

ADVANCING GENDER
EQUALITY AND WOMEN'S
EMPOWERMENT IN
UKRAINE THROUGH
EFFECTIVE DEVELOPMENT
CO-OPERATION AND
FINANCE

ACKNOWLEDGEMENTS

This publication was prepared by international development finance expert Teresita Kelly Lopez-Treussart, with valuable input from Larysa Magdyuk, national consultant, as part of UN Women Ukraine project “Gender equality at the centre of reforms, peace and security” funded by the Government of Sweden.

UN Women Ukraine expresses gratitude to the Office of the Deputy Prime Minister on European and Euro-Atlantic Integration of Ukraine, Government Commissioner for Gender Equality Policy, Directorate on Coordination of International Technical Assistance of the Secretariat of the Cabinet of Ministers of Ukraine and Ministry of Economic Development, Trade and Agriculture of Ukraine for providing relevant guidance at different stages of the research process for this report. The author also wishes to thank all the State and non-State institutions who shared key information and participated in the interviews for this study.

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ACRONYMS AND ABBREVIATIONS

AAAA	Addis Ababa Action Agenda
Beijing+25	25th Anniversary of the Beijing Declaration and Platform for Action
CSW	Commission on the Status of Women
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CoE	Council of Europe
CSO	Civil society organisation
DAC	Development Assistance Committee
DCFTA	Deep and Comprehensive Free Trade Area
DFID	Department for International Development, United Kingdom
DPMO	Office of the Deputy Prime Minister for European and Euro-Atlantic Integration
EU	European Union
EU/EEAS-Kyiv	Delegation of the European Union to Ukraine
G7	Group of Seven
GAC	Global Affairs Canada
GDP	Gross Domestic Product
GII	Gender Inequality Index
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
GNI	Gross National Income
GPEDC	Global Partnership for Effective Development Co-operation
GRB	Gender responsive budgeting
HDI	Human Development Index
Hromadas	Amalgamated territorial units
IMF	International Monetary Fund
IDPs	Internally Displaced Persons
IFIs	International financial institutions
MDG	Millennium Development Goals
MoEDTA	Ministry of Economic Development, Trade and Agriculture
Minfin	Ministry of Finance
MFA	Ministry of Foreign Affairs
MoSP	Ministry of Social Policy

NATO	North Atlantic Treaty Organisation
NGO	Non-governmental organisation
NAP	National Action Plan
NDI	National Democratic Institute
NIRAS	NIRAS Development Consulting
OECD	Organisation for Economic Co-operation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
OSCE	Organisation for Security and Co-operation in Europe
ODA	Official Development Assistance
PPP	Purchasing Power Parity
PFM	Public Financial Management
SDG	Sustainable Development Goal
SEK	Swedish krona
Sida	Swedish International Development Cooperation Agency
UAH	Ukrainian hryvna
UMA	Ukrainian Marketing Association
UN	United Nations
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNSCR 1325	United Nations Security Council Resolution 1325
USA	United States of America
USAID	United States Agency for International Development
USD	United States dollar
UWF	Ukrainian Women's Fund
WEE	Women's Economic Empowerment

EXECUTIVE SUMMARY

With the global community taking stock of the progress made towards gender equality and women's rights since the adoption of the Beijing Declaration and Platform for Action (1995) and the 2030 Agenda for Sustainable Development (2015), the year 2020 opens up new opportunities to mobilise increased public finance and more targeted action in support of all women and girls the world over including in Ukraine.

The findings highlight that, despite difficult internal conditions, the government of Ukraine has actively participated in all major gender equality and global development processes since the country's independence in 1991. Yet, gender equality and women's empowerment remain unfinished businesses in the country, where legislative changes and political will have not translated into practical implementation, particularly in the absence of effective monitoring mechanisms to fully enforce national and international obligations.

Multiple challenges to advancing the gender equality agenda at the national and sub-national levels also persist, including a lack of a co-ordinated and comprehensive whole-of-government approach to gender mainstreaming, a weak national gender machinery, and insufficient levels of domestic public finance for gender programming, strategies and women's rights organisations. Furthermore, the existence of a highly conservative 'anti-gender' movement, along with deeply entrenched patriarchal attitudes and gender stereotypes in Ukrainian society, represent a significant threat of rollback of hard-won gains made on gender equality.

Chapter 1 sets the international scene and processes that have put women and girls front and centre of the sustainable development agenda, including by retaining a strong, standalone goal on gender equality and women's empowerment (SDG 5) and

integrating gender-specific targets and indicators across all the other relevant sustainable development goals. It also illustrates the interconnectedness and complementary nature of policy approaches and objectives (e.g. between the SDG and financing for development processes; the Global Partnership for Effective Development Co-operation monitoring and SDG tracking; and the Addis Ababa Action Agenda and the Nairobi Outcome Document) that seek to ensure an enabling and comprehensive global framework for gender equality in development co-operation. In addition, a certain continuity and convergence of roles and efforts (e.g. between G7 countries and UN Women; Beijing+25 national and supranational reviews) by different gender equality champions is also revealed throughout the chapter.

Chapter 2 finds that, in line with global trends, gender equality has gained considerable traction as a key policy priority in recent years and has been high on the Ukrainian government's agenda, especially since the 2014 Revolution of Dignity. It notes that impressive progress has been made in overcoming the deep economic and financial crisis due to the armed conflict in the Eastern part of the country. However, it also highlights the persistence of gender-based inequalities and several socio-economic gaps that pull Ukrainian women back, while constraining the overall development of the country, as well as the pace of the state reform agenda and European and Euro-Atlantic integration.

This chapter also discusses the level of implementation and reporting on relevant UN and EU policy instruments, and provides a general picture of the national legal and institutional developments with clear implications for the protection of women's and girls' rights in the country. In particular, it illustrates the crucial efforts made by Ukrainian government authorities to adapt and align national legislation with international standards, as well as to accelerate

the implementation of key recommendations and best practices on gender equality and women's empowerment.

The strong political commitment of the government of Ukraine to advance gender equality and women's rights at both local and national levels is notably enshrined in the following policy documentation: the National Human Rights Strategy and Action Plan to Implement the National Human Rights Strategy of Ukraine by 2020; the State Social Programme on Ensuring Equal Rights and Opportunities for Women and Men for the period up to 2021; National Action Plan for the Implementation of the Recommendations set forth in the Concluding Observations of CEDAW for the period up to 2021; National Action Plan to implement UN Security Council Resolution 1325 "Women, Peace and Security" for the period up to 2020.

There is a variety of government, bilateral, multilateral, private and civil society institutions involved in development cooperation activities, projects and programmes focused on promoting gender equality and women's empowerment in Ukraine. The Gender Equality Donors' Group, chaired by the Deputy Prime Minister on European and Euro-Atlantic Integration of Ukraine, represented the most important government-donor institutional mechanism for coordination and policy dialogue on development co-operation for gender equality to date. As of October 2019, out of a total of 69 gender equality projects or initiatives summarised in a dashboard prepared by the Gender Equality Donors' Group, at least 58 are fully or partially aligned with the top Ukrainian government policy documents on gender equality and women's rights.

Chapter 3 addresses the issue of effective resource mobilisation as one of the most critical factors in delivering successfully on gender equality commitments both at the national and international levels. It finds that, with **a total estimate of UAH 51.5 million (or USD 1.8 million¹)** from the state budget

allocated for the implementation of key gender equality plans and strategies in 2016-2021, domestic public finance is insufficient to meet the country's ambitious gender priorities, while significantly lagging behind the **USD 433 million** on average per year in gender equality focused ODA (official development assistance) for Ukraine committed by the members of the OECD Development Assistance Committee (DAC) in 2016-2017.

The top five donors of gender equality focused aid to Ukraine include the European Union Institutions, Germany, the United States, Sweden and Canada (in descending order, in terms of volume), based on the OECD Creditor Reporting System (CRS) data publicly available in September 2019. With **a total of USD 433.646 million of gender equality focused aid²** on average per year in 2016-2017 (corresponding to 33% of bilateral allocable aid), the majority of DAC donor funding for Ukraine integrated gender equality and women's empowerment as a significant objective (**32% or USD 417.428 million**) in 2016-2017. DAC members' support to programmes specifically dedicated to gender equality and women's empowerment as their principal or main objective remained low at **1% (or USD 14.626 million)** in the same time period.

Chapter 4 explores the dynamics and features of development co-operation on gender equality at the country level. A total of 17 institutions (8 donor agencies, 6 government authorities, and 3 CSOs) were consulted to collect relevant information for this report. According to the interviews conducted in October and November 2019, 14 institutions have adopted a mainstreaming approach by integrating gender equality as a crosscutting theme in their programmes in Ukraine. Several respondents also echoed aforementioned findings by underlining that the political discourse of the government of Ukraine on the need to advance gender equality has not been backed with actual implementation and financial resources. The concepts of gender responsive budgeting and gender responsive finance are often

1 As per the standard currency conversion exchange rate of 20 November 2020.
<https://www.xe.com/fr/currencyconverter/convert/?Amount=51%E2%80%AF593%E2%80%AF000&From=UAH&To=USD>

2 The OECD tracks bilateral aid that targets gender equality and women's empowerment as either a principal (primary) or significant (secondary) policy objective, using the DAC gender equality policy marker – a qualitative statistical tool to record aid activities. Projects/programmes marked as significant and principal are counted as gender equality focused aid by the DAC.
<https://www.oecd.org/dac/gender-development/Handbook-OECD-DAC-Gender-Equality-Policy-Marker.pdf>

mixed and confused by all development stakeholders operating in Ukraine.

Furthermore, the lack of institutionalisation and coordination of national gender equality policy; the poor knowledge and understanding of gender equality issues by all citizens; and the existence of strong stereotypes about the role and place of women in society were singled out as the most urgent challenges to the achievement of gender equality and women's empowerment in Ukraine.

This report concludes by providing **policy suggestions** for policy makers, including with regards to the need for further efforts to increase the overall low levels of domestic public finance in support of gender

equality, as well as to ensure more targeted and dedicated gender equality programmes by the donor community. It also encourages the government of Ukraine to step up its overall monitoring and statistical capacity efforts including to start tracking gender responsive finance.

The policy suggestions also note that Ukraine could benefit from enhancing the coordination and institutionalisation of gender equality policy, strengthening the national machinery for gender equality, and improving the quality of development co-operation on gender equality with civil society organisations. In addition, there is a need for further spreading knowledge and learning about the benefits of gender equality for Ukrainian society at large.

INTRODUCTION

The integration of gender equality and women's empowerment as essential ingredients for achieving sustainable development for all has been globally recognised in recent years and endorsed by the international community through a series of high-level instruments and processes: Sustainable Development Goals and the 2030 Agenda for Sustainable Development, Addis Ababa Action Agenda, Global Partnership for Effective Development Co-operation, and the G7's Biarritz Partnership for Gender Equality. Collectively, these four sets of principles and commitments provide a strong rationale for the need to increase finance, improve development cooperation and enhance public action to reach substantive gender equality and the full empowerment of women particularly at the country level.

Building on its global leadership as the UN organisation dedicated to gender equality and the empowerment of women, UN Women is providing policy guidance and technical support to the Office of the Deputy Prime Minister on European and Euro-Atlantic Integration of Ukraine, the Apparatus of Government Commissioner for Gender Equality Policy, the Directorate on Coordination of International Technical Assistance of the Secretariat of the Cabinet of Ministers of Ukraine and the Ministry of Economic Development, Trade and Agriculture of Ukraine on how to strengthen gender responsive finance and development co-operation.

A global champion for women and girls, UN Women was established to accelerate progress on meeting their needs worldwide. UN Women supports UN Member States as they set global standards for achieving gender equality and works with governments and civil society to design laws, policies, programmes and services needed to implement these standards. It stands behind women's equal participation in all aspects of life, focusing on five priority areas: increasing women's leadership and participation; ending violence against women; engaging women in all aspects of peace and security processes; enhancing women's economic empowerment; and making gender equality

central to national development planning and budgeting. UN Women also coordinates and promotes the UN system's work in advancing gender equality.

UN Women in partnership with the Office of the Deputy Prime Minister on European and Euro-Atlantic Integration launched the project "Enhancing accountability for gender equality and women's empowerment in national reforms, peace and security" (funded by Sweden) with the goal to support the Government in achieving transformative results in Ukraine by integrating gender equality and women's human rights commitments into the national reforms and the peace and security processes, and by putting mechanisms in place for adequate financing, implementation, monitoring and evaluation.

In response to a request from the Office of the Deputy Prime Minister for European and Euro-Atlantic Integration in relation to Ukraine's national and international gender equality commitments, this publication is an important contribution to UN Women's overall technical support to the Government of Ukraine that seeks to analyse development co-operation and development finance in the country from a gender equality perspective, while also highlighting wider global endeavours to assess progress towards the realisation of the Sustainable Development Goals. In particular, UN Women is working with the Office of the Deputy Prime Minister on European and Euro-Atlantic Integration of Ukraine, the Apparatus of the Government Commissioner on Gender Equality, the Directorate on Coordination of International Technical Assistance of the Secretariat of the Cabinet of Ministers of Ukraine and the Ministry of Economic Development, Trade and Agriculture (MoEDTA) to contribute to the increased volume and effective use of aid to implement national and international commitments on gender equality and women's empowerment, as well as on the introduction of relevant monitoring systems to track allocations for gender equality in Ukraine.

The report presents an overview of the importance of gender equality and women's empowerment in the context of development effectiveness and the 2030 Agenda for Sustainable Development, with a specific focus on recent efforts to promote the gender equality cause globally by the Group of Seven (G7) and UN Women, particularly in the lead up to the 25th anniversary of the Beijing Declaration and Platform for Action and the Fourth World Conference on Women. It discusses key international normative frameworks in place to support the achievement of gender equality and women's empowerment at the country level, as well as identifies the main opportunities and challenges to the successful implementation of national legislation and other key policy measures

undertaken by the government of Ukraine. It also highlights a number of initiatives and projects that attest to the vibrancy and strength of development cooperation on gender equality in Ukraine.

The report assesses the level of national and international public finance investments in favour of gender equality and women's empowerment in Ukraine. It finds that further government efforts are still needed to increase financial resources for gender equality and to track them effectively. It also illustrates the quality of the interactions and collaboration between government authorities and key development partners working on gender equality and women's empowerment on the ground.

Resources, timeline and limitations

The report is based on an extensive literature and desk review of over 100 policy documents, studies, legal regulations, evaluations, assessments and other relevant analytical resources³. The statistical analysis of official development assistance data was complemented with the institutional responses drawn from a total of 17 in-depth interviews with 28 officials from different government, donor/development partner and civil society institutions.

This research project covers broadly the period following the finalisation of the first UN Women's baseline study on Official Development Assistance to Ukraine⁴ in 2013 up to early 2020, with particular emphasis on the latest statistics and information available at the time of data collection and overall conduction of the study.

Data collection for this study was undertaken in September-November 2019. Verification, processing and analysis of the qualitative and quantitative information employed for this report were conducted in December 2019-February 2020. A draft version of the report was shared with the institutions that participated in the study and with all other relevant

national authorities and organisations in March-October 2020. All comments and feedback were reviewed and incorporated in the final report as needed by the end of November 2020.

This study is intended for government authorities, policymakers, public and private development finance institutions, bilateral and multilateral donor agencies, gender equality specialists, civil society and other implementing development partners.

The report provides a high-level overview of the achievements and challenges to the promotion of gender equality in Ukraine in recent years, but does not seek to comprehensively cover all previous findings or address such issues in detail. Moreover, due to the lack of publicly available information on the sub-national levels, this report does not discuss regional/local financial data or budgets (Chapter 3). The qualitative analysis of the key characteristics and dynamics of development co-operation on gender equality (Chapter 4) is also limited due the low number of respondents from the non-government and private sectors.

3 The methodology for this study can be found in Annex 1.

4 UN Women (2013), Gender Analysis of Official Development Assistance to Ukraine. Baseline Mapping Study. <https://eca.unwomen.org/en/digital-library/publications/2016/05/gender-analysis-of-official-development-assistance-to-ukraine--baseline-mapping-study>

CHAPTER 1

GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN THE INTERNATIONAL DEVELOPMENT LANDSCAPE



Gender equality and women's empowerment have been globally recognised as key priorities for achieving sustainable development for all. The international community has put women and girls front and centre of the global development agenda particularly through the endorsement of the Convention on the Elimination of all Forms of Discrimination Against Women (1979), the Beijing Declaration and Platform for Action (1995), the Millennium Declaration (2000), the four High-Level Fora on Aid Effectiveness (2003-2011) and the 2030 Agenda for Sustainable Development (comprising the Sustainable Development Goals and the Addis Ababa Action Agenda, 2015).

This chapter will explore the role of gender equality and women's empowerment in the international development landscape with a specific focus on the 2030 Agenda and SDG 5, the Addis Ababa Action Agenda and the Action Plan on Transformative Financing for Gender Equality and Women's Empowerment, and the work of the Global Partnership for Effective Development Co-operation. It will also briefly discuss recent efforts to promote gender equality and women's empowerment by the Group of Seven (G7), as well as the role of UN Women in the lead up to the 25th anniversary of the Beijing Declaration and Platform for Action and the Fourth World Conference on Women.

