at an absolute minimum.

Amendment 11
Article 5, point (b)

(b) **the contribution to strengthen** strategic **partnership** and **to** initiate transnational cooperation which reinforces regional cooperation in the area of gender equality;

(b) **strengthening** strategic **partnerships** and **initiating** transnational cooperation which reinforces, **in particular**, regional cooperation in the area of gender equality;

Justification

Projects implemented under this regulation should help to strengthen regional partnerships.

Amendment 12
Article 5, point (e)

(e) efforts made to promote synergies with

(e) efforts made to promote synergies with

policies and programmes targeting reproductive and sexual health and rights and poverty diseases, girl-child issues and **their** education, **ageing people, and** environment.

policies and programmes targeting reproductive and sexual health and rights and poverty diseases, **in particular HIV/AIDS programmes, measures to combat violence**, girl-child issues, **the** education **and training of women of all ages**, ageing people, **the** environment, **human rights, conflict prevention, democratisation and the participation of women in the political decision-making process.**

Justification

Measures in support of the fight against poverty and to empower women may take a variety of forms. However, it is essential that our measures should focus on certain areas in particular and cover all age-groups. In addition to education, lifelong training for all women is vital, as is women's participation in the democratisation of their countries, the decision-making process and human rights enforcement and conflict prevention measures.

Amendment 13
Article 5, point (e a) (new)

(ea) gender mainstreaming in the six priority areas of EC development policy.

Justification

Pursuant to the EC Treaty, the overall objective of gender mainstreaming is to promote equality between men and women and to incorporate the gender perspective into all Community policies and programmes.

Amendment 14
Article 5, point (eb) (new)

(eb) the importance of paying special attention to the education of girls, and the fact that unequal opportunities for girls could start to be redressed by recruiting and training local female teachers,

Justification

It is important to stress the difference girls' education makes to gender equality in development cooperation, and to underline the practical steps which need to be taken to

improve opportunities for girls.

Amendment 15
Article 6, paragraph 2 a (new)

2a Contracts with beneficiaries may cover financing of their operating expenditure, in accordance with the provisions of Article 4, 3b of this Regulation.

Justification

If financial support pursuant to this regulation should take the form of contracts, the beneficiaries may use it towards their operating expenditure but only up to the total amount forecast for technical assistance and administrative support.

Amendment 16
Article 7, paragraph 1, point (b)

(b) local authorities and other decentralised bodies; ***Deleted***

Justification

The authorities referred to under point (b) are already named under point (a).

This point is therefore redundant.

Amendment 17
Article 7, paragraph 1, point (c)

(c) local communities, NGOs, community-based organisations, trade unions, and other not-for-profit natural and legal persons;

(c) local communities, NGOs, particularly those operating in the field of gender equality, women's organisations, community-based organisations, trade unions, and other not-for-profit natural and legal persons;

Justification

It is essential that grassroots organisations and women's organisations should be the main organisations to benefit from projects and actions. It is they that have the clearest picture of expectations, requirements and the situation on the ground, and of how best to give concrete

form to actions.

Amendment 18
Article 7, paragraph 1, point (c a) (new)

(ca) the local private sector;

Justification

The local private sector might also be a possible beneficiary of measures to incorporate gender equality into development cooperation, given that it organises schemes involving education for young girls, training grants, etc.

Amendment 19
Article 10, paragraph 2

2. The Commission ***can organise*** meetings between representatives of the Commission, Member States and partner countries in order to increase awareness of gender issues in emerging areas of development cooperation.

2. The Commission ***shall raise the question of gender as a standing item on the agenda during*** meetings between representatives of the Commission, Member States and partner countries in order to increase awareness of gender issues in emerging areas of development cooperation.

Justification

In order to secure the objectives of consistency and complementarity, the Commission should take a proactive and facilitating approach for all necessary coordination measures. Organising regular discussions during the meetings is a useful instrument.

Amendment 20
Article 10, paragraph 2 a (new)

2a. The Commission shall draw on the experiences of Members States, other donors and partner countries in the field of gender mainstreaming and women's empowerment.

