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DRAFT REPORT

on EU funds for gender equality
(2016/2144(INI))

Committee on Women's Rights and Gender Equality

Rapporteur: Clare Moody

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

on EU funds for gender equality (2016/2144(INI))

The European Parliament,

- having regard to Article 2 and Article 3(3), second subparagraph, of the Treaty on European Union (TEU) and Article 8 of the Treaty on the Functioning of the European Union (TFEU),
- having regard to Article 23 of the Charter of Fundamental Rights of the European Union,

having regard to Council Regulation (EU, Euratom) No 1311/2013 of 2 December 2013 laying down the multiannual financial framework for the years 2014-2020¹,
- having regard to the interinstitutional joint declaration attached to the MFF on gender mainstreaming,
- having regard to the Regulation (EU) No 1304/2013 of the European Parliament and of the Council of 17 December 2013 on the European Social Fund²,
- having regard to the Interinstitutional Agreement of 2 December 2013 between the European Parliament, the Council and the Commission on budgetary discipline, on cooperation in budgetary matters and on sound financial management³,
- having regard to the Commission communication entitled ‘Mid-term review/revision of the multiannual financial framework 2014-2020 - An EU budget focused on results’ (COM(2016)0603),
- having regard to the Commission staff working document entitled ‘Horizon 2020 annual monitoring report 2014’ (SWD (2016)0123),
- having regard to the Commission working document on ‘Programme Statements of operational expenditure for the Draft General Budget of the European Union for the financial year 2017’ (COM(2016)0300),
- having regard to the Joint Staff Working Document ‘Gender Equality and Women’s Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020’ (SWD(2015)0182),
- having regard to the Commission staff working document entitled ‘Strategic engagement for gender equality 2016-2019’ (SWD(2015)0278),

¹ OJ L 347, 20.12.2013, p. 884.

² OJ L 347, 20.12.2013, p.470.

³ OJ C 373, 20.12.2013, p. 1.

- having regard to the study entitled ‘The EU Budget for Gender Equality’, published in 2015 by Parliament’s Policy Department D and the follow-up study on the use of funds for gender equality in selected Member States, published in 2016 by Policy Department C,
 - having regard to the Commission communication of 21 September 2010 entitled ‘Strategy for equality between women and men 2010-2015’ (COM(2010)0491),
 - having regard to Rule 52 of its Rules of Procedure,
 - having regard to the report of the Committee on Women’s Rights and Gender Equality and the opinions of the Committee on Budgets and the Committee on Budgetary Control (A8-0000/2016),
- A. whereas equality between men and women is a fundamental value of the European Union enshrined in the Treaties; whereas Article 8 TFEU lays down the principle of gender mainstreaming, stating that the Union shall in all its activities aim to eliminate inequalities and to promote equality between men and women;
 - B. whereas the Commission’s Strategic Engagement for Gender Equality 2016-2019, published in December 2015, highlights the key role of EU funding in support for gender equality;
 - C. whereas in order to balance professional and private life affordable and accessible public care facilities have to be provided and expenditures for these facilities are to be considered as part of infrastructure investments; whereas these services are a precondition for women’s participation in the labour market, in leading positions, in science and research and thus for gender equality;
 - D. whereas the Joint Declaration of the European Parliament, the European Commission and the European Council calls for the annual budgetary procedures applied for the MFF 2014-2020 to integrate, as appropriate, gender-responsive elements, taking into account the ways in which the overall financial framework of the Union contributes to increased gender equality and ensures gender mainstreaming;
 - E. whereas since the 2008 crisis a downgrading of gender equality in the public debate and policy agenda is evident both at EU and national level; whereas the fiscal consolidation and budget constraints imposed by the crisis are likely to further reduce the available resources for gender equality strategies and bodies;

General observations

1. Welcomes the intended mainstreaming of gender equality as a cross-cutting policy objective of the EU budget in EU funds and programmes;
2. Deplores, however, the fact that the EU’s political commitment to gender equality and gender mainstreaming is not yet internalised in the budget allocations and spending decisions of all EU policy areas;
3. Notes that some EU programmes (e.g. ESF, REC, Horizon 2020, IPA II, Humanitarian

aid, DCI and EIDHR) include specific actions related to gender equality, while others (e.g. EaSI, FEAD, EMFF, and EGF) contain references to the general principles, of gender equality, but very few programmes lay down clear targets and dedicated resources or provide for systematic implementation and monitoring;