1.1. The 2030 Agenda for Sustainable Development and SDG5

The 17 Sustainable Development Goals and 169 targets of the 2030 Agenda for Sustainable Development seek to complete and go beyond the unfinished business of the Millennium Development Goals, realise the human rights of all, and achieve gender equality and the empowerment of all women and girls.⁵ The 2030 Agenda is an integrated, indivisible and universal framework that applies to all countries (poor, middle-income and rich) and calls them to action to end all forms of poverty, fight inequalities and tackle climate change, while ensuring that no one is left behind.

The 2030 Agenda envisages "a world in which every woman and girl enjoys full gender equality and all legal, social and economic barriers to their empowerment have been removed"⁶, and its full adoption at an historic United Nations Summit in September 2015 clearly demonstrated the strong resolve of world leaders to build more peaceful, just and inclusive

societies, to protect human rights, and to promote gender equality and the empowerment of women and girls.

While featuring a standalone goal on gender equality and women's empowerment (SDG 5 – Achieve gender equality and empower all women and girls), the 2030 Agenda also emphasises the importance of gender equality as an indispensable condition for sustainable development and as a key driver of progress and development results across all the other goals and targets. In addition, it calls for the systematic mainstreaming of a gender perspective in and throughout the implementation of the 2030 Agenda.

SDG 5 epitomises in itself the international community's ambition to reach full equality between women and men, as well as the full empowerment of women and girls around the world by 2030 (Box 1).

5 Preamble, Transforming our world: the 2030 Agenda for Sustainable Development. Resolution adopted by the UN General Assembly on 25 September 2015 (A/RES/70/1).

6 Paragraph 8, Transforming our world: the 2030 Agenda for Sustainable Development. Resolution adopted by the UN General Assembly on 25 September 2015 (A/RES/70/1).

BOX 1

Rationale, commitments and targets on gender equality and women’s empowerment

Rationale	Goal 5. Achieve gender equality and empower all women and girls
<p>“We are meeting at a time of immense challenges to sustainable development. Billions of our citizens continue to live in poverty and are denied a life of dignity. There are rising inequalities within and among countries. There are enormous disparities of opportunity, wealth and power. Gender inequality remains a key challenge. Unemployment, particularly youth unemployment, is a major concern. Global health threats, more frequent and intense natural disasters, spiralling conflict, violent extremism, terrorism and related humanitarian crises and forced displacement of people threaten to reverse much of the development progress made in recent decades...”⁷</p>	<p>5.1 End all forms of discrimination against all women and girls everywhere</p>
	<p>5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation</p>
	<p>5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation</p>
	<p>5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate</p>
	<p>5.5 Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life</p>
Commitments	
<p>“The achievement of full human potential and of sustainable development is not possible if one half of humanity continues to be denied its full human rights and opportunities. Women and girls must enjoy equal access to quality education, economic resources and political participation as well as equal opportunities with men and boys for employment, leadership and decision-making at all levels. We will work for a significant increase in investments to close the gender gap and strengthen support for institutions in relation to gender equality and the empowerment of women at the global, regional and national levels. All forms of discrimination and violence against women and girls will be eliminated, including through the engagement of men and boys.”⁸</p>	<p>5.6 Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences</p>
	<p>5.a Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws</p>
	<p>5.b Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women</p>
	<p>5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels</p>

7 Paragraph 14, Transforming our world: the 2030 Agenda for Sustainable Development. Resolution adopted by the UN General Assembly on 25 September 2015 (A/RES/70/1).

8 Paragraph 20, Transforming our world: the 2030 Agenda for Sustainable Development. Resolution adopted by the UN General Assembly on 25 September 2015 (A/RES/70/1).

1.2. Addis Ababa Action Agenda and the Action Plan on Transformative Financing for Gender Equality and Women's Empowerment

Building on the 2002 Monterrey Consensus and the 2008 Doha Declaration, the Addis Ababa Action Agenda (AAAA) is an integral part of the 2030 Agenda for Sustainable Development. Adopted at the Third International Conference on Financing for Development (Addis Ababa, Ethiopia, 13-16 July 2015) and later endorsed by the UN General Assembly⁹, the Addis Ababa Action Agenda establishes a global framework to finance development beyond 2015 and to ensure the means of implementation to deliver on the promises of the 2030 Agenda. Its full implementation is critical for the realisation of the sustainable development goals and targets.

The Addis Ababa Action Agenda calls for the mobilisation and effective use of all types of development resources (domestic, international, public and private), while reiterating the primary responsibility of each individual country for its own economic and social development. It also highlights the important role of international public finance in complementing the efforts of countries to mobilise public resources domestically.

Through the Addis Ababa Action Agenda, the global community reaffirmed its commitment to “adopting and strengthening sound policies and enforceable legislation and transformative actions for the promotion of gender equality and women's and girls' empowerment at all levels”¹⁰. Moreover, the need for gender mainstreaming in the formulation and implementation of all financial, economic, social and environmental policies; the promotion of gender responsive budgeting and tracking; and, an urgent call for countries to track and report resource allocations

for gender equality and women's empowerment are also featured in the Action Agenda.

In the context of the Third International Conference on Financing for Development, a key group of development partners¹¹ also came together to spearhead a key voluntary initiative that pledged to “significantly increase investments (in both scale and scope) to close the financing gaps that hinder progress towards gender equality and women's empowerment”, as outlined in the Addis Ababa Action Plan on Transformative Financing for Gender Equality and Women's Empowerment¹².

This Action Plan identifies 5 areas of commitment (resources), and 16 corresponding transformative policy and financing actions (targets) to accelerate implementation of existing commitments in the Beijing Declaration and Platform for Action and to meet new commitments on gender equality and women's empowerment in the context of the 2030 Agenda. Major areas of commitment or resources to implement this Action Plan include:

- Domestic policy actions and public resources for gender equality and women's rights (with 4 policy and financing actions),
- International policy actions and resources for gender equality and women's rights (with 3 policy and financing actions),
- Enabling environment for women's economic empowerment and sustainable development (with 4 policy and financing actions),
- Multi-stakeholder partnerships for gender equality and women's rights at country, regional

9 Addis Ababa Action Agenda of the Third International Conference on Financing for Development (Addis Ababa Action Agenda). Resolution adopted by the General Assembly on 27 July 2015 (A/RES/69/313).

10 Paragraph 6, Addis Ababa Action Agenda of the Third International Conference on Financing for Development (Addis Ababa Action Agenda). Resolution adopted by the General Assembly on 27 July 2015 (A/RES/69/313).

11 The Government of Brazil, the Government of Sweden, the Government of Switzerland, the Government of the United Kingdom of Great Britain and Northern Ireland, the Organisation for Economic Co-operation and Development (OECD), UN Women, and the Women's Working Group on Financing for Development. <https://www.un.org/esa/ffd/ffd3/commitments/commitment/addis-ababa-action-plan-on-transformative-financing-for-gender-equality-and-womens-empowerment.html>

12 Addis Ababa Action Plan on Transformative Financing for Gender Equality and Women's Empowerment. <http://www.oecd.org/dac/gender-development/Action%20Plan%20on%20Financing%20Gender%20Equality.pdf>

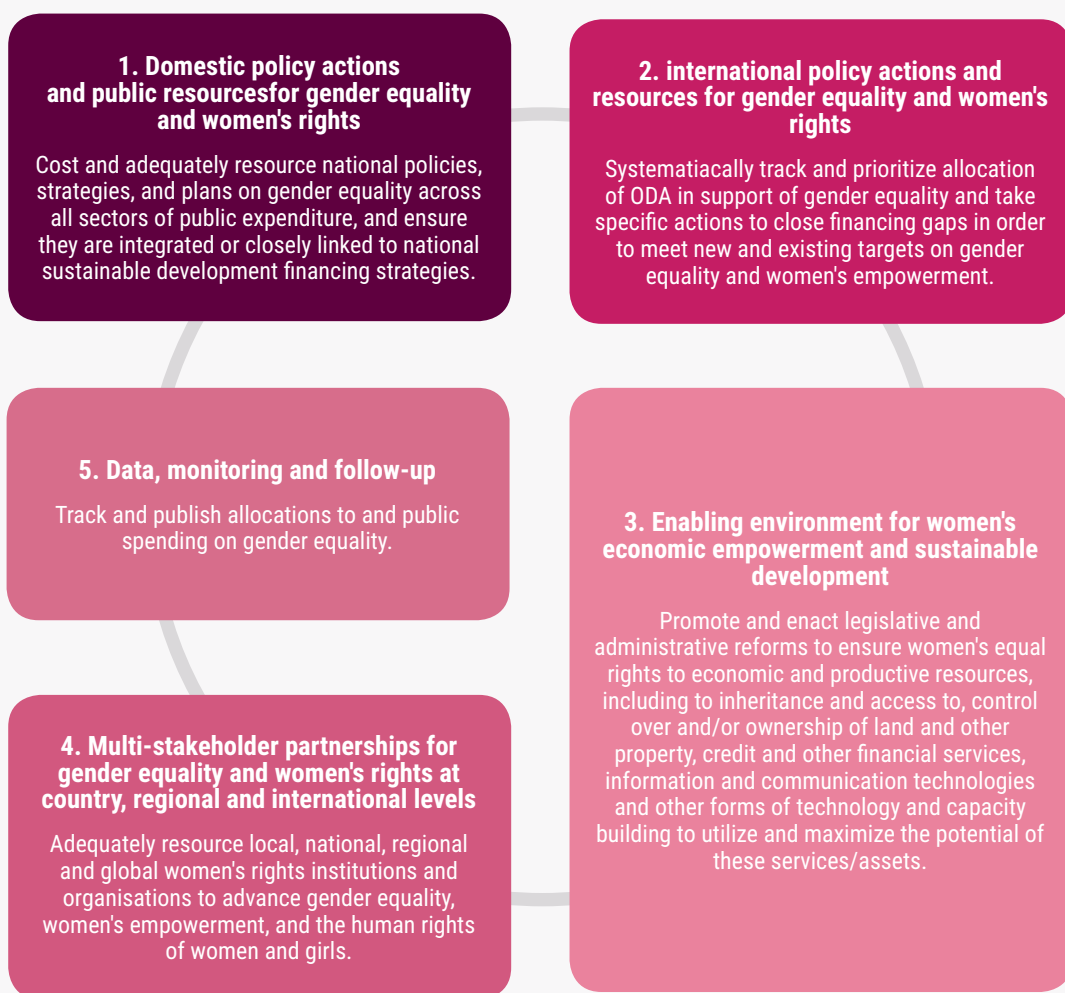
and international levels (with 2 policy and financing actions), and

- Data, monitoring and follow-up (with 3 policy and financing actions).

The figure below shows one example (the most relevant to this study) of a policy and financing action for each of the five areas of commitment of the Addis Ababa Action Plan.

FIGURE 1.

Areas of commitment of the Addis Ababa Action Plan on Transformative Financing for Gender Equality and Women’s Empowerment



1.3. The Global Partnership for Effective Development Co-operation

The international community's longstanding efforts to improve aid delivery, to broaden the concept from "aid" to "development cooperation" effectiveness, and to make partnerships for development more inclusive were marked by four landmark processes: (a) the First High Level Forum on Aid Effectiveness, Rome, February 2003; (b) the Second High Level Forum on Joint Progress toward Enhanced Aid Effectiveness (Harmonisation, Alignment, and Results), Paris, February 2005; (c) the Third High Level Forum on Aid Effectiveness, Accra, September 2008; and (d) the Fourth High Level Forum on Aid Effectiveness, Busan, November 2011¹³.

Building on previous aid effectiveness work¹⁴, the Global Partnership for Effective Development Co-operation (GPEDC) was established at the Fourth High-Level Forum on Aid Effectiveness (Busan, South Korea, 2011). The work of the GPEDC is based on the four shared principles of effective development cooperation – country ownership, focus on results, inclusive partnerships, and, transparency and mutual accountability – that were enshrined in the Busan Partnership Agreement and endorsed by more than 160 governments and over 50 organisations.

The Global Partnership is a multi-stakeholder platform to advance the effectiveness of development cooperation efforts by all actors in order to deliver results that are long-lasting and contribute to the achievement of the Sustainable Development Goals.¹⁵ It brings together governments, bilateral and multilateral organisations, civil society, the private sector and other development stakeholders who are committed to strengthening the effectiveness of their partnerships for development.

The work of the Global Partnership aims to promote effective development cooperation geared towards ending all forms of poverty and inequality, advancing sustainable development and ensuring that no one is left behind; and is therefore fully aligned with the aspirations and ambitions of the 2030 Agenda for Sustainable Development. More specifically, through a voluntary and country-led monitoring framework comprising a set of 10 indicators¹⁶, the GPEDC tracks progress towards the implementation of the four effective development cooperation principles, as well as seeks to capture behaviour change by focusing on how stakeholders partner at the country level. In particular, the GPEDC monitoring generates evidence to track country-level progress in implementing SDG targets 5c, 17.15, and 17.16 (see below), and thus contributes to United Nations High-Level Political Forum and the global SDG follow-up and review process.

The Addis Ababa Action Agenda (AAAA) also recognises the role of international development cooperation as crucial for the full realisation of the 2030 Agenda, and takes note of the important work undertaken by the Global Partnership for Effective Development Co-operation. In particular, the Action Agenda welcomes continued endeavours to "improve the quality, impact and effectiveness of development cooperation and other international efforts in public finance, including adherence to agreed development cooperation effectiveness principles"¹⁷. The AAAA also urges countries to track and report resource allocations for gender equality and women's empowerment.

In addition to providing a space where development stakeholders can come together to discuss concrete

13 These high-level events are not covered in this report since they were already discussed in the original publication "Gender Analysis of Official Development Assistance to Ukraine – Baseline Mapping Study" that was conducted in 2012-2013 by UN Women with support from the European Commission. <https://eca.unwomen.org/en/digital-library/publications/2016/05/gender-analysis-of-official-development-assistance-to-ukraine--baseline-mapping-study>

14 Global Partnership for Effective Development Co-operation website. <http://effectivecooperation.org/about/about-the-partnership/>

15 About the Global Partnership Monitoring website. <http://effectivecooperation.org/monitoring-country-progress/what-is-global-partnership-monitoring/>

16 Global indicator framework for the Sustainable Development Goals and targets of the 2030 Agenda for Sustainable Development. https://unstats.un.org/sdgs/indicators/Global%20Indicator%20Framework%20after%202019%20refinement_Eng.pdf


17 Paragraph 58, Addis Ababa Action Agenda of the Third International Conference on Financing for Development (Addis Ababa Action Agenda). Resolution adopted by the General Assembly on 27 July 2015 (A/RES/69/313).

solutions to reach the SDGs, the Global Partnership for Effective Development Co-operation sustains political momentum for the effective development cooperation agenda through its Ministerial-level meetings. In particular, the Second High-Level Meeting of the Global Partnership¹⁸ (hosted by the Government of Kenya on 30 November – 1 December 2016) reaffirmed the principles and commitments of effective development cooperation, and consolidated the role of this forum

as an essential part of the “how” to work with all partners in order to accelerate the realisation of the 2030 Agenda¹⁹. The meeting brought together over 4500 different stakeholders from 154 countries to agree on a common vision aimed at maximising the effectiveness and impact of all forms of cooperation for development, and concluded with the endorsement of the Nairobi Outcome Document.

BOX 2

GPEDC indicators that contribute to tracking SDG global process

Sustainable Development Goal	SDG target	SDG indicator ²⁰	Effective development cooperation principle	GPEDC indicator ²¹	2019 GPEDC monitoring results ²²
<p>Goal 5.</p> <p>Achieve gender equality and empower all women and girls</p> 	<p>5.c</p> <p>Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels</p>	<p>5.c.1</p> <p>Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment</p>	<p>Transparency and mutual accountability</p>	<p>Indicator 8</p> <p>Countries have transparent systems to track public allocations for gender equality and women's empowerment (SDG 5c)</p> <p>Measures whether countries have systems in place to track government allocations for gender equality and women's empowerment and to make this information public. [This indicator is the source for reporting against SDG target 5c].</p>	<p>Global Partnership results show that 19% of partner countries have comprehensive tracking systems in place and make gender budget allocations available publicly. An additional 59% have taken steps to establish such systems and have some basic elements of these systems in place.</p>



18 The First High-Level Meeting of the Global Partnership took place in Mexico City on 15-16 April 2014.

19 Second High-Level Meeting of the Global Partnership. <http://effectivecooperation.org/events/2nd-high-level-meeting/>

20 Global indicator framework for the Sustainable Development Goals and targets of the 2030 Agenda for Sustainable Development. https://unstats.un.org/sdgs/indicators/Global%20Indicator%20Framework%20after%202019%20refinement_Eng.pdf

21 The Monitoring Framework of the Global Partnership. <http://effectivecooperation.org/wp-content/uploads/2015/05/GPEDC-Monitoring-Framework-10-Indicators.pdf>

22 Global Partnership for Effective Development Co-operation (2019), Making Development Co-operation More Effective. Headlines of Parts I and II of the Global Partnership 2019 Progress Report.