Justification

It is important that the Commission should take into account the experience gained in the area of gender equality by the various parties involved. By so doing, and by exchanging examples of good practice, the Commission will be more in tune with the reality on the ground and grassroots experience.

Amendment 21 Article 11, paragraph 1

1. The financial framework for the implementation of this Regulation for the period 2004 to 2006 is hereby set at **9** million Euro.

1. The financial framework for the implementation of this Regulation for the period 2004 to 2006 is hereby set at **11** million Euro.

Justification

The budget allocated to financing the promotion of gender equality in development cooperation should be commensurate with that instrument.

4 November 2003

OPINION OF THE COMMITTEE ON BUDGETS

for the Committee on Women's Rights and Equal Opportunities

on the proposal for a European Parliament and Council regulation on promoting gender equality in development cooperation
(COM(2003) 465 – C5-0367/2003 – 2003/0176(COD))

Draftsperson: Anne Elisabet Jensen

PROCEDURE

The Committee on Budgets appointed Anne Elisabet Jensen draftsperson at its meeting of 11 September 2003.

It considered the draft opinion at its meeting of 4 November 2003.

At this meeting it adopted the following amendments unanimously.

The following were present for the vote: Terence Wynn (chairman), Franz Turchi (vice-chairman), Anne Elisabet Jensen (vice-chairman and draftsperson), Ioannis Averoff, Kathalijne Maria Buitenweg, Den Dover, James E.M. Elles, Göran Färm, Salvador Garriga Polledo, Neena Gill, Catherine Guy-Quint, Wilfried Kuckelkorn, Jan Mulder, Juan Andrés Naranjo Escobar, Joaquim Píscarreta, Giovanni Pittella, Per Stenmarck, Kyösti Tapio Virrankoski and Ralf Walter.

SHORT JUSTIFICATION

Background

1. Regulation (EC) No 2836/98 on integrating of gender issues in development cooperation is due to expire on 31 December 2003. Its objective has been to ensure the promotion of gender equality in national plans designed to implement major elements of the Beijing Declaration to which the Community and its Member States were signatories in 1995.
2. In order to mainstream gender perspectives into all of the Community's development cooperation policies and interventions, increased and accelerated efforts are still necessary. Accordingly, in its resolution on the Commission's communication on the programme of action for the mainstreaming of gender equality in Community development cooperation (COM (2001) 295), Parliament called for replacing Regulation 2836/98 when it expired. Parliament also pointed out that sufficient financial and human resources should be made available in order to ensure "the coherence and continuity of the implementation of the action programme". The need for a revised legal instrument, and the necessary resources, enabling operations to continue beyond 2003 has clearly been recognised by Parliament.
3. The new multi-annual programme provided for by the proposal under codecision (as opposed to the cooperation procedure before) is certainly a step to ensure continuity in the European Parliament's efforts towards mainstreaming of gender equality in Community development cooperation, thus re-inforcing the principle of gender equality in general.

Financial impact

4. The Commission gives a financial framework of 9 m euro (within the meaning of point 33 of the Inter-institutional Agreement of 6 May 1999) for the implementation of this regulation for the period of 2004-2006. The proposal explicitly states that the annual appropriations shall be authorized by the budgetary authority within the limits of the financial perspective.
5. While the financial reference amount for the old programme for the period of 1999-2003 was 25 m euro, actual payments over that 5-year period have amounted to a total of 12.338 m euro (average of 2.4676 m euro per year). Therefore, the schedule as given by the new proposal shows a slight increase in payments for the new programme which is in line with the EP's wish for more financial resources.
6. In detail, commitments/payments planned for 2004-2006 (for comparison: column for 2003 shows the figures for commitments/payments for the last year of expiring Regulation No 2836/98) and payments for 2007 and after, are the following (*€ million*)¹

¹ Figures indicated by DG BUDG at the COBU meeting on 4 November 2003.