4. Notes that gender equality is not recognised as a policy objective in all EU budget titles, and that several of those titles are not fully transparent in the sense that they do not specify the amount allocated to individual policy objectives and actions;
5. Regrets that tools for gender mainstreaming such as gender indicators, gender impact assessment (GIA) and gender budgeting (GB) are very rarely used in policy design and implementation, whether at EU level or by national institutions; highlights the fact that the lack of specific gender indicators and of collection of gender-disaggregated data makes it impossible to estimate the gender equality impact of EU policies;
6. Regrets that despite the joint declaration attached to the MFF on gender mainstreaming there has been no significant progress in this field;
7. Highlights the fact that no clear gender equality strategy with specific objectives, concrete targets and allocations, has emerged from the MFF 2014-2020;
8. Notes that the Commission's communication on the MFF midterm review published in September 2016 makes no reference to the implementation of gender mainstreaming;

EU funding for gender equality in employment, social affairs and inclusion through the European Structural and Investment Funds (ESI Funds)

9. Points out that the ESI Funds constitute the most important financial support for the implementation of gender equality policy in the EU, especially in the case of the ESF (European Social Fund), which aims to foster the full integration of women in the labour market; underlines that Regulation 1304/2013 makes gender mainstreaming a compulsory part of all phases of programmes and projects financed by the ESF, including preparation, implementation, monitoring and evaluation;
10. Stresses that ensuring the necessary infrastructure funding for quality, affordable and accessible care services for children and the elderly will support female participation in the labour market and women's economic independence, and thus foster gender equality;
11. Notes that EUR 5.85 billion EUR will be spent in 2014-2020 on measures promoting gender equality, of which 1.6% under the ESF for the specific investment priority 'Equality between men and women in all areas including access to employment, career progression, reconciliation of work and private life and promotion of equal pay for equal work';
12. Notes that ERDF funding should also support investment in childcare and other social infrastructure;
13. Recalls the importance of close monitoring and evaluation of the Operational Programmes of the ESI Funds, in order to avoid the downgrading of gender equality in

the implementation phase;

14. Deplores that despite efforts to create a 'standard' in this field, a systematic method for the implementation of gender mainstreaming within the ESF has not yet been established; calls on the Commission and the Member States to increase resources for gender equality assessment and to follow consistently the implementation of gender mainstreaming;
15. Calls for the creation of permanent gender equality bodies at Member State level, which would provide technical support for gender mainstreaming at the planning and implementation stages, and strongly welcomes, in this context, national best practices such as the Gender CoP network in Sweden;
16. Highlights the importance of giving special attention and priority to ESIF measures supporting investments in educational, social and healthcare services, given that these services are facing reductions in public funding at national and local level;
17. Suggests increased financial allocations in the MFF for social infrastructures and services for the care of children and the elderly;

EU funding for gender equality in the area of fundamental rights, equality and citizenship via the Rights, Equality and Citizenship 2014-2020 Programme (REC)

18. Notes that the two objectives related to gender equality and to the Daphne programme for combating violence against women currently account for around 35 % of the REC funds; points out that a majority of funds have been allocated under the Daphne objective compared to the gender equality objective;
19. Underlines that for the 2014-2020 period, the calls issued under the Daphne objective address all forms of violence against women and/or children; notes that the majority of resources have been earmarked for fighting and preventing violence linked to harmful practices (39 %) and for support for victims of gender-based violence, domestic violence or violence in an intimate relationship provided by specialised support services aimed at women (24 %);
20. Notes that under the gender equality objective, the following priorities were addressed: equal economic independence of women and men and work-life balance (44 % of resources earmarked); promoting good practices regarding gender roles and overcoming gender stereotypes in education and training and in the workplace (44 %) and support for EU-level networks on gender equality themes (12 %);
21. Deplores, however the decrease in the funds available for the Daphne specific objective, pointing out that Daphne budget appropriations stood at EUR 18 million in commitments in 2013 by comparison with EUR 19.5 million in 2012 and more than EUR 20 million in 2011; further notes that in 2016 the REC work programme has foreseen little more than EUR 14 million for the objective;
22. Calls on the Commission, when preparing the annual work programme, to respect the appropriate and fair distribution of financial support between different areas covered by the specific REC objectives, while taking into account the level of funding already

allocated under the previous (2007-2013) programming period;

23. Calls for more clarity on how the objective on combating violence is pursued under the REC programme; highlights the importance of funds reaching grassroots organisations in order to ensure effective implementation;
24. Calls on the Commission to strengthen the requirement regarding the collection of gender-disaggregated data in the implementation of this programme, as an essential tool for an effective gender budgeting analysis;

EU funding for gender equality in the area of research and innovation via Horizon 2020