Sustainable Development Goal	SDG target	SDG indicator ²⁰	Effective development cooperation principle	GPEDC indicator ²¹	2019 GPEDC monitoring results ²²
<p>Goal 17.</p> <p>Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development</p> 	<p>17.15</p> <p>Respect each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development</p>	<p>17.15.1</p> <p>Extent of use of country-owned results frameworks and planning tools by providers of development cooperation</p>	<p>Focus on results</p>	<p>Indicator 1a</p> <p>Development partners use country-led results frameworks (SDG 17.15)</p> <p>Measures the alignment of development partners' programme with country-defined priorities and results, and progressive reliance on countries' own statistics and monitoring and evaluation systems to track results. [This indicator is the source for reporting against SDG target 17.15].</p>	<p>Global Partnership results show that the extent to which development partners rely on country-owned results frameworks and planning tools by aligning to partner country priorities and using results, statistics and monitoring systems dropped from 64% in the 2016 Monitoring Round to 62% in the 2018 round.</p> <p>Use of country-owned results frameworks and planning tools remains higher, on average, among multilateral (66%) than among bilateral (57%) development partners.</p>
<p>Goal 17.</p> <p>Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development</p> 	<p>17.16</p> <p>Enhance the Global Partnership for Sustainable Development, complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technology and financial resources, to support the achievement of the Sustainable Development Goals in all countries, in particular developing countries</p>	<p>17.16.1</p> <p>Number of countries reporting progress in multi-stakeholder development effectiveness monitoring frameworks that support the achievement of the Sustainable Development Goals</p>		<p>The Global Partnership for Effective Development Co-operation monitoring framework is an example of existing development effectiveness monitoring frameworks.²³</p>	<p>Global Partnership results show that 45% of the 114 countries (partner countries and bilateral development partners) that undertook multi-stakeholder development effectiveness monitoring reported progress towards inclusive, transparent and accountable multi-stakeholder partnerships.</p>

23 SDG Indicators – Metadata Repository. Indicator 17.16.1: Number of countries reporting progress in multi-stakeholder development effectiveness monitoring frameworks that support the achievement of the sustainable development goals. <https://unstats.un.org/sdgs/metadata/files/Metadata-17-16-01.pdf>

BOX 3.

Gender equality and the empowerment of women and girls, Nairobi Outcome Document

88. We, the Global Partnership, commit to:

- a. prioritise investments in accessible, affordable and quality social infrastructure and essential services that reduce and redistribute women's unpaid care and domestic work, enabling their full participation in the economy, including the digital economy;
- b. deepen inclusive multi-stakeholder partnerships for gender equality and women's empowerment at country, sub-regional, regional and global levels, including by ensuring the full and meaningful participation of gender equality advocates, women's organisations and national gender equality mechanisms;
- c. continue to call for gender-responsive approaches and targeted action for women and girls in the formulation of all financial, economic, environmental and social policies;
- d. encourage the business sector to contribute to advancing gender equality through promoting women's full and productive employment and decent work, equal pay for equal work or work of equal value, and equal opportunities, as well as protecting women against discrimination and abuse in the workplace. We support the Women's Empowerment Principles established by UN-Women and the Global Compact, and encourage increased investments in women-owned businesses; and
- e. ensure meaningful consideration of gender equality and the participation of women and girls in the implementation and monitoring of the 2030 Agenda, at country, sub-regional, regional and global levels.

The Nairobi Outcome Document²⁴ outlines differentiated commitments to effective development co-operation according to stakeholder groups, while recognising differentiated roles and contributions towards the full implementation of the shared effectiveness principles. This outcome document sees effective development cooperation as a means to achieve the SDGs and to overcome the greatest challenge of all – leaving no one behind.

With a dedicated section on gender equality and the empowerment of women and girls²⁵, the Nairobi Outcome Document also commits its signatories to accelerate efforts to achieve gender equality and women's empowerment by deepening multi-stakeholder partnerships and tracking resource allocations for these endeavours; strengthening capacity for gender-responsive budgeting and planning; and increasing the participation of women's organisations in partnerships for development.²⁶ Moreover, as part of principle 4 on transparency and accountability, developing country partners also make

two specific commitments²⁷ that are particularly relevant to this study:

1. To strengthen gender-responsive planning and budgeting by improving the systematic tracking of resource allocations for gender equality and the empowerment of women and girls; and
2. To deepen efforts to collect, analyse, disseminate, harmonise and make full use of data disaggregated by demography (including sex, age and disability status) and geography to inform policy decisions and guide investments that can ensure that public expenditures are targeted appropriately, including to equally benefit both women and men and to leave no-one behind.

Box 3 presents the gender equality and women's empowerment commitments made by members of the Global Partnership for Effective Development Co-operation in the dedicated section of the Nairobi Outcome Document.

24 Global Partnership for Effective Development Co-operation (1 December 2016), Nairobi Outcome Document, Nairobi, Kenya. <http://effectivecooperation.org/wp-content/uploads/2016/12/OutcomeDocumentEnglish.pdf>

25 See paragraphs 84-88 in the main body of the Nairobi Outcome.

26 Paragraph 16 in the Opening Summary of the Nairobi Outcome Document.

27 Paragraph 76 in the main body of the Nairobi Outcome Document.

1.4. The G7 and the Biarritz Partnership for Gender Equality

At the G7²⁸ Summit on 24-26 August 2019, world leaders committed to adopting new legislation supporting the advancement of gender equality through the “Declaration on Gender Equality and Women’s Empowerment”²⁹ which launched the Biarritz Partnership on Gender Equality³⁰ and pledged support for the creation of an International Fund for Survivors of Conflict-Related Sexual Violence, as well as for the expansion of girls’ and women’s education and training.

Drawing on the recommendations of the G7 Gender Equality Advisory Council³¹, the Biarritz Partnership on Gender Equality³² is a call for action that outlines a set of legislative principles, illustrative laws and policies to advance gender equality and women’s and girls’ empowerment. The legislative package contained in the Council’s recommendations also aims to encourage the global community to improve their legislative frameworks and assure the conditions for their implementation in order to make gender inequality history. More specifically, the Biarritz Partnership urges countries to:

- Identify and abolish discriminatory laws, and / or amend clauses that are discriminatory, including in the G7 countries where they still exist;
- Enact and implement progressive legislative frameworks that advance gender equality;

- Guarantee necessary financing to implement those legislative frameworks. Invest in strong accountability and governance mechanisms, including support for civil society;
- Measure and report on progress through time-bound, agreed indicators.

The Advisory Council has identified 79 examples of laws, policies and good practices from different regions of the world that advance gender equality in four key thematic areas – ending gender-based violence; ensuring inclusive, equitable, and quality education and health; promoting the economic empowerment of women; and, combating discrimination, ensuring full gender equality in policies and in public life. In addition, the Council also calls on G7 States to establish a feminist foreign policy and make gender equality a priority of their foreign policy and official development assistance.

Two G7 countries (Canada and France) have already adopted a feminist foreign policy³³ agenda and contributed significantly to the prominence of the global struggle for gender equality and women’s and girls’ rights. In particular, soon after his election in May 2017, Emmanuel Macron set out the “Great Cause” of his five-year term – the fight for equality between women and men in French society. Moreover, President Macron also issued a call to make gender equality a major global cause at the United Nations

28 The seven G7 countries include Canada, France, Germany, Italy, Japan, the United Kingdom and the United States. The European Union has also been involved in G7 work since 1977. Together, the G7 countries account for 40% of global GDP and 10% of the world’s population. <https://www.elysee.fr/en/g7/2019/01/01/what-is-the-g7>

29 G7 Declaration on Gender Equality and Women’s Empowerment (26/08/2019). <https://www.elysee.fr/admin/upload/default/0001/05/e8aa2525311a98227c935900abefdce7eb911896.pdf>. The Declaration includes an Annex for the Biarritz Partnership on Gender Equality and an Annex: Recommendations of the Gender Equality Advisory Council

30 The Cabinet of Ministers of Ukraine approved the country’s accession to the Biarritz Partnership in May 2020. Ukraine gained official status as a member of the Biarritz Partnership in September 2020. <https://www.president.gov.ua/en/news/ukrayina-stala-povnopravnoyu-uchasniceyu-partnerstva-biarric-63521#:~:text=Ukraine%20has%20gained%20official%20status,Lady%20in%20December%20last%20year>

31 The Council is an independent body working on a voluntary basis and in full autonomy from governments. The Gender Equality Advisory Council (GEAC) was created by Prime Minister Trudeau during Canada’s G7 presidency. President Macron renewed the mandate and membership of the Council for France’s presidency of the G7 in 2019.

32 G7 France (August 2019), Biarritz Partnership for Gender Equality. Recommendations of the Gender Equality Advisory Council for advancing gender equality and the empowerment of girls and women and Call to Action.

33 Following in the footsteps of Sweden which became the first country in the world to announce a feminist government and a feminist foreign policy approach in 2014. According to the Government Offices of Sweden, ‘a feminist government ensures that a gender equality perspective is brought into policy-making on a broad front, both nationally and internationally.’ <https://www.government.se/government-policy/a-feminist-government/>

General Assembly in September 2018.³⁴ Additionally, France's feminist diplomacy³⁵ took firmer shape during the G7 ministerial meetings held in preparation of the Biarritz Summit. For example, the ministerial meeting dedicated to gender equality (9-10 May 2019) aimed explicitly at "making gender equality a major global cause" and focused on three priorities³⁶:

- Eliminating sexual and gender-based violence, primarily female genital mutilation, forced marriage and cyberbullying,

- Guaranteeing and supporting women's access to education, at a time when two-thirds of the 774 million illiterate adults worldwide are women,
- Supporting the economic empowerment of women, particularly in Africa and the Sahel, by helping them fund their projects and business ventures.

In line with its commitment to making gender equality a global cause, France has also agreed to co-host (along with Mexico) a two-part Beijing+25 Forum under the auspices of the United Nations on Generation Equality.

1.5. The role of UN Women in the lead up to the 25th anniversary of the Beijing Declaration and Platform for Action and the Fourth World Conference on Women

In 2020, it will be 25 years since the unanimous adoption of the Beijing Declaration and Platform for Action (1995) which is deemed globally the key policy instrument on gender equality and the most visionary agenda for the empowerment of women and girls. Developed at the Fourth World Conference on Women³⁷, the Beijing Platform for Action³⁸ was endorsed by 189 governments committed to taking strategic action in favour of women and girls in 12 critical areas of concern: poverty, education and training, health, violence, armed conflict, economy, power and decision-making, institutional mechanisms, human rights, media, environment and the girl child. The Beijing Platform for Action aimed at removing the systemic barriers and obstacles that

hold women back from full and equal participation in all spheres of public and private life.

As a global champion for gender equality and the empowerment of women and girls, UN Women plays a central role in mobilising governments, civil society and all relevant development stakeholders to turn the promises of the Beijing Declaration into action and keep its legacy alive. In particular, UN Women contributed to the sixty-four session of the Commission on the Status of Women which undertook a 25-year review and appraisal of the implementation of the Beijing Declaration and Platform for Action³⁹. All UN member states were thus called upon to conduct comprehensive national-level reviews⁴⁰ of the progress made and challenges

34 <https://www.diplomatie.gouv.fr/en/french-foreign-policy/united-nations/events/united-nations-general-assembly-sessions/unga-s-73rd-session/article/united-nations-general-assembly-speech-by-president-emmanuel-macron-25-09-18>

35 <https://www.diplomatie.gouv.fr/en/french-foreign-policy/human-rights/events/article/feminist-foreign-policy-op-ed-by-jean-yves-le-drian-and-marlene-schiappa-08-03>

36 Making gender equality a major global cause. <https://www.gouvernement.fr/en/making-gender-equality-a-major-global-cause>

37 The Fourth World Conference on Women took place in Beijing, China, on 4-15 September 1995. The Beijing conference is still known today as the largest-ever gathering of gender equality advocates, with over 17,000 participants including 6,000 government delegates at the negotiations, along with more than 4,000 accredited NGO representatives, a number of international civil servants and around 4,000 media representatives. <https://www.unwomen.org/en/how-we-work/intergovernmental-support/world-conferences-on-women>

38 Beijing Declaration and Platform for Action. https://www.un.org/en/events/pastevents/pdfs/Beijing_Declaration_and_Platform_for_Action.pdf

39 <https://www.unwomen.org/en/csw/csw64-2020/preparations#regional-review-processes>

40 National-level reviews will be submitted in the form of national reports that will cover trends, achievements, remaining gaps and challenges, as well as future plans to accelerate implementation at the national level. All States have been invited to complete their national

encountered in the implementation of the Beijing Platform for Action commitments. Alongside this, a regional review process included the preparation of regional reports and the organisation of regional intergovernmental meetings to be conducted by the United Nations regional commissions. Building on national and regional inputs, UN Women is expected to deliver a global synthesis report to the sixty-fourth session of the UN Commission on the Status of Women (CSW 64).

In addition, as part of the Beijing Platform for Action 25th anniversary commemoration in 2020⁴¹, UN Women (through an innovative and multigenerational campaign – Generation Equality: Realising Women’s Rights for an Equal Future) is bringing together the next generation of women’s rights activists and the gender equality advocates who were instrumental in creating the Beijing Platform for Action more than two decades ago in order to tackle the unfinished business of empowering women and reaching their full equality with men. The Generation Equality campaign demands “equal pay, equal sharing of unpaid care and domestic work, an end to sexual harassment and all forms of violence against women and girls, health-care

services that respond to their needs, and their equal participation in political life and decision-making in all areas of life”⁴².

UN Women is also convening a major global gathering for gender equality through the Generation Equality Forum, co-chaired by France and Mexico, all as part of the Generation Equality campaign. The Forum will take stock of progress and chart an agenda of concrete action to realise gender equality before 2030. It aims to be a global public conversation for urgent action and accountability for gender equality commitments that will celebrate the power of women’s rights activism, feminist solidarity and youth leadership to achieve transformative change⁴³. Reaffirming the value of multilateralism and with a focus on intergenerational and multi-stakeholder partnerships, the Forum will bring together a variety of actors, including civil society, governments, businesses, cities, parliaments, trade unions, media, among others. Furthermore, preparations are also underway for a one-day high-level meeting on the margins of the general debate of the 75th UN General Assembly session in September 2020 to celebrate the 25th anniversary of the Fourth World Conference on Women.

reports by May 2019. <https://www.unwomen.org/en/csw/csw64-2020/preparations#regional-review-processes>

41 Other key international landmarks taking place in 2020 include: the 5th anniversary of the Sustainable Development Goals, the 10th anniversary of UN Women’s establishment, and the 20th anniversary of the UN Security Council resolution 1325 on women, peace and security.

42 <https://www.unwomen.org/en/digital-library/publications/2019/05/generation-equality#view>

43 <https://www.unwomen.org/en/news/stories/2019/7/announcer-generation-equality-forum>

CHAPTER 2

GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN UKRAINE



2.1. Social, economic and political context

Ukraine is currently home to about 41 million individuals⁴⁴ and the second-largest country by geographical area in Europe. The country has seen its population decline steadily over time with a negative demographic trend (due to high death rates and low birth rates) that began in 1991 following its independence from the Soviet Union (Table 1). According to 2017 estimates, life expectancy at birth rates show that Ukrainian women (76.7 years) live on average a decade more than men (67.1 years)⁴⁵. Total fertility rates and maternal mortality rates have

decreased gradually since the 1990s⁴⁶ to stand at 1.4 births per woman⁴⁷ and 19 deaths per 100,000 live births⁴⁸, respectively, in 2017. In addition, Ukraine also appears to be facing a new challenge related to population ageing, as its old-age dependency ratio⁴⁹ has increased since 2000 and stood at 24.2 in 2017⁵⁰. Moreover, national demographic forecasts indicate that the share of people aged 60 years or over has reached 21.8% in 2015 and is expected to grow to 25% by 2025⁵¹.

TABLE 1.
Key socio-economic trends in Ukraine

	1990	2000	2010	2018
Population, total (millions)	51.89	49.18	45.87	44.62
Population growth (annual %)	0.2	-1.0	-0.4	-0.5
Life expectancy at birth, total (years)	70	68	70	72
Fertility rate, total (births per woman)	1.8	1.1	1.4	1.4
Old-age (65 and older) dependency ratio (per 100 people ages 15-64)	18.0	20.0	22.4	24.2 (2017)
GDP (current USD) (billions)	81.46	31.26	136.01	130.83
GDP growth (annual %)	-6.3	5.9	3.8	3.3
Inflation, GDP deflator (annual %)	16.3	23.1	13.9	15.4
GDP per capita (current USD)	1,569.7	635.7	2,965.1	3,095.1

Source: World Bank Group, World Development Indicators database. https://databank.worldbank.org/views/reports/reportwidget.aspx?Report_Name=CountryProfile&Id=b450fd57&tbar=y&dd=y&inf=n&zm=n&country=UKR

44 State Statistics Service of Ukraine (2020). Total population (by estimate) as of 1 January 2020 and average annual population in 2019. <http://ukrstat.gov.ua/>

45 World Bank Group (2019), World Development Indicators for Ukraine.

46 Maternal Mortality Estimation UN Inter-Agency Group, Maternal mortality in 1990-2015 – Ukraine.

47 World Bank Group (2019), World Development Indicators for Ukraine.

48 Maternal Mortality Estimation UN Inter-Agency Group, Maternal mortality in 1990-2015 – Ukraine.

49 This is defined as the proportion of people aged 65 or older in relation to the population ages 15-64, expressed as the number of dependants per 100 people of working age.