		2003 figures: last year Reg.2836/98	2004	2005	2006	2007 and after
B	CA	2.5	2.9	2.9	2.9	
	PA	2.5	2.9	2.4	2.9	0.5

7. According to the Commission, technical assistance and administrative support expenditure is 0.1 m euro per year (0.3 m for the full three-year programme period) accounting for 3.3% of the total allocation for the programme. This the draftsman considers to be within the average range. However, the amount should also include the cost for commitment. Under no circumstances should the cost of administrative expenditure reduce the payments dedicated to the projects themselves.
8. Regarding the overall financial impact of human resources, the Commission proposal gives a sum of 0.2244 m euro of total expenditure for twelve months. With regard to the principle of de-centralisation advocated by Parliament, the draftsman would be interested in more detailed information on which part of the programme will be administered by Commission staff in Brussels and which part by the delegations.
9. As stated in the proposal, all needs for human and administrative resources for the programme (0.9732 m euro for 2004-2006) shall be covered within the allocation granted to the managing DG in the framework of the annual allocation procedure by the budgetary authority in each policy area.
10. The draftsman considers that the Commission's proposal is compatible with the current expenditure ceiling of Heading 4 of the financial perspective (*Amendment 1*).

Other aspects

11. The proposal should not derogate from the general rule according to which Community financing should clearly be focused on the operational side of projects. The possibility of "recurring administrative and maintenance costs" also qualifying for financing under the new regulation should therefore be kept within the range of the figures (equalling some 3.3%) for administrative expenditure as given by the financial statement. Making sure that a maximum part of the grants (more than 96%) will go to operational expenditure only, will increase efficiency and visibility of the Community assistance (*Amendments 2 and 4*).
12. According to the new Financial Regulation, all legal acts covering subsidies (former A30-chapters) have to follow the principle of co-financing. Thus, financing entire costs of actions, as provided for by the proposal, does not seem appropriate to the draftsman (*Amendment 3*).
13. In line with the traditional approach of the Budgets Committee, the draftsman recommends that the advisory procedure shall apply (*Amendments 5 and 6*). This should increase effectiveness of the decision-making process and avoid excessive administrative costs.

AMENDMENTS

The Committee on Budgets calls on the Committee on Women's Rights and Equal Opportunities, as the committee responsible, to incorporate the following amendments in its report:

AMENDMENT TO THE LEGISLATIVE RESOLUTION

Amendment 1

[The European Parliament]

Considers that the financial statement of the Commission proposal is compatible with the ceiling of heading 4 of the Financial Perspective without restricting other policies;

Justification

The amount proposed for the implementation of this Regulation is compatible with the expenditure ceilings under the financial perspective. If, in the course of the adoption of the regulation, other amounts were to be proposed by the legislative authority, the budgetary authority would need to be consulted again according to article 63a) of the Rules of Procedure. In this case, the Committee on Budgets would re-examine the impact on the ceiling under the current financial perspective, according to the declaration of 20 July 2000.

AMENDMENTS TO THE LEGISLATIVE TEXT

Text proposed by the Commission¹

Amendments by Parliament

Amendment 2

Article 4, paragraph 3, point (b)

(b) operating expenditure of a beneficiary body including recurring administrative and maintenance costs.

(b) operating expenditure of a beneficiary body including recurring administrative and maintenance costs ***that should not exceed the cost foreseen in the financial statement for administrative expenditure.***

Justification

Only operational expenditure should qualify for Community financing. Financing of administrative and maintenance costs should not reduce the part of operational appropriations and should therefore be kept at an absolute minimum.

¹ Not yet published in OJ.

Amendment 3
Article 6, paragraph 2

2. A grant may finance the entire costs of an action ***only if it is shown that this is essential for it to be carried out, with the exception of actions resulting from the implementation of financing agreements with third countries or actions managed by international organisations. In other cases, a financial contribution from the beneficiaries defined in Article 7 shall be sought. In specifying the amount of the contribution requested, regard shall be given to the capacity of the partners concerned and the nature of the operation in question.***

2. A grant may finance ***up to 80 percent of*** the entire costs of an action ***and should be restricted to covering operational expenditure except if*** the financing agreements with third countries or actions managed by international organisations ***contain different provisions. When*** a financial contribution from the beneficiaries defined in Article 7 ***is required, the amount of the contribution requested shall take into account*** the capacity of the partners concerned and the nature of the operation in question.