25. Highlights the fact that the Horizon 2020 programme (hereinafter ‘this programme’), in line with the requirements of Article 16 of its Regulation, mainstreams gender equality and the gender dimension in research as a cross-cutting issue in each of the different parts of the work programme;
26. Draws attention to the three mainstreaming objectives under this programme, namely: to foster equal opportunities and gender balance in project teams; to ensure gender balance in decision-making; and to integrate a gender dimension in research content;
27. Welcomes the fact that this programme provides support for research bodies in implementing gender equality plans; also welcomes the joint project of the Commission and the European Institute for Gender Equality for creating an on-line tool for gender equality plans, as a means of identifying and sharing best practices with relevant stakeholders;
28. Welcomes the specific indicators used to monitor the implementation of a gender equality perspective in Horizon 2020, as well as the fact that, regarding gender balance in Horizon 2020 advisory groups in 2014, women’s participation was 52 %¹;
29. Considers that a further review is needed in order to assess the results, based also on indicators such as the percentage of women participants and women project coordinators in Horizon 2020, and to propose adjustments to the specific actions if required;
30. Calls for gender mainstreaming to be further strengthened under all pillars of Horizon 2020, and for the development of gender equality targets in strategies, programmes and projects at all stages of the research cycle;
31. Calls for the maintenance of an independent line of funding for gender-specific structural change projects (such as GERI for 2014-2016), as well as of other gender equality topics in research and innovation;
32. Opposes the changes envisaged in the ‘New Science with and for Society Scoping Paper 2018-2020’ subsuming gender equality funding under the more general heading of RRI (Responsible Research and Innovation), as being inconsistent with the specific and distinct requirements for gender equality in the Horizon 2020 regulation;

¹ Commission staff working document ‘Horizon 2020 annual monitoring report 2014’

Other programmes and funds including specific objectives on gender equality

33. Notes that in the field of external actions and development cooperation, the Gender Action Plan (GAP) established for the period 2016-2020 covers the EU's activities in third countries, and that there are several external assistance instruments that support gender equality objectives;
34. Highlights that gender mainstreaming is also among the founding principles of the recent Asylum, Migration and Integration Fund (AMIF), and that eligible actions under this funding should ensure that special attention is paid to the specific needs of vulnerable persons, in particular women, unaccompanied minors and other groups at risk;
35. Emphasises that there are other funds, such as the Internal Security Fund, special financial instruments like the Emergency Support Instrument and other ad hoc instruments and grants, that have been mobilised to address needs in the context of the present refugee crisis; points out the difficulty in monitoring the use of these funds, in particular from a gender perspective, and calls for the use of EU funding in this area to be coordinated, effective, transparent and gender-sensitive;
36. Calls for specific funding to support targeted measures involving grassroots organisations for ensuring that the basic rights, safety and security of refugee and migrant women and girls are protected;

Policy recommendations

37. Reiterates its request for gender budgeting to be used at all levels of the EU budgetary procedure;
38. Calls for all EU budget titles to pursue equally strong gender targets and gender mainstreaming standards;
39. Calls for the amount to be allocated to individual policy objectives and actions dedicated to gender equality to be clearly specified in order to increase transparency and accountability;
40. Looks upon the EU-level funding of EUR 6.17 billion allocated in the current MFF to achieving the objectives of gender-strategic engagement as a first step, and asks for an increase in this amount in the next MFF;
41. Believes that the mid-term review of the MFF could have been an opportunity to improve the results achieved by the EU budget in the pursuit of gender equality, and to demonstrate those achievements to the public;
42. Regrets, therefore, the Commission's decision to not address the issue of implementation of gender mainstreaming in its mid-term review of the MFF, and calls for more specific action to address this failure;
43. Calls for gender-specific indicators to be applied in the project selection, monitoring and evaluation phases of all actions that receive funding from the EU budget, for

mandatory gender impact assessment, and for the collection of gender-disaggregated data with regard to beneficiaries and participants;

44. Strongly recommends that gender-disaggregated data should be made available to the public in order to ensure financial accountability and transparency;
45. Calls for the EU institutions and Member States to organise regular training and technical support programmes on gender mainstreaming tools for all staff involved in policymaking and budgetary procedures;
46. Instructs its President to forward this resolution to the Council and the Commission.

EXPLANATORY STATEMENT

Equality between men and women is a fundamental value of the European Union enshrined in the Treaties. Gender equality has also been addressed in 15 directives that have been adopted by the EU and has been an explicit goal of some parts of the EU Budget. However, regardless of the measure that is used to determine gender equality we are still a long way from achieving this aim. This report therefore calls for the budget to be used much more proactively and targeted to deliver on the goal of gender equality.