50 UNDP, Human Development Database. <http://hdr.undp.org/en/indicators/122006#>

51 Unian (29 January 2018), Ukraine enters top 30 nations with oldest population. <https://www.unian.info/society/2371260-ukraine-enters-top-30-nations-with-oldest-population.html>

TABLE 2.**Poverty, inequality, shared prosperity trends in Ukraine**

	1995	2002	2005	2010	2016
Poverty headcount ratio at USD 5.50 a day (2011 PPP) (% of population)	48,7	47,3	19	6,1	6,4
Gini Index	39,3	29,0	29,0	24,8	25,0
Shared Prosperity	Rate (%)		Years		
Annualised consumption growth per capita of the bottom 40%	-0.83		2011-2016		
Shared prosperity premium (growth of the bottom 40 – average growth)	-0.16		2011-2016		
Growth of the annual median income	-0.60		2011-2016		

Source: World Bank Group, World Development Indicators database. <http://datatopics.worldbank.org/world-development-indicators/themes/poverty-and-inequality.html>

The armed conflict in Eastern Ukraine, deployed in 2014, alongside with a deep economic crisis resulted in a 16.5% drop in GDP, inflation at nearly 45%, and dwindling foreign currency reserves⁵². Since then, the Ukrainian economy has recovered and reached an annual GDP growth rate of 3.3% in 2018 (see Table 1 above), supported to a great extent by an IMF stabilisation package and the redirection of trade activity towards the EU through the implementation of a Deep and Comprehensive Free Trade Area (DCFTA) as part of Ukraine's Association Agreement with the European Union⁵³. In 2013, Ukraine hit the highest GDP per capita point in its history since independence (USD 4,029) which then dropped by nearly half in 2014 following the political and economic turmoil. In spite of an upward trend since 2015, the country still has one of the lowest GDP per capita levels (USD 3,095 in 2018, Table 1 above) in Europe.

Poverty headcount ratio (measured as the percentage of the population living on less than USD 5.50 per

day at 2011 international prices) in Ukraine declined to 6.4% in 2016 following an increase in the poverty incidence from 3.6% in 2014 to 7.8% in 2015 due to the sharp economic recession and high inflation experienced in this turbulent period (Table 2 below). This recent reduction in poverty was driven by a rebound in the real sector including real wage growth, though moderate poverty levels remain relatively high over the long haul. Furthermore, the consumption of the poorest segments of the population (the bottom 40%)⁵⁴ contracted to 0.8% in the period of 2011-2016, and this decrease was greater than that of the total population (0.2%)⁵⁵. In 2014, income inequality reached its lowest point since the independence of Ukraine (Gini index⁵⁶ of 24) but then went up again to 25 in 2016.

With regard to Human Development Index (HDI), which assesses three key dimensions, such as long and healthy life, access to knowledge, and a decent standard of living, the overall quality of life and

52 Centre for Eastern Studies (4.5.2017), The stable crisis. Ukraine's economy three years after the Euromaidan. <https://www.osw.waw.pl/en/publikacje/osw-commentary/2017-04-05/stable-crisis-ukraines-economy-three-years-after-euromaidan>

53 Official Journal of the European Union (29.5.2014), Association Agreement between the European Union and its Member States, of the one part, and Ukraine, of the other part.

54 Those in the bottom 40% have worse labour market outcomes than the rest of the population, are less equipped to find a job, more like to have constraints such as childcare when looking for jobs, and more likely to live in rural areas where employment opportunities are more limited. https://databank.worldbank.org/data/download/poverty/33EF03BB-9722-4AE2-ABC7-AA2972D68AFE/Global_POVEQ_UKR.pdf

55 World Bank Group (October 2019), Poverty and Equity Brief. Europe and Central Asia – Ukraine.

56 The Gini index measures the extent to which the distribution of income among individuals or households within an economy deviates from a perfectly equal distribution. A Gini index of 0 represents perfect equality, while an index of 100 implies perfect inequality.

wellbeing in Ukraine (0.751) is below the average value in 0.757 for countries in the high human development category and below the average value in 0.771 for countries in Europe and Central Asia⁵⁷. With HDI value of 0.750 in 2018, Ukraine is part of the

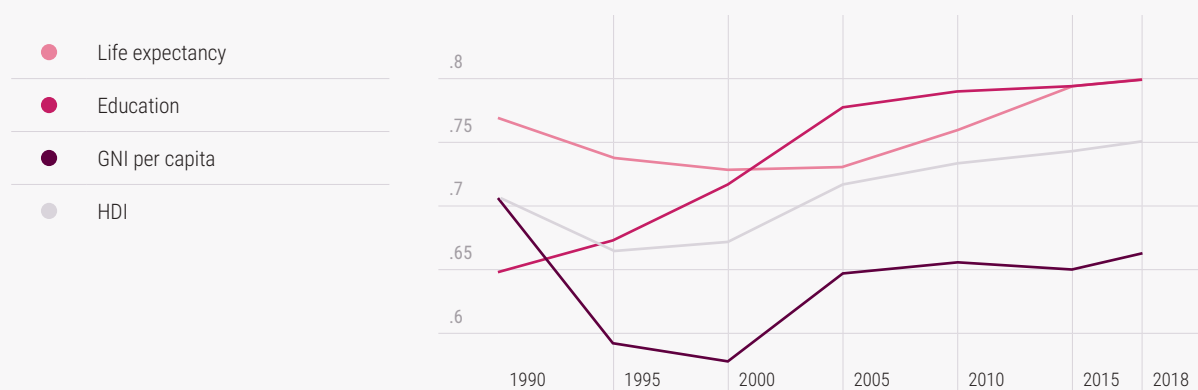
group of economies with high human development globally and ranks 88 out of 189 countries and territories. Between 1990 and 2018, Ukraine’s HDI value went up from 0.705 to 0.750 or by 6.3% (see Table 3 and Figure 2 below).

TABLE 3.
Ukraine’s Human Development Index trends

	1990	2000	2010	2018
Life expectancy at birth	69.8	67.3	69.5	72.0
Expected years of schooling	12.4	13.0	14.8	15.1
Mean years of schooling	9.1	10.7	11.3	11.3
GNI per capita (2011 PPP, USD)	10,748	4,659	7,715	7,994
HDI value	0.705	0.671	0.733	0.750

Source: UNDP, Human Development Data (1990-2018). <http://hdr.undp.org/en/data>

FIGURE 2.
Trends in Ukraine’s Human Development Index by dimension (1990-2018)



Source: Human Development Indices and Indicators: 2019 Statistical update. Briefing Note for countries on the 2019 Statistical Update – Ukraine. http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/UKR.pdf

57 The health dimension is assessed by life expectancy at birth, the education dimension is measured by mean years of schooling for adults aged 25 years and more and expected years of schooling for children of school entering age. The standard of living dimension is measured by gross national income per capita. <http://hdr.undp.org/en/content/human-development-index-hdi>.

Gender-based inequality in Ukraine is higher than in Europe and Central Asia (Table 4 below), as measured by the Gender Inequality Index (GII) which shows the loss in potential human development due to disparity between female and male achievements in three key dimensions: reproductive health, empowerment and economic activity⁵⁸. The GII reflects how women are disadvantaged in these dimensions, while measuring the human development costs of gender inequality. Therefore, higher GII values (ranging from 0 to 1) indicate higher inequalities and thus higher loss to human development.

Ukraine has a GII value of 0.284, ranking it 60 out of 160 countries in the latest version of the index. In 2018, only 12.3% of parliamentary seats were held by women⁵⁹; and 94.0% of adult women reached at least a secondary level of education compared to 95.2 percent of their male counterparts. For every 100,000 live births, 24 women died from pregnancy related causes; and the adolescent birth rate stood at 23.7 births per 1,000 women of ages 15-19. Women’s participation in the labour market was significantly lower (46.7%) than the participation of men (62.8%).

TABLE 4.
Ukraine’s Gender Inequality Index (GII) by dimension, 2018

	GII value	GII Rank	Maternal mortality ratio	Adolescent birth rate	Female seats in Parliament (%)	Population with at least some secondary education (%)		Labour force participation rate (%)	
						Female	Male	Female	Male
Ukraine	0.284	60	24	23.7	12.3	94.0	95.2	46.7	62.8
Europe and Central Asia	0.276	-	25	27.8	21.2	78.1	85.8	45.2	70.1

Source: Human Development Indices and Indicators: 2019 Statistical update. Briefing Note for countries on the 2018 Statistical Update – Ukraine. http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/UKR.pdf

With the financial support of the international community, the Government of Ukraine has embarked on an ambitious path of sweeping transformation of the state seeking to ensure a stable, prosperous and democratic future for all its citizens, while reaffirming its independence, territorial integrity and sovereignty. This systemic reform process has thus focused on increasing economic growth, improving effective governance, facilitating human capital development, enhancing the rule of law and fighting corruption, as

well as enhancing state security and its defence power. In particular, by 2018, the Government had already launched key pension, education and healthcare reforms, while preparing the ground for transparent privatisation practices and efficient management of state-owned enterprises⁶⁰. Additionally, Ukraine confirmed its strategic course toward European integration by deepening relations with the European Union⁶¹ and strengthening cooperation with the North Atlantic Treaty Organisation (NATO)⁶².

58 Reproductive health is measured by maternal mortality and adolescent birth rates; empowerment is measured by the share of parliamentary seats held by women and attainment in secondary and higher education by each sex; and economic activity is measured by the labour market participation rate for women and men. <http://hdr.undp.org/en/content/gender-inequality-index-gii>

59 As a result of the 2019 Parliamentary elections, a share of women among the MPs has grown to 21%.

60 Ministry of Foreign Affairs (27 February 2018), The Government of Ukraine has presented its Medium-Term Priority Action Plan to 2020 and the review of the reforms that have been implemented in the course of 2017. <https://mfa.gov.ua/en/press-center/news/63240-the-government-of-ukraine-has-presented-its-medium-term-priority-action-plan-to-2020-and-the-review-of-the-reforms-that-have-been-implemented-in-the-course-of-2017>

61 The EU has become Ukraine’s main economic partner – 42% of Ukraine’s total trade volume is now with the EU. Moreover, in 2017, more than 14 000 Ukrainian companies exported to the EU. https://eeas.europa.eu/headquarters/headquarters-Homepage/4081/eu-ukraine-relations-factsheet_en

62 NATO (31 October 2019), Statement of the NATO-Ukraine Commission. https://www.nato.int/cps/en/natohq/official_texts_170408.htm

Current situation of women and girls in Ukraine

Ukraine ranks **59** out of 153 countries in the World Economic Forum's 2020 Global Gender Gap Index⁶³ which measures global progress towards parity, as well as gender-based gaps in access to resources and opportunities across four dimensions: economic participation and opportunity; educational attainment; health and survival; and political empowerment. With an overall score of **0.708**⁶⁴, Ukraine is performing better than other countries in the Eastern Europe and Central Asia region. Yet, it is still far from the scores achieved by the top performers in the region, including Slovenia, Latvia, Bulgaria, Lithuania and Belarus.

Furthermore, Ukraine's gender gaps in education and economic participation have closed significantly over time, putting the country at the 26 and 39 ranks, respectively, across all countries in 2020. Ukraine is also ranked 52nd with a score of 0.978 in the health and survival dimension, a slight drop from the score reached in this category in 2006 (0.980). In spite of some improvement in **the sphere of political empowerment due to an increased proportion of women in the Parliament**, the country is still at the middle of the scale with a ranking of 83 and quite a low score of 0.171.

The above picture of gender inequality in key areas of life in the country is compounded by the ongoing armed conflict and lack of security in eastern Ukraine which, in turn, have helped externalise deep-seated **gender stereotypes**, traditional values and patriarchal views that justify or condone rampant discrimination

and violence against women and girls, as well as their limited involvement in peacebuilding and conflict resolution processes, even today.

Other key facts and figures⁶⁵

- Since 2014, more than **13,000 people** have been killed and approximately **1.8 million** people were forced to leave their homes (**1.1 million** women and 700,000 men) as a result of the armed conflict in Eastern Ukraine.
- Women and children make up the majority of civilians affected by the armed conflict in certain areas of Donetsk and Luhansk regions of Ukraine. In particular, **58%** of Internally Displaced Persons (IDPs) are women. Among internally displaced persons, the number of women who raise children on their own is significantly greater than the total figure for Ukraine⁶⁶.
- Older women account for **74%** of the total number of older people affected by the conflict, including among IDPs.
- **22%** of women aged 15-49 have experienced physical and/or sexual violence⁶⁷.
- The Office of the United Nations High Commissioner for Human Rights (OHCHR) and women NGOs have reported an increase in cases of **domestic violence, rape, prostitution and survival sex** in the conflict-affected territories, that mostly affect women⁶⁸.
- Conflict-related **sexual violence** has been detected, but rarely reported in the country;

63 World Economic Forum (2020), The Global Gender Gap Report 2020. <https://www.weforum.org/reports/gender-gap-2020-report-100-years-pay-equality>.

64 The Global Gender Gap Index's scores range from 0.00 (imparity) to 1.00 (parity).

65 Based on official statistics collected through different Ministry and institutional websites, as well as through state policy documentation. See for example : <https://mtot.gov.ua/en/vajlivist-prav-jinok-vnutrishno-peremischenih-osib-vpo>; <http://www.un.org.ua/en/resident-co-ordinator-system/gender-equality>; <https://eca.unwomen.org/en/where-we-are/ukraine>; Working Group for the preparation of the Beijing+25 report (2019), National Review of the implementation of the Beijing Declaration and Platform for Action. <https://www.unwomen.org/-/media/headquarters/attachments/sections/csw/64/national-reviews/ukraine.pdf?la=en&vs=2355>; UN Women (2018), Mid-term Evaluation of the Ukrainian National Action Plan on Implementation of United Nations Security Council Resolution 1325 "Women, Peace and Security" until 2020. <https://eca.unwomen.org/en/digital-library/publications/2019/10/midterm-evaluation-of-the-ukrainian-national-action-plan-on-implementation-of-unscr#view>

66 In response, the Ministry for Temporarily Occupied Territories and Internally Displaced Persons of Ukraine was established in 2016.

67 UNFPA (2014). The Prevalence of Violence against Women and Girls, Kyiv. <https://ukraine.unfpa.org/sites/default/files/pub-pdf/GBV%20prevalence%20survey%20%20EN.pdf>

68 OHCHR (2017). Compilation of recommendations of the United Nations human rights mechanisms addressed to Ukraine, September 2017. https://www.ohchr.org/Documents/Countries/UA/UN_recommendations_Ukraine.pdf

many incidents remain unpunished in situations of conflict due to inaccessible or insufficient assistance and services.

- **90.6%** of rape survivors and **73.5%** of domestic violence survivors are women.
 - **76.5%** of survivors in crimes related to human trafficking are women.
 - By end of 2019, women comprised **11%** of active duty military personnel of the Ukrainian Armed Forces.
 - Women's participation in the labour market is low, **56.8%** in the age group of 15-70, compared to 69.0% for the same age group of men in 2018.
- The gender wage gap comprised **22.3%** in 2018, reaching 38% in the arts, sports, entertainment and recreation, as well as 36% in financial activities and insurance. There is also an unequal distribution of family responsibilities and a lot of unpaid work performed by Ukrainian women, including caring for children and other relatives.
 - Following the 2019 elections, female political representation at the highest levels of power has significantly improved – at the moment of this study, women accounted for **20.5%** of the Ukrainian Parliament (up from 12.5% previously) and **6** out of 18 Ministers of the Cabinet of Ukraine are women (**33%**). Women also made up 14.4% of members in oblast councils and 23.5% of members in district councils.

2.2. Policy, legal and institutional frameworks for gender equality and women's empowerment

In the last decades, Ukraine has achieved considerable progress in the protection of women's rights, including by establishing the core elements of an appropriate normative and policy framework for the promotion of gender equality and women's empowerment. The country has adopted and ratified all major international agreements on gender equality and women's rights, most notably the Convention on the Elimination of All Forms of Discrimination against Women⁶⁹ (ratified in 1981) and its Optional Protocol and the Beijing Declaration and Platform for Action of the 4th World Conference for Women (1995). Ukraine has also joined and supported key global processes such as the Millennium Declaration and the Millennium Development Goals (2000), the High-Level Fora on Aid Effectiveness (2003-2011), and the

2030 Agenda for Sustainable Development and the Sustainable Development Goals (2015).

More broadly, Ukraine has adhered to key international human rights treaties such as the UN Universal Declaration of Human Rights⁷⁰, the International Covenant on Economic, Social and Cultural Rights⁷¹ and the International Covenant on Civil and Political Rights⁷² (both covenants ratified in 1973). Moreover, in 1997⁷³, Ukraine became a member of the European Convention on Human Rights⁷⁴ (formally European Convention for the Protection of Human Rights and Fundamental Freedoms). Some other important human rights standards ratified by Ukraine include: UN Convention against Torture⁷⁵ (ratified in 1987); UN Convention on the Rights of the Child⁷⁶ (ratified

69 Office of the High Commissioner for Human Rights, Convention on the Elimination of All Forms of Discrimination against Women (1979).