Justification

Co-financing is a principle imposed by the new Financial Regulation. By analogy to legal acts covering subsidies of former A-30 chapters, Community financing should not go above a ceiling of 80%, thus providing for more efficiency of EU action in third countries. Financing the entire costs of an action, as proposed by the Commission, therefore is not appropriate. Besides, grants should only be used by the beneficiary to cover operational expenditure.

Amendment 4
Article 6, paragraph 2 a (new)

2a. Contracts with beneficiaries may cover financing of their operating expenditure, in accordance with the provisions of Article 4 Paragraph 3b of this proposal.

Justification

If financial support pursuant to this regulation should take the form of contracts, the beneficiaries may use it towards their operating expenditure but only up to the total amount forecast for technical assistance and administrative support in the financial statement.

Amendment 5
Article 14, paragraph 2

2. Where reference is made to this paragraph, the ***management*** procedure laid

2. Where reference is made to this paragraph, the ***advisory*** procedure laid

down in Article 4 of Decision
1999/468/EC shall apply, in compliance
with Article 7 and Article 8 thereof.

down in Article 3 of Decision
1999/468/EC shall apply, in compliance
with Article 7 and Article 8 thereof.

Justification

In order to keep administrative costs down and make the decision-taking process as effective as possible, the draftsman is in favour of the advisory procedure, keeping in line with the traditional approach of the Committee on Budgets as regards commitment.

Amendment 6
Article 14, paragraph 3

**3. The period provided for in Article 4,
paragraph 3, of Decision 1999/468/EC
shall be 45 days.** Deleted

Justification

The advisory procedure as introduced by Amendment 5 does not require to lay down this period. This paragraph can therefore be deleted as a consequence of Amendment 5.

26 November 2003

OPINION OF THE COMMITTEE ON DEVELOPMENT AND COOPERATION

for the Committee on Women's Rights and Equal Opportunities

on the proposal for a European Parliament and Council regulation on promoting gender equality in development cooperation
(COM(2003)465 – C5-0367/2003 – 0176/2003(COD))

Draftsman: Marieke Sanders-ten Holte

PROCEDURAL PAGE

The Committee on Development and Cooperation appointed Marieke Sanders-ten Holte draftsman at its meeting of 9 July 2003.

It considered the draft opinion at its meetings of 10 September and 26 November 2003.

At the latter meeting it adopted the amendments below unanimously.

The following were present for the vote: Margrietus J. van den Berg, vice chairman/acting chairman; Marieke Sanders-ten Holte, vice-chairman and draftsman; Anders Wijkman, vice-chairman; Jean-Pierre Bebear, John Bowis, John Alexander Corrie, Nirj Deva, Giovanni Claudio Fava (for Marie-Arlette Carlotti), Fernando Fernández Martín, Concepció Ferrer (for Luigi Cesaro), Vitaliano Gemelli, Glenys Kinnock, Karsten Knolle, Paul A.A.J.G. Lannoye, Miguel Angel Martínez Martínez, Linda McAvan, Hans Modrow, Didier Rod, Francisca Sauquillo Pérez del Arco, Michel-Ange Scarbonchi (for Joaquim Miranda), Karin Scheele (for Karin Junker), Maj Britt Theorin, Felekna Uca (for Luisa Morgantini) and Jürgen Zimmerling.

EXPLANATORY STATEMENT

INTRODUCTION

The general aim of the European Union's development cooperation policy is to combat, and ultimately eradicate, poverty. Although women play an important role in the running of society, a disproportionate number of poor people are female. In order to combat poverty efficiently, it is essential that men and women should have equal rights and that women should play a greater role in decision-making, at political and other levels. This is clearly restated in goal 3 of the Millennium Development Goals: promote gender equality and empower women.

At the Fourth World Conference on Women (Beijing, 1995) a clear agenda was for the first time established on promoting equal rights for women and men. In the European Union this led, among other things, to Council Regulation (EC) No 2836/98 on integrating gender issues in development cooperation. In 2001 an action programme on mainstreaming of gender equality in EC development cooperation was approved. It will expire in 2006.

Regulation (EC) No 2836/98 serves as the legal base for budget item B7-6220 (21.02.06) 'Promoting equality of men and women in the framework of development cooperation'. This will expire on 31 December 2003 and will have to be replaced by the present proposal. As co-legislator I should like to point out that the Commission is extremely late with its proposal for a new regulation.