EU funding already makes an important positive contribution to promoting gender equality. Some EU programmes (such as the ESF, REC and Horizon 2020) have specific action related to gender equality, while others only contain references to gender equality general principles. However very few programs provide for clear targets and dedicated resources and for a systematic implementation and monitoring. In general, gender issues are usually more addressed in “soft policy” areas such as human resources development, than in “hard” ones, like transport, climate, ITC.

This report assesses how gender mainstreaming is applied in the EU funds allocations with focus on EU funding for child care in the framework of the ESI Funds, gender mainstreaming in the use of Horizon2020 funding and gender mainstreaming in the use of the REC programme (focus on the gender Equality Objective and the follow up of the Daphne Programme on VAW). It gives policy recommendation on how to better internalise the EU declared principle of gender equality and gender mainstreaming in the budget allocation and spending decisions of the EU policy areas.

Within the ESIF, according to the EC Operational Programmes agreed with the Member States, regions and the Commission, approximately EUR 5.85 billion will be spent in 2014-2020 on measures promoting gender equality. Thus the ESI Funds are the most important financial support for the implementation of gender equality policy in the EU, in particular the EST which intends to foster the full integration of women into the labour market; 5,85 billion EUR will be spend in 2014-2020 on measures promoting gender equality out of which 1,6% under the ESF for the specific investment priority *“equality between men and women in all areas including in access to employment, career progression, reconciliation of work and private life and promotion of equal pay for equal work”*. Action could be taken beyond these specific measures, for example ERDF funding should also be used to support investment in childcare and other social infrastructures. Research has shown that investing in care services would create almost as many jobs for men as investing in construction industries and would create almost four times as many jobs for women.

The REC Programme 2014-2020 (which replaces the earlier programmes Progress, Fundamental Rights and Citizenship and Daphne III) has an overall budget of 439,5 million EUR over the period 2014-2020 of which 35% are earmarked for the two gender Equality objectives under this programme (*“promoting equality between women and men and gender mainstreaming”* and *“Preventing violence against children, young people, women and other groups at risk (Daphne)”*). However, there is a lack of gender disaggregated data in the implementation phase of this programme. Furthermore, the Rapporteur deplores the decrease in the funds available for the Daphne specific objective and recommends an appropriate and fair distribution of financial support between the different area and more clarity on how the

objective to combat violence is pursued under the REC programme.

In the area of Horizon2020, the rapporteur welcomes the gender mainstream approach as a cross-cutting issue in each of the different parts of the work programme, in line with the requirements of Art 16 of its regulation; however a further review is needed in order to assess the results based on the indicators and gender mainstreaming should be further strengthened in all pillars of the programme. The rapporteur underlines that Independent lines for funding for gender-specific structural change projects (such as GERI for 2014-2016) should be maintained while envisaged changes to subsume gender equality funding under a more general heading should be avoided.

However the Rapporteur believes the EU could make much better use of its budgetary resources to work towards this goal. An EPRS study has concluded that a clear gender strategy, with specific objectives, targets or allocations, is not present in the MFF 2014-2020. Gender budgeting is not systematically applied in the EU general budget. It is often not possible to determine what, if any, resources are allocated to achieving gender objectives within programmes. For many programmes, information from a gender perspective on financial allocations as well as on implementation and outcomes are lacking or are incomplete. Important tools for gender mainstreaming, like Gender Indicators, Gender Impact Assessment (GIA) and Gender Budgeting (GB) are very rarely adopted both in EU and national institutions. There are exceptions to this such as the Horizon 2020 Framework Programme which does include gender mainstreaming and suitable indicators.

In recent years there has also been a regrettable move away from implementing gender equality policies. Targeted gender related programmes have not been immune to this trend, the Daphne programme is one EU level example of the reduction in funding over time of a gender specific policy.

Mainstreaming gender equality in the EU Budget provides an opportunity to help inform and then target action to restore progression on our stated path towards achieving gender equality. By taking this broad view of the positive role that the EU Budget can play in addressing this fundamental aim we can reverse the recent trend against taking action.

The Rapporteur is disappointed that the Commission's Mid-term review of the Multi-Annual Framework makes no proposals in this area and does not reference gender mainstreaming. The Rapporteur believes that gender budgeting as an action on its own raises the awareness of the need to address inequality. When properly implemented with gender indicators it should also demonstrate where there is a positive impact as a consequence of the EU budget and show where there may be failings in the use of the budget. By measuring clearly the positive added value that is delivered through the implementation of EU programmes we will be able to prove to our citizens the significant difference to gender equality that is delivered through the budget.

This report therefore calls for the budget to be used much more proactively to deliver on the goal of gender equality that has been central to the EU's work from the beginning.