70 United Nations, Universal Declaration of Human Rights (1948).

71 Office of the High Commissioner for Human Rights, International Covenant on Economic, Social and Cultural Rights (1966).

72 Office of the High Commissioner for Human Rights, International Covenant on Civil and Political Rights (1966).

73 Council of Europe, Chart of signatures and ratification of Treaty.

74 European Court of Human Rights, European Convention on Human Rights (1950).

75 Office of the High Commissioner for Human Rights, Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984).

76 Office of the High Commissioner for Human Rights, Convention on the Rights of the Child (1989).

in 1991); European Convention for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment⁷⁷ (ratified in 1997); European Convention on the Exercise of Children's Rights⁷⁸ (ratified in 2006); and, the Council of Europe Convention on Action against Trafficking in Human Beings⁷⁹ (ratified in 2010).

At the national level, the Constitution and laws of the country also aim to guarantee equal rights and opportunities for women and men⁸⁰. Yet, the full implementation of national and international commitments on gender equality and women's rights by the Government of Ukraine is still work in progress and a challenging endeavour, particularly in the current context of conflict in the Eastern regions and in the absence of effective mechanisms to fully enforce these obligations.

With most of the international processes and agreements already discussed in the previous chapter, the section below will highlight some of the more recent legal, policy and institutional developments with clear implications for the protection of the rights of women and girls in the country, as well as for the promotion of gender equality and the full empowerment of Ukrainian women.

Implementation and reporting on key UN instruments and processes

The **Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)** is the first global and comprehensive legally binding international treaty that requires countries to end all forms of discrimination against women in all fields of life, while

advancing women's and girls' rights. The main goal of the Convention is the recognition and achievement of the de jure and de facto equality of women and men, which is to be realised by a policy of elimination of all forms of discrimination against women incorporating all appropriate legislative and programmatic measures. Therefore, a primary requirement for all State parties is to "embody the principle of equality of men and women in their national constitutions or other appropriate legislation" and to "ensure the practical realisation of this principle"⁸¹. This requirement of practical realisation of equality, along with the fact that the Convention addresses both direct and indirect forms of discrimination against women, makes it a unique instrument in international law for the achievement of full (both formal and substantive) equality between women and men⁸².

In line with its obligations as a party to the Convention, Ukraine is required to submit regular reports to the UN Committee on the Elimination of Discrimination against Women on how the rights and provisions set out in the Convention are implemented in the country. The Committee considered Ukraine's latest eighth periodic report⁸³ and addressed its concerns and recommendations to the State party in the form of concluding observations in February 2017. Ukraine's eighth periodic report was complemented by a set of separate documents prepared by different groups of several Ukrainian women's and human rights civil society organisations which offered an independent perspective on the Ukrainian Government's progress towards ending gender-based discrimination. Building on grassroots testimonies, these different "shadow" reports⁸⁴ provided concrete evidence of the various

77 Council of Europe, European Convention for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment (1987). Council of Europe, European Convention on the Exercise of Children's Rights (1996).

78 Council of Europe, European Convention on the Exercise of Children's Rights (1996).

79 Council of Europe, Council of Europe Convention on Action against Trafficking in Human Beings (2005).

80 In particular, Article 24 of the Constitution of Ukraine stipulates that citizens have equal constitutional rights and freedoms and are equal before the law.

81 Article 2 of the Convention on the Elimination of All Forms of Discrimination Against Women (1979). <https://www.ohchr.org/en/professionalinterest/pages/cedaw.aspx>

82 UN Audiovisual Library of International Law, Convention on the Elimination of All Forms of Discrimination Against Women (1979).

83 The eighth periodic report of Ukraine covers mainly the period of 2010-2013. It was prepared by the Ministry of Social Policy in 2014 and received by the Committee in August 2015.

84 Women's International League for Peace and Freedom (2017), The Effects of Intervention by International Financial Institutions on Women's Human Rights in Ukraine. Joint Shadow Report CEDAW Committee, 66th Session; Alternative Report on Ukraine's Implementation of the Convention on the Elimination of all Forms of Discrimination against Women (2017); CSOs shadow report on Ukraine Implementation of the Recommendations of the Committee on the Elimination of Discrimination against Women No. 30 on women in conflict prevention, conflict and post-conflict situations (2016).

forms of discrimination and violence against women still prevalent in Ukrainian society.

In its Concluding Observations on the eighth periodic report of Ukraine⁸⁵, the Committee on the Elimination of Discrimination against Women stressed the crucial role of the Parliament (the Verkhovna Rada) in

ensuring the full implementation of the Convention at the national level, made a thorough assessment of the situation of women in key areas of life in contemporary Ukraine, and put forth some of following recommendations (Box 4) that are highly relevant to this study.

BOX 4.

Key recommendations of the Committee on the Elimination of Discrimination against Women for Ukraine, 2017

Key topics and areas of life	Current status of women	Recommendations
Women, peace and security	Women have been marginalized in general and are not actively and meaningfully participating in continuing peace negotiating efforts , including the Minsk II agreements.	To place high priority on the meaningful and inclusive participation of women at all stages of the peace process and in all reconstruction initiatives, as well as in transitional justice processes, in particular decision-making, at the national and local levels, and develop capacity-building programmes for women seeking to participate in such processes.
Conflict-related sexual violence	There is an exacerbation of violence against women in certain areas in the regions of Donetsk and Luhansk, as well as in the temporarily occupied Autonomous Republic of Crimea and the city of Sevastopol since the conflict broke out. There is also evidence of many cases of sexual violence in the conflict-affected areas.	To amend article 152 of the Criminal Code so as to incorporate provisions on sexual violence, including a broader definition of rape, in line with international standards, which will include the conditions “committed by force, or by threat of force, or coercion such as that caused by fear of violence, duress, detention, psychological oppression or abuse of power against such person or another person, or by taking advantage of a coercive environment or committed against a person incapable of giving genuine consent” in order to ensure accountability for conflict-related sexual violence.
Stereotypes	There is a persistence in political discourse, in the media and in society of deep-rooted patriarchal attitudes and discriminatory stereotypes concerning the roles and responsibilities of women and men in the family , which perpetuate women’s subordination within the family and society and are reflected in, among other things, women’s educational and professional choices, their limited participation in political and public life, their unequal participation in the labour market and their unequal status in family relations.	The Committee recalls that such discriminatory stereotypes are also root causes of violence against women and expresses concern that, to date, the State party has not taken sustained measures to modify or eliminate discriminatory stereotypes and negative traditional attitudes. It recommends: To put in place, without delay, a comprehensive strategy, with proactive and sustained measures targeting women and men at all levels of society, to eliminate discriminatory stereotypes and patriarchal attitudes concerning the roles and responsibilities of women and men in the family and in society.
Violence against women	There is high prevalence of violence against women , in particular domestic and sexual violence, which remains underreported. Domestic violence is not criminalized and there is no specific definition of gender-based violence in the State party’s legislation.	To criminalize domestic violence and accelerate the ratification of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence. To take comprehensive measures to prevent and address violence against women and girls and ensure that perpetrators are prosecuted and adequately punished.

85 United Nations, Concluding observations on the 8th periodic report of Ukraine: Committee on the Elimination of Discrimination against Women (CEDAW/C/UKR/CO/8), Adopted by the Committee at its 66th session (13 Feb.-3 Mar. 2017). <https://digitallibrary.un.org/record/1286284?ln=en>

Key topics and areas of life	Current status of women	Recommendations
Participation in political and public life	Women remain significantly underrepresented at the decision-making levels in the Verkhovna Rada, the Government and the diplomatic service, owing to persistent traditional and patriarchal attitudes, the lack of effective measures.	To adopt a global strategy based on targeted measures, including training, gender-sensitive recruitment and special measures, including temporary special measures, to ensure that women are appointed to decision-making positions at both the national and local levels, on an equal footing with their male counterparts.
Education	There is concern at the persistence of negative and patriarchal stereotypes of women and girls in school curricula and textbooks.	To intensify its efforts to review school curricula and textbooks to eliminate negative stereotypes of women and girls.
Employment	There is concern at the persistently wide and increasing gender pay gap in all sectors, the continued occupational segregation in the labour market and women's concentration in low-paid jobs in the formal and informal sectors.	To intensify its efforts to create an enabling environment for women to become economically independent, including by raising the awareness of employers in the public and private sectors of the prohibition of discrimination in employment against women. To effectively guarantee the principle of equal pay for work of equal value, adopt measures to narrow and close the gender pay gap and regularly review wages in sectors in which women are concentrated.
Definition of discrimination and legislative framework	There are some inconsistencies in the definition of discrimination in the current laws of the country.	To harmonize its anti-discrimination legislation in order to prohibit discrimination on all grounds and to include direct and indirect discrimination in both the public and private spheres, as well as intersecting forms of discrimination, against women.
National machinery for the advancement of women	There is limited capacity of the national machinery to adequately ensure the coordination of gender mainstreaming in all areas and at all levels.	To adopt a clear strategy to consolidate and reinforce the national and local capacity of the national machinery for the advancement of women and ensure that it has adequate decision-making power and human and financial resources to effectively implement the Convention and that it works in a decentralized manner for the promotion of women's human rights at all levels.

In response to the concluding observations of the Committee, the Cabinet of Ministers of Ukraine approved a resolution in September 2018 to accelerate the implementation of the committee's recommendations through a **National Action Plan for the Implementation of the Recommendations set forth in the Concluding Observations of CEDAW for the period up to 2021**⁸⁶. The National Action

Plan on CEDAW implementation is expected to contribute to the improvement of the legal and regulatory framework in the area of combating and preventing discrimination against women and girls. The Plan emphasises training on women's rights and the inclusion of a gender component in educational standards for the training of professionals⁸⁷. It also seeks to enhance the mechanisms for the provision

86 Resolution of the Cabinet of Ministers of Ukraine No. 634-p dated 05.09.2018 "On Approval of the National Action Plan for the Implementation of the Recommendations set forth in the Concluding Observations of the United Nations Committee on the Elimination of Discrimination against Women in the Eighth Periodic Report of Ukraine on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women for the Period up to 2021". <https://www.kmu.gov.ua/npas/pro-go-planu-dij-z-vikonannya-rekomo-zhinok-do-vosmoyi-periodichnoyi-dopovidi-ukrayini-pro-vikonannya-konvenciyi-pro-likvidaciyu-vsih-form-diskriminaciyi-shchodo-zhinok-na-period-do-2021-roku>

87 Government Portal (5 September 2018), Government endorses decree aimed at ensuring gender equality. <https://www.kmu.gov.ua/en/news/uryad-uhvaliv-rozporядzhennya-spryamovani-na-zabezpechennya-gendernoyi-rivnosti>

of assistance to victims of sexual violence and for the more effective investigation of such cases. Moreover, it takes into account all spheres of social, economic and political life, while envisaging active steps to develop ways to ensure and continue to support equality and non-discrimination, prevention of domestic violence and gender-based violence, education of tolerance and mutual respect, and equal access to justice.⁸⁸

The overall situation of insecurity and displacement generated by the ongoing armed conflict since 2014 has had a disproportionately negative effect on women's lives and the respect for their human rights. In recognition of this, the Government of Ukraine approved **the National Action Plan to implement UN Security Council Resolution 1325 "Women, Peace and Security" for the period up to 2020**⁸⁹ in February 2016. The United Nations Security Council Resolution 1325⁹⁰ was the first official legal document to acknowledge the differential impact of armed conflict on women and girls, as well as the need for their protection and full participation in peace agreements, peacebuilding negotiations and post-conflict reconstruction processes.

Ukraine's National Action Plan on 1325 (NAP 1325) provided a framework for coordinated implementation of UNSCR 1325, and is considered to be a positive step towards integrating the "Women, Peace and Security" agenda into the reform, reconstruction and peacebuilding processes of the country. The document aimed to contribute to the elimination of cultural barriers that hinder the full participation of women in all aspects of negotiations and resolution of conflicts and/or in matters of peace and security at the national level. The NAP 1325 outlined the following 6 pillars of action:

- Research, coordination and capacity building,
- Women's participation in peacebuilding,

- Prevention of conflicts and violence,
- Protection of women and girls affected by conflicts,
- Monitoring of the National Action Plan for implementation of UNSCR 1325 on Women, Peace and Security until 2020.

Some of the internal issues addressed by the NAP 1325 included the prevention of domestic violence and human trafficking, and awareness-raising for survivors of sexual and gender-based violence. The Action Plan also recognised the lack of criminal investigation and prosecution of conflict-related sexual crimes, while seeking to strengthen the mechanism for reporting of such crimes. Moreover, the NAP 1325 also focused on increasing the number of women in military-civil administrations in Eastern Ukraine; having more Ukrainian women involved in peacekeeping missions; and, training social service agencies and armed forces in assisting survivors of sexual violence in the conflict-affected areas⁹¹.

A Mid-term Evaluation of the NAP 1325, conducted in 2018, has reviewed progress, achievements and challenges to enhance the NAP framework towards more efficient implementation and accountability in the second stage of the four-year Plan. The Evaluation found that the NAP 1325 was an important tool to support the translation of UNSCR 1325 into practical action and to strengthen women's roles in conflict prevention, peacebuilding and security processes. This evaluation also aimed to increase transparency, effectiveness and engagement of the responsible parties for NAP 1325 implementation.⁹²

In addition to reaffirming its commitment to advancing gender equality and the empowerment of women under the Convention of the Elimination of all Forms of Discrimination against Women and other key UN processes such as the Sustainable Development

88 Government Portal (25 February 2019), Convention on the Elimination of all Forms of Discrimination Against Women is in force. <https://www.kmu.gov.ua/en/news/konvenciya-pro-likvidaciyu-vsih-form-diskriminaciyi-shchodo-zhinok-v-diyi>

89 Resolution of the Cabinet of Ministers of Ukraine No. 113-p dated 24.02.2016 "On Approval of the National Action Plan for Implementation of the UN Security Council Resolution 1325 "Women, Peace and Security" for the period up to 2020". <https://zakon.rada.gov.ua/laws/show/113-2016-%D1%80#Text>

90 United Nations Security Council (2000), Resolution 1325 (2000). Adopted by the Security Council at its 4213th meeting on 31 October 2000 [S/RES/1325 (2000)].

91 Women's International League for Peace and Freedom (2016), National Action Plan – Ukraine.

92 UN Women (2018), Mid-term Evaluation of the Ukrainian National Action Plan on Implementation of United Nations Security Council Resolution 1325 "Women, Peace and Security" until 2020.

Goals⁹³, Ukraine is also actively participating in **the 25-year review and appraisal processes of the Beijing Declaration and Platform for Action (Beijing+25)**. For example, the country has prepared a comprehensive national level assessment⁹⁴ of progress made in the achievement of gender equality and women's empowerment, including across the 12 critical areas of concern outlined in the original Beijing document, in the last five years (2014-2019). The Beijing+25 national review also highlights the current challenges and setbacks affecting the implementation of the Platform for Action, as well as the future priorities of work on gender equality for the next 5 years (see below) as defined by the Office of the Deputy Prime Minister for European and Euro-Atlantic Integration. In 2015, the President of Ukraine also approved the **National Human Rights Strategy**⁹⁵ and the **Action Plan to Implement the National Human Rights Strategy of Ukraine by 2020**⁹⁶ with the goal of improving the legal and institutional framework for national human rights policy in line with key international standards, and in close cooperation with the Ukrainian Parliament Commissioner for Human Rights, civil society organisations, and major international partners such as the United Nations, the Council of Europe and the

Organization for Security and Cooperation in Europe (OSCE). The Strategy aims at enhancing the capacity of the state to better protect human rights and freedoms based on the principles of equality and non-discrimination. In particular, the Strategy underscores that non-discrimination and respect for diversity must be observed and implemented, and that all measures should be taken to overcome social stereotypes leading to discrimination. Some of the strategic areas, goals and expected outcomes relevant to women's rights and issues covered in the Strategy are presented in Box 6. The Action Plan sets out measures and certain indicators to achieve the expected outcomes defined in the Strategy.

All of the aforementioned UN global processes and legal instruments have helped establish a clearly defined normative framework of human rights and sustainable development in Ukraine, while aiming to contribute to the overall achievement of the Sustainable Development Goals by 2030. Through their adoption, ratification and implementation at the national level, the Government has taken strategic action to recognise, respect, protect and further women's rights, including in situations of conflict, insecurity and instability.

93 Ministry of Economic Development and Trade of Ukraine (2017), Sustainable Development Goals – Ukraine. 2017 National Baseline Report.

94 Working Group for the preparation of the Beijing+25 report (2019), National Review of the implementation of the Beijing Declaration and Platform for Action (1995) and the final documents of the Twenty-Third Special Session of the General Assembly of the United Nations (2000) in the context of the Twenty-Fifth anniversary of the Fourth World Conference on Women and the adoption of the Beijing Declaration and Platform for Action in 2019. The preparation of the report was coordinated by the Ministry of Social Policy.