DRAFTSMAN'S RECOMMENDATIONS

In March 2003 the Commission completed its thematic evaluation of gender equality mainstreaming in EC development cooperation with third countries. Its overall assessment of the measures (from 1995 to the beginning of 2002) was extremely negative, but the measures implemented within the Action Programme were not included in the evaluation. It is difficult therefore to estimate at the moment what the real results are.

The budget line (21.02.06) on gender equality must be seen above all as a catalyst. It has to be called into play where women's interests in developing countries are given inadequate support and thus has a very important strategic function. It is therefore essential that the appropriations allocated to this budget line are sufficiently large to make it possible to intervene efficiently when needed. Your draftsman has therefore raised the allocation for this budget line from 9 to 11 million euro, with 5 million allocated to giving additional impetus in 2004. This can be adjusted immediately after the final adoption of the 2004 budget in the 'Legislative Financial Statement'; budget line B7-622 will also have to be changed on 21.02.06.

Many studies have been carried out over the years on equal rights for women and men, without leading to appropriate measures. Political undertakings often prove to be empty words. This is partly attributable to a lack of knowledge on the part of Commission and EU delegation staff. Your draftsman calls for extra training to be given to the staff members in question.

Although it is very important to promote political awareness among all players in the area of development cooperation, in many cases appropriate measures are more effective. Many

women have little or no education, have no access to any sector of the economy and take no part in the democratic process. Your draftsman therefore calls on the Commission to pay particular attention to synergies with its programmes, measures and projects which promote, for example, (technical) education of women, support full participation by women in the economy or extend the role of women in political decision-making. Strengthening strategic partnerships at all levels in particular is an excellent form of support.

CONCLUSION

It is clear that with the Beijing + Conference (2005) in the offing a reinforced approach to equal rights for women and men is called for at European level. Although establishing and pursuing a general strategy in all areas of development cooperation is very important, specific measures must be given adequate attention. This regulation can make a useful contribution to both aims.

AMENDMENTS

The Committee on Development and Cooperation calls on the Committee on Women's Rights and Equal Opportunities, as the committee responsible, to incorporate the following points in its report:

Text proposed by the Commission¹

Amendments by Parliament

Amendment 1
Recital 1 a (new)

(1a) Two thirds of children out of school are girls, enrolment rates for girls are still behind those for boys and drop out rates for girls are higher.

Justification

Emphasises the current situation for girls in relation to education.

Amendment 2
Article 3, introduction

The objectives to be pursued by this Regulation, in accordance with the goal of promoting gender equality and empower

The objectives to be pursued by this Regulation, in accordance with the goal of promoting gender equality and empower

¹ OJ C .../Not yet published in the OJ.

women as specified by the United Nations Millennium Development Goals, are the following:

women as specified by the United Nations Millennium Development Goals, ***the Convention on the Elimination of All Forms of Discrimination Against Women, the Beijing Declaration and Platform for Action adopted at the Fourth World Conference on Women, the Outcome of the Special Session of the General Assembly 'Women 2000: gender equality, development and peace for the 21st Century'*** are the following:

Justification

The amendment corresponds to Amendment 1 of the rapporteur of the Women's Committee.

There can be no doubt that the foundations for gender equality were laid by the Convention on the Elimination of All Forms of Discrimination Against Women and the Fourth World Conference on Women held in Beijing. These set out the clear actions to be taken to promote equal rights between women and men.

Amendment 3

Article 4, paragraph 1, point (a)

a) supporting specific measures related to access to and control of resources and services for women, ***e.g.*** in areas of education, ***employment opportunities***, and political decision making;

a) supporting specific measures related to access to and control of resources and services for women, ***not least in the*** areas of education ***and training, health, social and economic activities, employment and infrastructure***, and political decision-making;

Justification

The amendment takes over and modifies in agreement with the rapporteur of the Women's Committee her Amendment 2.

It is essential that women have access to and control of resources at all levels. Education, but also training will give them more chances for success. Women are mainly active in economic activities such as the informal sector or the low-resourced sector of trading or farming activities. A high percentage of allocations of Community funding goes to infrastructure (transport/mobility, energy, local markets etc.). Gender-specific measures are essential in this area.

Amendment 4

Article 5, point (e)

(e) efforts made to promote synergies with policies and programmes targeting reproductive and sexual health and rights and poverty diseases, girl-child issues **and** education, ageing people, and environment.

(e) efforts made to promote synergies with policies and programmes targeting reproductive and sexual health and rights and poverty diseases, **in particular HIV/AIDS programmes**, girl-child issues, **the education and training of women of all ages and** ageing people.

Justification

The amendment modifies Amendment 21 of the Women's Committee.

Measures in support of the fight against poverty and the empowerment of women may take a variety of forms. However, it is essential for our actions to focus on certain areas in particular and to include all age-groups. In addition to education, lifelong training for all women is vital, as is women's participation in the democratisation of their countries, the decision-making process, human rights enforcement, the combat against violence and conflict prevention measures.

Amendment 5

Article 5, point (e a) (new)

(ea) efforts made to promote synergies with policies and programmes targeting the environment, human rights, measures to combat all forms of violence, conflict prevention, democratisation and the participation of women in the political decision-making process.

Justification

The amendment modifies Amendment 21 of the Women's Committee.

Measures in support of the fight against poverty and the empowerment of women may take a variety of forms. However, it is essential for our actions to focus on certain areas in particular and to include all age-groups. In addition to education, lifelong training for all women is vital, as is women's participation in the democratisation of their countries, the decision-making process, human rights enforcement, the combat against violence and conflict prevention measures.

Amendment 6

Article 5, point (e b) (new)

(eb) the potential to contribute to systematic, effective and sustainable mechanisms particularly at Delegation level for supporting the integration of gender concerns in country programmes and projects;

Justification

The amendment modifies the initial amendment 4 of the draftsman following an agreement with the rapporteur of the Women's Committee.

Commission is responsible to develop and explore ways to set up mechanisms in cooperation with the delegations which ensure that projects supported by Community aid are gender-sensitive and contribute to the elimination of gender inequalities. Trained staff at delegation level is vital for efficient implementation of the Regulation.

Amendment 7

Article 5, point (e c) (new)

(ec) the increased ownership of gender equality objectives by mainstream actors in all six priority sectors of Community development cooperation.

Justification

It is important to integrate gender into all six priority areas of development cooperation, in particular the sectors which receive a high percentage of funding, or are in particular gender blind, such as macro-economic or budgetary support (education and health), transport and trade.

Amendment 9

Article 10, paragraph 1, introductory words

1. In order to secure the objectives of consistency and complementarity referred to in the Treaty and to ensure maximum effectiveness of these operations as a

1. In order to secure the objectives of consistency and complementarity referred to in the Treaty and to ensure maximum effectiveness of these operations as a

whole, the Commission **may** take all necessary coordination measures, including in particular:

whole, the Commission **should** take all necessary coordination measures, including in particular:

Justification

In order to secure the objectives of consistency and complementarity, the Commission should take a proactive and facilitating approach for all necessary coordination measures. More and better use should be made of the existing experiences within the Member States to complement and increase gender competence in the Commission at headquarter and country level.

Amendment 10 Article 10, paragraph 2

2. The Commission **can organise** meetings between representatives of the Commission, Member States and partner countries in order to increase awareness of gender issues in emerging areas of development cooperation.

2. The Commission **shall raise the question of gender as a standing item on the agenda during** meetings between representatives of the Commission, Member States and partner countries in order to increase awareness of gender issues in emerging areas of development cooperation.

Justification

In order to secure the objectives of consistency and complementarity, the Commission should take a proactive and facilitating approach for all necessary coordination measures. Organising regular discussions during the meetings is a useful instrument.

Amendment 11 Article 11, paragraph 1

1. The financial framework for the implementation of this Regulation for the period 2004 to 2006 is hereby set at **9** million Euro.

1. The financial framework for the implementation of this Regulation for the period 2004 to 2006 is hereby set at **11** million Euro.

Justification

Gender mainstreaming needs sufficient funding to function as a catalyst, both in the 'mainstreaming' of gender and in specific actions.