95 Decree of the President of Ukraine dated 25.08.2015 №501/2015 “On Approval of the National Human Rights Strategy of Ukraine”. <https://zakon.rada.gov.ua/laws/show/501/2015#Text>

96 Resolution of the Cabinet of Ministers of Ukraine dated 23.11.2015 № 1393-p “On Approval of the Action Plan on Implementation of the National Human Rights Strategy for a period up to 2020”. <https://www.kmu.gov.ua/npas/248740679>

BOX 5.**Ukraine National Review of the implementation of the Beijing Declaration and Platform for Action: Main challenges and planned steps for gender equality in Ukraine for the next 5 years**

Main challenges	Planned steps
<ul style="list-style-type: none"> • Strengthening anti-gender movements. • Gender stereotypes in society. 	<ul style="list-style-type: none"> • Adoption and implementation of the National Communication Strategy of Ukraine in the field of gender equality.
Strengthening the institutional mechanism for implementing gender equality policies.	<ul style="list-style-type: none"> • Regulatory framework for the work of gender advisers (Provision on gender advisers).
<ul style="list-style-type: none"> • Gender policy under decentralisation. • Localisation of gender equality policy at the level of departments, regional state administrations, and communities. 	<ul style="list-style-type: none"> • Adoption of a gender equality strategy under decentralisation • Adoption of departmental, regional, and local plans and programs.
Harmonising approaches to gender equality, in particular, in the area of security and defence.	<ul style="list-style-type: none"> • Adoption of Conceptual Principles / Strategies to ensure gender equality in the security and defence sector. • Implementation of the gender component in the curricula of higher education institutions in the security and defence sector.
Work with internally displaced persons (IDPs).	<ul style="list-style-type: none"> • Adoption of the Action Plan for implementation of the Strategy for the Integration of Internally Displaced Persons for the Period up to 2020, taking into account the gender component.
Psychosocial rehabilitation of ATO/JFO participants taking into account the gender-sensitive approach.	<ul style="list-style-type: none"> • Creation of the Ministry of Veterans Affairs.
Taking into account the needs of women and men in public policy documents.	<ul style="list-style-type: none"> • Introduction of gender responsive budgeting.
Gender statistics.	<ul style="list-style-type: none"> • Revision of statistical and administrative forms of reporting, making changes and introducing new forms.
Ensuring justice with a gender-sensitive approach.	<ul style="list-style-type: none"> • Taking into account the recommendations of the analysis of the government model of judicial reform.
Low level of awareness of the gender equality of civil servants, in particular representatives of the management.	<ul style="list-style-type: none"> • Inclusion of requirements for persons applying for civil service positions to have the professional competence to assess gender impact in the definition, implementation and monitoring of public policy.

Source: Appendix 5 of the National Review of the implementation of the Beijing Declaration and Platform for Action (1995). <https://www.unwomen.org/-/media/headquarters/attachments/sections/csw/64/national-reviews/ukraine.pdf?la=en&vs=2355>

BOX 6.**Gender-related issues in the 2015 National Human Rights Strategy of Ukraine**

Strategic areas	Strategic goals	Expected outcomes
<p>Ensuring equal rights and opportunities for women and men</p> <p>Despite progress made, a problem of unequal access of women and men to exercising their rights is observed in Ukraine. Existing inequality stresses the need to provide a systemic and comprehensive solution to the problem of discrimination of women in order to ensure full gender equality.</p>	<p>To ensure equal rights and opportunities for women and men in all areas of public life.</p>	<ul style="list-style-type: none"> • international standards of gender equality are implemented, including at the legislative level; • the mechanisms for ensuring equal rights and opportunities for women and men are improved; • conditions are provided for balanced participation of women and men in the political processes and public decision-making; • comprehensive measures are implemented to combat gender discrimination, including gender stereotypes; • equal access to justice is provided.
<p>Combating gender-based violence, human trafficking and slavery</p> <p>The legal regulatory framework in the area of combatting gender-based violence requires improvement and shall be brought in line with international standards.</p>	<p>To establish an efficient system for combating all forms of gender-based violence, human trafficking and slavery, to provide high-quality care to survivors.</p>	<ul style="list-style-type: none"> • conditions necessary for the prevention and combating all forms of gender-based violence and human trafficking are in place; • legal regulatory framework in the area of combatting gender-based violence is brought in line with international standards
<p>Combatting domestic violence</p> <p>Domestic violence is of latent nature, which complicated efficient and timely measures taken by the authorised bodies to prevent and stop it.</p>	<p>To establish efficient system of prevention and combatting domestic violence, improve quality of care to victims of domestic violence.</p>	<ul style="list-style-type: none"> • efficient system to prevent and combat domestic violence is established, in particular, measures are taken to ensure that the authorised bodies are notified about domestic violence cases; • the procedure of providing care to survivors of domestic violence is improved, and correctional training programs for perpetrators on non-violent behaviour in inter-personal relations are implemented; • awareness raising events for the population on problems and ways to combat domestic violence and the care available to victims of domestic violence are carried out; • local measures are taken to prevent domestic violence.

Source: National Human Rights Strategy of Ukraine. <http://hro.org.ua/index.php?id=1488449514>

Regional agreements and policies

Following the civic uprising and events of the Revolution of Dignity, the Government of Ukraine reaffirmed its strategic course toward European integration particularly through the signing of a landmark **Association Agreement**⁹⁷ with the European Union, its Member States and the European Atomic Energy Community on 21 March 2014. The Association Agreement is the main policy tool for bringing Ukraine and the EU closer together, as it promotes deeper political ties, stronger economic links and respect for common values (including gender equality and non-discrimination) among the parties. In particular, articles 419 and 420 of chapter 21 on “Cooperation on employment, social policy and equal opportunities” of the EU-Ukraine Association Agreement include a specific commitment to “aim at gender equality and ensure equal opportunities for women and men in employment, education, training, economy and society, and decision-making”.⁹⁸

The Association Agreement defines a new format of relations between Ukraine and the EU on the basis of “political association and economic integration” and serves as a strategic driver for systematic socio-economic reforms in Ukraine⁹⁹. In effect, following the agreement, Ukraine embarked on an ambitious reform process seeking to stabilise its economy and improve the livelihoods of its citizens. Key reforms include the fight against corruption, constitutional and electoral reforms, reform of the judiciary system, improvement of the business climate and energy efficiency, enhanced public finance management system, as well as reform of public administration and decentralisation. To support these reform efforts,

the EU and the European Financial Institutions have mobilised a package of more than €15 billion in grants and loans for the country since 2014 with strong conditionality subject to continued progress.¹⁰⁰

Similarly, as a member of the Council of Europe, Ukraine has also taken on different commitments to improve democracy, human rights and the rule of the law in the country since 1995. **The 2018-2021 Council of Europe Action Plan for Ukraine**¹⁰¹ is a strategic programming instrument that seeks to accompany the country in its efforts to bring legislation, institutions and practice further in line with European standards in the areas of human rights, the rule of law and democracy¹⁰², and thereby contribute to the process of Ukraine’s European integration.

The Council of Europe adopted its **Gender Equality Strategy for 2018-2023**¹⁰³ in March 2018. The overall goal of the Strategy is to achieve the effective realisation of gender equality and to empower women and men in the Council of Europe member States, by supporting the implementation of existing instruments and strengthening the Council of Europe acquis in the field of gender equality, under the guidance of the Gender Equality Commission¹⁰⁴. The Strategy includes six strategic areas: preventing and combating gender stereotypes and sexism; preventing and combat violence against women and domestic violence; ensuring the equal access of women to justice; achieving a balanced participation of women and men in political and public decision-making; protection the rights of migrant, refugee and asylum-seeking women and girls; achieving gender mainstreaming in all policies and measures¹⁰⁵.

97 Official Journal of the European Union (29.5.2014), Association Agreement between the European Union and its Member States, of the one part, and Ukraine, of the other part.

98 Ibid.

99 Association Agreement between Ukraine and the European Union, European and the EU’s member states. https://zakon.rada.gov.ua/laws/show/984_011#Text

100 European Union External Action (30/09/2019), EU-Ukraine relations – factsheet. https://eeas.europa.eu/headquarters/headquarters-homepage/4081/eu-ukraine-relations-factsheet_en

101 <https://rm.coe.int/council-of-europe-action-plan-for-ukraine-web/1680a0b0cc>

102 The total budget of the 2018-2021 Action Plan for Ukraine amounts to €29 million. Council of Europe Portal, <https://www.coe.int/en/web/programmes/ukraine>.

103 <https://www.coe.int/en/web/genderequality/gender-equality-strategy>

104 <https://rm.coe.int/prems-093618-gbr-gender-equality-strategy-2023-web-a5/16808b47e1>

105 Council of Europe Gender Equality Strategy 2018-2023. <https://rm.coe.int/strategy-en-2018-2023/16807b58eb>

Unfortunately, Ukraine has failed to ratify to date¹⁰⁶ one of the most important Council of Europe’s legal instruments seeking to uphold women’s fundamental rights to life, security, freedom, dignity, and physical and emotional integrity, namely the **Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence**¹⁰⁷, signed by all member states in Istanbul, Turkey, on 11 May 2011.

The “Istanbul Convention” aims to eradicate violence against women and domestic violence by establishing a comprehensive and effective system of prevention, protection and accountability. It is based on the understanding that violence against women is a form of gender-based violence that is committed against women because they are women¹⁰⁸. It calls on all relevant state authorities and service providers to engage in a coordinated manner to combat violence against women in all its forms. The Convention also proposes the use of a package of preventive and protective measures to end violence against women and domestic violence, including the criminalisation and prosecution of such acts.

The Ministerial Council Decision (MC.DEC/14/04) of the Organization for Security and Cooperation in Europe (OSCE) sets out the 2004 **OSCE Action Plan for the Promotion of Gender Equality**¹⁰⁹ which is the document that guides OSCE’s work for gender equality. The Action plan focuses on mainstreaming gender in the OSCE structures and activities and in the OSCE participating States. The 2004 Action

Plan recognizes “that equal rights of women and men and the protection of their human rights are essential to peace, sustainable democracy, economic development and therefore to security and stability in the OSCE region”¹¹⁰.

Other key national legislation and policy documents on gender equality

Several sections of the 1996 Ukrainian Constitution aim to ensure gender equality, including article 24 on equality of rights and freedoms before the law; article 38 on equal right of access to national public service and local government; article 43 on labour rights; and article 51 on equal rights and duties in marital relations¹¹¹. The country has also strengthened its gender equality and anti-discrimination legislation through the adoption of the following laws:

- Law of Ukraine (No2866-IV), “On Ensuring Equal Rights and Opportunities for Women and Men” (2005)^{112, 113};
- Law of Ukraine (No5207-VI), “On the Principles of Preventing and Combating Discrimination in Ukraine” (2012)¹¹⁴;
- Law of Ukraine (No2229-VIII), “On Preventing and Combating Domestic Violence” (2017)¹¹⁵;
- Law of Ukraine (No2227-VIII), “On Amending the Criminal and Criminal Procedure Codes of Ukraine with a View to Implementing the Provisions of the Council of Europe Convention

106 The church and anti-gender groups opposed the ratification of the Convention on the grounds that it would force the incorporation of “gender”, “gender identity”, “feeling about gender”, “sexual orientation” and other notions into domestic laws. See Analya Arakelyan (18.11.2019), Demonstrations, discord, unconstitutionality: How do Council of Europe member states react to Istanbul Convention? <https://www.tert.am/en/news/2019/11/18/Istanbul-convention/3143089>

107 Council of Europe (Istanbul, 11.V.2011), Council of Europe Convention on preventing and combating violence against women and domestic violence, Council of Europe Treaty Series- No. 210.

108 Council of Europe, Istanbul Convention – Action against violence against women and domestic violence. <https://www.coe.int/en/web/istanbul-convention/home?>

109 <https://www.osce.org/mc/23295>

110 Ministerial Council Decision No. 14/04- 2004 OSCE Action Plan for the Promotion of Gender Equality, <http://www.osce.org/mc/23295>

111 Constitution of Ukraine, adopted at the Fifth Session of the Verkhovna Rada of Ukraine on 28 June 1996.

112 According to the Beijing+25 national review of Ukraine, the amendments to this law made in 2018 consolidated the concept of ‘gender-based violence’ and its definition, as well as provided a basis for the creation of mechanisms for preventing and combating gender-based violence.

113 <https://zakon.rada.gov.ua/laws/show/2866-15#Text>

114 <https://zakon.rada.gov.ua/laws/show/5207-17#Text>

115 <https://zakon.rada.gov.ua/laws/show/2229-19#Text>

on Preventing and Combating Violence against Women and Domestic Violence’ (2017)¹¹⁶.

Other laws and resolutions with relevance to women’s rights and issues, including in response to the situation of conflict, displacement and vulnerability in the eastern regions of the country, are listed below:

- Law of Ukraine (No 3739-VI), “On Combating Human Trafficking” (2012)¹¹⁷;
- Law of Ukraine (No1706-VII), “On Ensuring the Rights and Freedoms of Internally Displaced Persons” (2014)¹¹⁸;
- Law of Ukraine (No 2523-VIII), “On Amendments to Some Laws of Ukraine on Ensuring Equal Rights and Opportunities for Women and Men during Military Service in the Armed Forces of Ukraine and Other Military Formations” (2018)¹¹⁹;
- Resolution of the Cabinet of Ministers of Ukraine dated 24.02.2016 No.111 “On Approval of the State Social Programme for Combating Trafficking in Human Beings for the Period up to 2020”¹²⁰;
- Resolution of the Cabinet of Ministers of Ukraine dated 21.03.2012 No.350 “On Approval of the State Programme on Combating Trafficking in Human Beings for a period up to 2015”¹²¹;
- Resolution of the Cabinet of Ministers of Ukraine dated 26.09.2013 No.717 “On Approval of the State Programme of Ensuring Equal Rights and Opportunities of Women and Men for a Period up to 2016”¹²²;
- Resolution of the Cabinet of Ministers of Ukraine No. 909-p of 15.11.2017 “On Approval of the Strategy for the Integration of Internally Displaced Persons and the Introduction of Long-Term Decisions on Internal Displacement for the Period up to 2020”¹²³;
- Resolution of the Cabinet of Ministers of Ukraine dated 21.11.2018 No. 944-p “On Approval of the Action Plan for Implementation of the Strategy for the Integration of Internally Displaced Persons and the Implementation of Long-Term Decisions on Internal Movement for the Period up to 2020”¹²⁴;
- Resolution of the Cabinet of Ministers of Ukraine dated 10.10.2018 No. 728-p “On Approval of the Concept of the State Social Programme for Preventing and Combating Domestic Violence and Gender-Based Violence for the Period up to 2023”¹²⁵.

Moreover, gender issues were also introduced in the Government Priority Action Plans for 2018 and 2019¹²⁶, and the Government Programme of Actions, adopted in 2019¹²⁷.

In line with the procedure set by the Law of Ukraine “On Ensuring Equal Rights and Opportunities for Women and Men”, the Cabinet of Ministers of Ukraine approved the new **State Social Programme on Ensuring Equal Rights and Opportunities for Women and Men for the period up to 2021**¹²⁸ in April 2018. This document is deemed to be the national

116 <https://zakon.rada.gov.ua/laws/show/2227-19#Text>

117 <https://zakon.rada.gov.ua/laws/show/3739-17#Text>

118 <https://zakon.rada.gov.ua/laws/show/1706-18#Text>

119 <https://zakon.rada.gov.ua/laws/show/2523-19#Text>

120 <https://zakon.rada.gov.ua/laws/main/111-2016-%D0%BF>

121 <https://zakon.rada.gov.ua/laws/show/350-2012-%D0%BF#Text>

122 <https://zakon.rada.gov.ua/laws/show/717-2013>

123 <https://zakon.rada.gov.ua/laws/show/909-2017-%D1%80>

124 <https://zakon.rada.gov.ua/laws/show/944-2018-%D1%80>

125 <https://www.kmu.gov.ua/npas/pro-shvalennya-koncepciyi-derzhavnoyi-socialnoyi-programi-zapobigannya-ta-protidiyi-domashnomu-nasilstvu-ta-nasilstvu-za-oznakoyu-stati-na-period-do-2023-roku>

126 Working Group for the preparation of the Beijing+25 report (2019), National Review of the implementation of the Beijing Declaration and Platform for Action.

127 Decree of the Parliament of Ukraine dated 04.10.2019 No 188-IX, “On the Programme of the Cabinet of Ministers of Ukraine”. <https://zakon.rada.gov.ua/laws/show/188-IX#Text>

128 Resolution of the Cabinet of Ministers of Ukraine dated 11.04.2018 No. 273, “On Approval of the State Social Program on Ensuring Equal Rights and Opportunities for Women and Men for the Period until 2021”. <https://www.kmu.gov.ua/npas/pro-zatverdzhennya-derzhavnoyi-socialnoyi-programi-zabezpechennya-rivnih-prav-ta-mozhlivostej-zhinok-i-cholovikiv-na-period-do-2021-roku>

strategy on gender equality that seeks to “improve the institutional mechanism to ensure equal rights and opportunities for women and men in all spheres of life and to implement European standards of equality”¹²⁹. The Programme promotes the principle of equality between women and men in the priority areas of social and economic development of Ukraine, effective resolution of problems and elimination of gender imbalances with a clear focus on human rights. It also emphasises that gender mainstreaming in all fields of life, coupled with the

improvement of the situation of women in areas where inequality persists, are the basis for ensuring gender equality and the sustainable development of society.

The Programme identifies key ways and means to tackle the problem of insufficient implementation of the principle of equal rights and opportunities for women and men, including through an integrated approach and measures focused on the following tasks (Box 7).

BOX 7.

Key tasks and measures of the State Social Programme on Equal Rights and Opportunities for a Period until 2021

Tasks	Actions
Improve the regulatory and legal framework, the mechanism for conducting gender legal expertise, introduce statistical indicators in the area of equal rights and opportunities for women and men	<ul style="list-style-type: none"> incorporate the gender component in economic and social development programs with regard to actual needs of the industries and regions; expand the list of gender-based statistical indicators disaggregated by other main characteristics (age, place of residence, disability, socioeconomic status, etc.).
Enhance the proficiency of civil servants and local self-government officials to ensure equal rights and opportunities for women and men	<ul style="list-style-type: none"> reduce gender imbalances in public service and human resources management; introduce the issues of equal rights and opportunities for women and men into the curriculum of career development programs/training for civil servants and local government officials; overcome gender stereotypes.
Oppose gender-based and multiple discrimination	<ul style="list-style-type: none"> improve the mechanism to exercise the right to protection against gender-based discrimination and discrimination on multiple grounds, examine the cases of such discrimination and take appropriate measures based on these findings.
Fulfil contractual and other international obligations to ensure equal rights and opportunities for women and men.	<ul style="list-style-type: none"> increase the proportion of women among Ukrainian MPs, members of oblast and local councils (cities of oblast significance); reduce the gender wage gap.

129 Ibid.

The Programme takes into account the legal instruments and recommendations of the UN, the Council of Europe, the European Union, the OSCE, international monitoring institutions in the field of human rights, as well as the provisions of international treaties particularly the EU-Ukraine Association Agreement. In addition to state authorities and local governments, the document seeks to involve relevant international organisations and public associations in the effective implementation of the Programme.

Institutional arrangements for gender equality and women’s empowerment

For the first time in the history of Ukraine, gender equality and women’s empowerment are supported at the highest political and institutional level, particularly since the decision to expand the mandate of the Deputy Prime Minister for European and Euro-Atlantic Integration in order to include the co-ordination of governmental efforts on gender policy in 2017¹³⁰. According to the Law of Ukraine “On Ensuring Equal Rights and Opportunities of Women and Men” (Section II)¹³¹, the national machinery for equal rights of women and men is currently made up of the following structures:

- Verkhovna Rada of Ukraine (Parliament): Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk, Luhansk Regions and Autonomous Republic of Crimea, National Minorities and Interethnic Relations, including Sub-Committee on Gender Equality and Non-Discrimination; Committee on Foreign Policy and Inter-Parliamentary Cooperation, including Sub-Committee on Ukraine’s International Commitments on Human Rights and Gender Policy; Inter-Fractional Caucus “Equal Opportunities”;
- Parliament Commissioner for Human Rights (Ombudsperson);

- Cabinet of Ministers of Ukraine: Deputy Prime Minister for European and Euro-Atlantic Integration; Department on Humanitarian and Social Policy of the Secretariat of the Cabinet of Ministers of Ukraine; Government Commissioner on Gender Equality Policy; Inter-Ministerial Council on Family, Gender Equality, Demographic Development, Preventing Domestic Violence and Human Trafficking;
- Ministry of Social Policy as specially authorized central executive body: Gender Equality Focal Point – Deputy Minister on European Integration; Expert Group on Combatting Human Trafficking, Domestic Violence and Gender Equality at the Directorate for Development of Social Services and Protection of the Child Rights; Gender Equality Unit in the Department of Implementation of the European Standards of Equality; Inter-Ministerial Working Group on Coordination of Issues related to Equal Rights and Opportunities of Women and Men (established by Order No.87 dated 07.02.2020); Expert Council on Preventing Gender Discrimination under the Ministry;
- executive bodies and local self-governing bodies, including specially assigned Gender Equality Focal Points (Deputy Ministers/Deputy Heads of Agencies/Deputy Governors); Advisors on Equal Rights and Opportunities for Women and Men; special units on ensuring equal rights for women and men;
- civil society associations.

Since 1 March 2017, the portfolio of the **Deputy Prime Minister for European and Euro-Atlantic Integration** also includes gender equality and coordinating the interaction of central executive authorities on gender equality issues; as well as organising work related to shaping and representing Ukraine’s position in relations between Ukraine and the North Atlantic Treaty Organisation (NATO), including on gender equality issues¹³². Following these changes, the Government of Ukraine approved key national gender equality policy instruments

130 Working Group for the preparation of the Beijing+25 report (2019), National Review of the implementation of the Beijing Declaration and Platform for Action.

131 Law of Ukraine “On Ensuring Equal Rights and Opportunities of Women and Men”, <https://zakon.rada.gov.ua/laws/show/2866-15>

132 Ibid.

such as the State Programme on Equal Rights and Opportunities of Women and Men until 2021, the National Action Plan for the Implementation of the UN Security Council Resolution 1325 “Women. Peace. Security” until 2020, and the National Action Plan to Implement the Recommendations set out in the Concluding Observations of the United Nations Committee on the Elimination of Discrimination against Women to the 8 Periodic Report on Ukraine on CEDAW until 2021.

Following the arrival of a new government, the new Deputy Prime Minister for European and Euro-Atlantic Integration remained responsible for developing and implementing state gender policy within the Government of Ukraine.¹³³ The appointment of a Gender Advisor to the Deputy Prime Minister for European and Euro-Atlantic Integration in September 2019 can be seen as a concrete example of the Deputy Prime Minister’s strong political support and continued interest in the gender equality cause.

The national machinery for gender equality has also been strengthened through the creation of a new position of **Government Commissioner for Gender Equality Policy**¹³⁴ in June 2017, which has generated great expectations (particularly among development partners) of a more systematic and whole-of-government approach to gender equality. The main tasks¹³⁵ of the Government Commissioner include:

1. promoting the implementation of a unified state policy aimed at achieving equal rights and opportunities for women and men in all spheres of society;
2. participation, in accordance with the competence, in coordinating the work of ministries, other central and local executive

authorities in ensuring equal rights and opportunities for women and men;

3. monitoring the consideration of the principle of gender equality by the Cabinet of Ministers of Ukraine, when adopting legal and normative acts;
4. participation in the representation by the Prime Minister of Ukraine of the Cabinet of Ministers of Ukraine in international meetings and forums, including in the UN Commission on the Status of Women, the UN Security Council at sessions on the agenda of the Women, Peace, Security, Council of Europe, and OSCE;
5. cooperation and interaction with civil society on issues of equal rights and opportunities for women and men in all spheres of society.

The Ministry of Social Policy of Ukraine is a specially authorised central executive body for ensuring equal rights and opportunities for women and men. It has played a major role in supporting gender equality policies particularly after the 2010 administrative reform that led to the dissolution of the Ministry for Family, Youth and Sports that was then in charge of gender equality issues¹³⁶. Since 2012, the Ministry of Social Policy has assisted with the coordination of gender equality initiatives and contributed to the monitoring and reporting on Ukraine’s international commitments on gender equality, including by preparing the eighth periodic report of Ukraine submitted to the UN Secretary-General in 2014 under article 18 of the Convention on the Elimination of all Forms of Discrimination against Women¹³⁷. More

133 Government Portal (19 September 2019), “Women and men in Ukraine should enjoy equal rights and opportunities, says Dmytro Kuleba at a meeting on gender policy issues”. <https://www.kmu.gov.ua/en/news/zhinki-ta-choloviki-v-ukrayini-mayut-koristuyutsya-odnakovimi-pravami-i-mozhlyvostyami-dmitro-kuleba-na-naradi-shchodo-gendernoyi-politiki>

134 At the beginning of 2018, Kateryna Levchenko was appointed Ukraine’s first Government Commissioner for Gender Equality Policy, following a competitive selection process.

135 Decree of the Cabinet of Ministers of Ukraine No390, dated 07.07.2017 About the Government Commissioner on gender equality Policy, <https://www.kmu.gov.ua/npas/250049925>

136 The administrative reform of 2010 and the related government restructuring contributed to the weakening of the national gender machinery and resulted in a lack of continuity in gender equality policies. United Nations, Concluding observations on the 8th periodic report of Ukraine: Committee on the Elimination of Discrimination against Women (CEDAW/C/UKR/CO/8), Adopted by the Committee at its 66th session (13 Feb.-3 Mar. 2017).

137 Committee on the Elimination of Discrimination against Women (Date received: 6 August 2015), Consideration of reports submitted by States parties under article 18 of the Convention. Eighth periodic report of States parties due in 2014, Ukraine, (CEDAW/C/UKR/8).

recently, it has also coordinated the elaboration of the 2019 Beijing+25 national review of Ukraine¹³⁸.

Several bodies operate under the Ministry of Social Policy: Gender Equality Focal Point – Deputy Minister on European Integration; Expert Group on Combatting Human Trafficking, Domestic Violence and Gender Equality in the Directorate for Development of Social Services and Protection of the Child Rights; Gender Equality Unit in the Department of Implementation of the European Standards of Equality; Inter-Ministerial Working Group on Coordination of Issues related to Equal Rights and Opportunities of Women and Men (established by Order No87 dated 07.02.2020); Expert Council on Preventing Gender Discrimination under the Ministry. The Expert Council on preventing and combating gender-based discrimination was created in 2012 and its functions have been streamlined over time. For example, since 2016, the Expert Council not only works on appeals related to facts of discrimination submitted by the public but also provides recommendations to the Ministry of Social Policy on eliminating such cases and their causes¹³⁹.

In the legislative branch of government, the **Ukrainian Parliament Commissioner for Human Rights (Ombudsperson)** is responsible for the Parliamentary control over the observance of the constitutional rights and freedoms. The Ombudsperson has a Representative on Equal Rights and Freedoms whose portfolio includes gender equality. The Ombudsperson Office also includes a department on Equal Rights and Freedoms Monitoring.

There are two **Parliament** committees with gender equality related portfolio: Committee on Human Rights, Deoccupation and Reintegration of Temporarily Occupied Territories in Donetsk and Luhansk Oblasts,

Autonomous Republic of Crimea and Sebastopol City, National Minorities and Interethnic Relations with Sub-Committee on Gender Equality and Non-Discrimination; Committee on Foreign Policy and Interparliamentary Cooperation with Sub-committee on Implementation of International Commitments of Ukraine on Human Rights and Gender Equality.

The Parliament’s Inter-Fractional Association “Equal Opportunities” (also known as the Equal Opportunities Caucus) has also been a strong champion of gender equality issues since its foundation in 2011. The mission of the Equal Opportunities Caucus is to promote gender equality and the advancement of women in society; to make the policy of equal opportunities focused and systemic in nature; to combine the efforts of legislative and executive authorities with those of civil society in order to promote women’s rights; and to enhance the process of adapting Ukrainian legislation to EU standards¹⁴⁰.

The Equal Opportunities Caucus holds regular meetings and organises large scale events such as the Ukrainian Women’s Congress – a public platform that helps shape the gender policy agenda by bringing together a number of government officials, Ukrainian and foreign parliamentarians, representatives of international organisations, local self-government, civil society and the media. For example, the Third Ukrainian Women’s Congress discussed the idea of gender equality as an integral element of democratic society and as the key to sustainable development of the state (10-11 December 2019). Discussion tables explored key issues such as women’s political and economic empowerment, combating gender-based violence, the role of women in peace and security, overcoming gender stereotypes, and enhancing gender equality education¹⁴¹.

138 Working Group for the preparation of the Beijing+25 report (2019), National Review of the implementation of the Beijing Declaration and Platform for Action.

139 Working Group for the preparation of the Beijing+25 report (2019), National Review of the implementation of the Beijing Declaration and Platform for Action.

140 Ukrainian Women’s Congress, Equal Opportunities Inter-faction Union (Caucus) in Verkhovna Rada of Ukraine. <http://womenua.today/en/organizatory-2/>

141 Third Ukrainian Women’s Congress. <http://womenua.today/en/>

2.3. Opportunities and challenges to the promotion of gender equality at the national level

There is substantial evidence and policy discussions related to the analysis of the achievements and challenges to the promotion of gender equality in Ukraine in recent and past years¹⁴². While it is beyond the scope of this report to reproduce all such findings and conclusions, it is still relevant to mention briefly a few of the current opportunities and challenges to advancing the gender equality agenda in the country, based on the research and analytical observations made for this study.

Current opportunities

- A **solid set of international covenants, treaties and national legal instruments**, along with the governance, decentralization, justice, security and defence reforms undertaken in the last five years, have increasingly enhanced the capacity of Ukraine to protect women's rights, combat gender-based discrimination and prevent violence against women. The role of the Parliament, but in particular that of the Equal Opportunities Caucus, in this process needs to be recognised and further encouraged going forward.
- The **strong political will** to position gender equality as a top government priority since 2015 has significantly helped improve the condition of Ukrainian women (e.g. there are more women in parliament, women serving in the armed forces, the needs of internally displaced women are starting to be addressed, etc.). This political commitment to the gender equality cause must be sustained and continued by the government in order to achieve sustainable development outcomes for all.
- The **national mechanism for gender equality** has been strengthened including through official appointments at the highest levels of power. Political

commitment to further enhance the institutional sustainability and accountability of the gender machinery at all levels is also crucial.

- The national **women's rights movement and women's civil society organisations** have contributed to putting gender equality and women's empowerment front and centre of the national political agenda. Without their pivotal role as watchdogs and in the delivery of key services to disadvantaged and conflict-affected populations, none of Ukraine's key gains and achievements on gender equality would have been possible to date.
- The strong (financial and non-financial) **support of international donors** and development partners to help the country mainstream gender equality perspectives in and across all sectors

Remaining challenges

- Despite progress in enhancing its overall legal and policy framework, the full implementation of national and international commitments on gender equality by the Government of Ukraine is still a major challenge today, particularly in the **absence of effective monitoring mechanisms to fully enforce these obligations**. Many laws lack implementation and do not get translated into practical action in favour of women and girls. This, coupled with a **lack of information** (and even at times disinformation) about women's rights and the importance of gender equality as an enabler of sustainable development, represents another major obstacle;
- The **lack of a coordinated system-wide and whole-of-government approach to gender equality** remains a key challenge. The roles and duties of new structures and positions need to be further

142 Martsenyuk, T. (2016), Gender equality situation in Ukraine: challenges and opportunities in Gender Equality Policies and EU Integration – experience of Visegrad for EaP Countries, p. 203-225. Council of Europe (27 February 2018), Gender equality at local level: challenges and opportunities in Ukraine. Rebecca Zuk, Tetiana Grytsenko / UNDP Ukraine (October 30, 2019), 25 years after Beijing Declaration, Ukraine still faces 3 challenges to achieving gender equality. Working Group for the preparation of the Beijing+25 report (2019), National Review of the implementation of the Beijing Declaration and Platform for Action.

clarified and communicated about openly and widely across all levels of government in order to avoid duplication of tasks or unnecessary competition. Systemic, better coordination can also help ensure the **sustainability of the national mechanism for gender equality**. More transparent communication can also contribute to improving the **public's knowledge** of what the government is doing about their equal rights and opportunities, and where to seek help and guidance on gender equality issues when needed;

- **Patriarchal attitudes and gender stereotypes** are the root causes of discrimination and violence against women universally, and of the lack of substantial equality of rights and opportunities between Ukrainian women and men today in particular. They are deeply entrenched in Ukrainian society and are currently propagated by conservative groups, religious institutions and a strong “anti-gender” movement. These groups openly advocated for the non-ratification of the Istanbul Convention and against the adoption of the strategy to implement gender equality and non-discrimination in the education sector;
- The **armed conflict** has exacerbated an already **unstable situation of deep social, economic, political and security crisis and inequality**. This, along with a context of rampant corruption, weak

rule of law and a lack of state capacity and political will have made it difficult to pass a comprehensive and transformative set of reforms that fully take into account the needs, priorities and rights of women and girls;

- The **insufficient financial support by the State for gender equality mainstreaming, programming, projects and strategies**. The effective implementation of national and international commitments on gender equality require budgets and financial resources to make poverty, discrimination and inequality history. Achieving gender equality and sustainable development also requires **adequate state funding and support for Ukrainian women's organisations** working at the grassroots, sub-national and national levels, particularly in today's context of a strong global backlash against gender equality and the rise of extreme nationalist, right-wing and “anti-gender” groups;
- The **lack of updated statistical data** fully disaggregated by sex, age, ethnicity, disability, geographical location and socioeconomic background, as well as the lack of a reliable **monitoring system and technical expertise to assess the impact and effectiveness** of each gender equality policy and programme. An **integrated monitoring system for tracking state finance** for gender equality is also needed.

2.4. National architecture for development co-operation on gender equality

There is a variety of government, bilateral, multilateral, private and civil society institutions involved in development co-operation activities, projects and programmes focused on advancing gender equality and women's empowerment in Ukraine.

On behalf of the Government of Ukraine, the main institutional actor in charge of coordinating development cooperation relations with international development partners has been the Ministry of Economic Development, Trade and Agriculture (MoEDTA). On 27 December 2019, the Government of

Ukraine established the Directorate for Coordination of International Technical Assistance within the Secretariat of the Cabinet of Ministers of Ukraine¹⁴³, and these functions were transferred to the new entity. As stated earlier, the Ministry of Social Policy has been coordinating gender equality policies and initiatives since 2012 but, more recently, the Office of the Deputy Prime Minister for European and Euro-Atlantic Integration has also taken on increased responsibility for the promotion of gender equality and women's empowerment in the country. In particular, the Deputy

143 <https://zakon.rada.gov.ua/laws/show/1154-2019-%D0%BF>

Prime Minister is nowadays Co-Chair of the Gender Equality Donors' Group (see further below).

Development co-operation on gender equality by the donor community

A number of bilateral and multilateral donor agencies are also conducting development co-operation and technical assistance programmes and projects with a key focus on achieving gender equality and women's empowerment on the ground. According to the October 2019 version of the Dashboard¹⁴⁴ of the Gender Equality Donors' Group, there is a total of **69 current projects or initiatives** undertaken by the donor community working in Ukraine that promote gender equality, women's empowerment and women's rights. In terms of timeline, most of these projects are expected to be implemented mainly between 2014 and 2024, with some longstanding projects (particularly those on human trafficking and gender responsive budgeting) dating back to 2004 and 2013 as their initial dates, respectively.

The majority of these 69 ongoing projects and initiatives pursue gender equality objectives in the democratic governance (38) and economic growth (7) sectors. These two sectors comprise projects and initiatives focused on a range of topics including human trafficking, agriculture, violence against women, decentralisation, human rights, entrepreneurship, public budgeting, support for civil society organisations, anti-corruption, among others. The conflict in the Eastern part of Ukraine has also attracted strong donor support for gender equality projects in the crisis response (11) and security and defence (5) sectors. A very low number of projects target gender equality in the health (4), education (1) and environment (1) sectors.

According to the project activities described in the Dashboard of the Gender Equality Donors' Group, the most important donor agencies and institutions funding gender equality projects on the ground include: the **Department of Foreign Affairs, Trade and Development of Canada** (Global Affairs Canada)

and the **U.S. Agency for International Development** (USAID) with 14 and 13 ongoing projects, respectively. A second set of smaller donors include Sweden with 5 gender equality projects, and the European Union, Estonia and Norway with 4 current projects each. The Dashboard also shows that multilateral organisations such as UNDP, UN Women, UNFPA, OSCE Project Co-ordinator and the Council of Europe are the top implementing partners of gender equality projects and programmes in Ukraine as of end October 2019.

It is not possible to provide a ballpark figure for the total value/cost of the 69 gender equality projects currently referenced in the Dashboard mainly because the majority of donors report these financial commitments in their own national currencies, or some do not make this type of financial information publicly available. Also, as the figures refer to different years, when projects were registered, the fluctuations in the exchange rates could also affect any cross-country comparisons. Therefore, the full scope of financial commitments of different international donors is examined based on the standardised OECD/DAC approaches and tools in the next Chapter.

Out of the 69 gender equality initiatives reported in the donor Dashboard, **58 projects are fully or partially aligned with the top three Ukrainian government policy documents on gender equality and women's rights** (Table 6). Only 11 donor projects do not show any alignment with key government gender equality policy¹⁴⁵.

When looking more closely at the descriptions of the projects listed in the Dashboard, some of the key policy areas supported by donors in Ukraine include:

- Gender mainstreaming in State reforms and sectors;
- Trainings for civil servants, local government officials and employees of public institutions;
- Women's political participation and leadership at parliament, regional and local levels;
- Prevention of conflicts and violence;

144 The Dashboard takes the form of an Excel file that started as a mapping exercise of all the projects and activities in support of gender equality and women's empowerment in Ukraine undertaken by the members of the Gender Equality Donors' Group.

145 Some of the projects added to the Dashboard between June 2019 (previous version) and October 2019 (latest version) did not provide any information regarding alignment. For these specific cases, the international consultant decided on the alignment with key government documents based on the project descriptions and only when possible.

- Protection of women and girls affected by conflict;
- Provision of assistance and rehabilitation of people affected by the conflict;
- Countering domestic violence;
- Countering gender-based violence, human trafficking and modern slavery;
- Combatting discrimination and ensuring equal rights and opportunities for women and men;
- Women’s economic empowerment, business development and financial inclusion; and,
- Decentralisation and local economic development.

TABLE 6.
Donor support to the Government of Ukraine’s gender equality policy

Alignment	Key Government Policy Documents on Gender Equality and Women’s Human Rights ¹⁴⁶		
	State Social Programme on Equal Rights and Opportunities of Women and Men for the period up to 2021	National Action Plan for the implementation of the UN Security Council Resolution 1325 until 2020	National Action Plan for the implementation of the Human Rights Strategy of Ukraine by 2020
10 donor projects are fully aligned with 3 key documents	●	●	●
14 donor projects are partially aligned with 2 key documents	●		●
9 donor projects are partially aligned with 2 key documents		●	●
20 donor projects are partially aligned with 1 key document			●
3 donor projects are partially aligned with 1 key document		●	
2 donor projects are partially aligned with 1 key document	●		
11 donor projects are not aligned with any key document			

Source: Gender Equality Donor Dashboard, version update of October 2019.

The Gender Equality Donors’ Group – a key mechanism for coordination and policy dialogue on development cooperation for gender equality

The Gender Equality Donors’ Group, originally known as the Donors’ Gender Working Group, was established

by 20 members (donors and implementing partners) in 2016 with the aim of improving the quality and effectiveness of development co-operation focused on achieving gender equality and women’s rights in Ukraine. The group provides its members with a space for:

146 It could be recommended to include the National Action Plan on the Implementation of the Concluding Observations to the 8 Periodic Report of Ukraine on CEDAW until 2021 to the list of key national policy documents considered in the Dashboard.

- **Coordination** of development initiatives,
- **Discussion** of key policy issues,
- Sharing experiences and **good practice** for integrating gender equality and women's rights into development co-operation,
- Supporting effective **partnerships** to mobilise the political support, resources and expertise to deliver on gender equality commitments and achieve results.

Since its inception, the Donors' Group has been co-chaired by Sweden and Canada on a rotating basis together with the DPM Office. The meetings were held at high level (Ambassadors, Heads of Missions) at least once a year and at the operational level on a quarterly basis. Currently co-chaired by the Deputy Prime Minister on European and Euro-Atlantic Integration and the Programme Officer on Development Cooperation to the Embassy of Sweden in Ukraine. The Donors' Group held its most recent technical coordination meetings on 24 October 2019 and 26 February 2020 and brought together representatives of the government (representatives of 5 Ministries were present at the February meeting, as well as representatives of the Cabinet of Ministers), international and civil society organisations, donor countries and other development partners. The Group also invites the representatives of the Parliamentary Caucus "Equal Opportunities" to ensure the synergies. The meetings aimed to discuss the objectives and priorities for gender equality policy at the national level, the main areas of donor assistance at the project level, and any current challenges and expectations when working on gender equality in Ukraine.

In addition, a draft of the terms of reference for a Thematic Donors Group on Gender Equality (TDGGE) – an enhanced version of the current donors' group – was also circulated at the October meeting. In this draft document still to be approved by members, the TDGGE is defined as a Government-Donor coordination mechanism to strengthen the performance of the national gender machinery by providing policy advice, coordination on programming issues and technical support on gender equality and women's empowerment. The TDGGE seeks to enhance the benefit of development partners' support for the implementation of international commitments and national gender equality priorities of Ukraine, ensure

effective development cooperation, and strengthen communication and coordination in order to avoid potential overlaps of the development partners' projects and initiatives and to ensure complementarity of these efforts.

One of the most important outputs of the work carried out so far by the Donors' Group is the Dashboard (see discussion above) which was updated twice in 2019 (June and October) and further revised at the beginning of 2020. The reporting/updating cycle of the Dashboard is connected to the meetings of the Donors' Group. At present, the Office of the Deputy Prime Minister on European and Euro-Atlantic Integration has been dealing with the Dashboard's management. Ensuring that such an important data tool as the Dashboard is continued over time but also further strengthened (e.g. by improving its reporting guidelines and requirements, standardising the information to increase comparability and predictability, and assigning clear responsibility for its management) should be one of the main tasks, going forward, of the new Co-Chairs of the group.

Gender equality efforts by non-government actors

There are also several national non-government actors (e.g. civil society organisations, private foundations and institutions, consulting and research companies) conducting gender equality and women's rights programmes at the local, regional and national levels. Most of these non-government actors act as implementing partners of projects funded by donor countries and multilateral institutions operating in Ukraine.

The civil society stakeholders consulted for this study noted that they do not receive any financial support from the government of Ukraine. Similarly, they also signalled the presence of a highly organised anti-gender movement in the country, and deplored the changing and ambivalent attitudes of some government institutions towards gender equality and women's rights issues.

Evidence from the Dashboard also indicates that only a very low number of national civil society organisations are being used as implementing partners of gender equality projects funded by international donors.

CHAPTER 3

FINANCIAL RESOURCES FOR GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN UKRAINE



3.1. National public finance for gender equality

A full analysis of national public allocations and expenditures on gender equality objectives is not possible due to the lack of data and information publicly available and accessible online. At present, and in the absence of a monitoring system to track and report on overall gender responsive finance, it is also impossible to provide a ballpark figure for the total volume of financial resources that are invested in gender equality priorities by the Government of Ukraine.

To overcome some of the aforementioned obstacles, a closer examination of the major policy documents that best encapsulate the state's gender equality priorities to date has been undertaken, including:

- The State Social Programme on Ensuring Equal Rights and Opportunities for Women and Men for the period up to 2021¹⁴⁷ (approved in April 2018),
- The National Action Plan to implement UN Security Council Resolution 1325 “Women, Peace and Security” for the period up to 2020¹⁴⁸ (approved in February 2016),
- The State Social Programme for combating trafficking in human beings for the period up to 2020¹⁴⁹ (approved in February 2016),
- The National Action Plan for the Implementation of the Recommendations set forth in the Concluding Observations to the 8 Periodic Report of Ukraine on CEDAW for the period up to 2021¹⁵⁰ (approved in September 2018),
- The Concept of the State Social Programme for preventing and combating domestic violence and gender-based violence for the period up to 2023¹⁵¹ (approved in October 2018),
- The State Target Social Program of Combating Trafficking in Human Beings for a Period up to 2015¹⁵² (approved in March 2012),
- The State Social Program on Ensuring Equal Rights and Opportunities for Women and Men for a Period up to 2016¹⁵³ (approved in September 2013).

With most of these documents having been widely discussed in Chapter 2, the main objective of this second review has been to look for any indication of budgets and financial commitments to fully implement these key programmes and plans. Therefore, based on publicly available information, an approximate estimate of **a total of UAH 51.5 million (or USD 1.8 million)¹⁵⁴ from the state budget for the**

147 Resolution of the Cabinet of Ministers of Ukraine dated 11.04.2018 No. 273 “On Approval of the State Social Program on Ensuring Equal Rights and Opportunities for Women and Men for the Period until 2021”, <https://zakon.rada.gov.ua/laws/show/273-2018-%D0%BF#Text>

148 Resolution of the Cabinet of Ministers of Ukraine dated 24.02.2016 No. 113-p “On Approval of the National Action Plan for Implementation of the UN Security Council Resolution 1325 “Women, Peace and Security” for the period up to 2020”, <https://zakon.rada.gov.ua/laws/show/113-2016-%D1%80#Text>

149 Resolution of the Cabinet of Ministers of Ukraine dated 24.02.2016 No. 111 “On Approval of the State Social Program on Combating Trafficking in Human Beings for a period until 2020”, <https://zakon.rada.gov.ua/laws/main/111-2016-%D0%BF>

150 Resolution of the Cabinet of Ministers of Ukraine dated 05.09.2018 No. 634-p “On Approval of the National Action Plan for the Implementation of the Recommendations set forth in the Concluding Observations of the United Nations Committee on the Elimination of Discrimination against Women in the Eighth Periodic Report of Ukraine on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women for the Period up to 2021”, <https://zakon.rada.gov.ua/laws/show/634-2018-%D1%80#T>

151 Resolution of the Cabinet of Ministers of Ukraine dated 10.10.2018 No. 728-p “On Approval of the Concept of the State Social Program on Preventing and Combating Domestic Violence and Gender-Based Violence for a period until 2023”, <https://www.kmu.gov.ua/npas/pro-shvalennya-koncepciyi-derzhavnoyi-socialnoyi-programi-zapobigannya-ta-protidiyi-domashnomu-nasilstvu-ta-nasilstvu-za-ozna-koyu-stati-na-period-do-2023-roku>

152 Resolution of the Cabinet of Ministers of Ukraine dated 21.03.2012 No.350 “On Approval of the State Target Social Program on Combating Trafficking in Human Beings for a period until 2015”, <https://zakon.rada.gov.ua/laws/show/350-2012-%D0%BF#Text>

153 Resolution of the Cabinet of Ministers of Ukraine dated 26.09.2013 No.717 “On Approval of the State Target Program on Ensuring Equal Rights and Opportunities for Women and Men for a period until 2016”, <https://zakon.rada.gov.ua/laws/show/717-2013-%D0%BF#Text>

154 As per the standard currency conversion exchange rate of 20 November 2020. <https://www.xe.com/fr/currencyconverter/convert/?Amount=51%E2%80%AF593%E2%80%AF000&From=UAH&To=USD>. For comparison, the members of the OECD Development Assistance Committee (DAC) committed an average of USD 433 mln per year in gender equality focused aid for Ukraine in 2016-2017 (see section 3.2 on international public finance further below).

forementioned programmes has been calculated for their entire implementation period, respectively, and when excluding the amounts recorded as “local budgets”¹⁵⁵ and “other sources not prohibited by law”¹⁵⁶. With 97.5% of this amount being allocated to the State Social Programme for combatting human trafficking, and for a time frame covering several years (2016-2021 in the majority of cases), **this level of domestic public finance is insufficient to meet the ambitious gender equality priorities and agenda** set out in the national plans, programmes and strategies which include, among others:

- Improving the legal framework for gender equality,
- Promoting the principle of equality between women and men in the priority areas of social and economic development,
- Reducing gender imbalances in the public civil service,
- Overcoming gender stereotypes,
- Combating gender-based and multiple discrimination,
- Upholding treaty and international obligations to ensure equal rights and opportunities for women and men,
- Advancing the “Women, Peace and Security” agenda,
- Preventing and addressing the problem of violence against women in all its forms,

- Countering human trafficking,
- Improving the collection of sex-disaggregated data and statistical capacity.

For information, and to have an idea of the general magnitude of the national financial resources flowing to support gender equality-related programmes/ action plans amongst other broader socially oriented priorities, the expenditures of the Ministry of Social Policy of Ukraine as the Key Spending Unit of the state budget¹⁵⁷ responsible for social policies are presented in Table 7.

Out of the total State budget of Ukraine for the years 2016-2019, **UAH 27.5 billion (or USD 1.1 billion)**¹⁵⁸ have been allocated to the Ministry of Social Policy for national spending on overall social policy issues, including on gender equality and women’s empowerment¹⁵⁹. This is a very modest amount and share of the total state budget (see percentage figures in Table 7), but a major upsurge of over UAH 20 billion for the year 2019 is remarkable.

In November 2019, the Parliament approved a USD 50 billion state budget law for 2020 which foresees increases in planned expenditures particularly in the infrastructure, agriculture, defence and national security sectors. When compared to 2019, the new budget law also targets some improvements in the minimum salary (from USD 171 to 194, or a 13% increase), education (USD 6 billion, or a 12.7% increase) and healthcare (USD 5 billion, or a 10% increase). Overall, social security spending is expected to drop in 2020¹⁶⁰.

155 Local budgets are shown below but not taken into account in this analysis because there is no corroborating documentation and information publicly available on them. Local budgets are designed, managed and decided upon by local authorities who are responsible for financing programmes locally depending on local circumstances, priorities and resources. Such local budget decisions/figures are then communicated to the competent state level authorities (e.g. Ministry of Finance) for inclusion and reflection in the final version of the national programmes, as relevant. However, these local level amounts are not necessarily traceable or verified at the national/state level, but rather taken at face value as communicated by local authorities.

156 These amounts have been excluded from the analysis because these “other sources” are not clearly described or specified in the publicly available documentation. For example, if some of these “other sources” include funding derived from Official Development Assistance (ODA) provided by international donor organisations, then it is important to exclude these amounts in order to avoid double counting (ODA finance is discussed separately in the second part of this chapter).

157 Each national programme funded by the State budget, as a rule, has a ‘program passport’ that serves as the basis for the preparation of a budget request. The budget program passports and budget requests are elaborated by the key spending units (e.g. sector Ministries, state administrations and departments) which further coordinate the programme implementation and report on its programmatic components and expenditures. The budget requests are submitted to the Ministry of Finance first for approval, and then included in the proposed State budget that is to be approved by the Parliament of Ukraine. <https://zakon.rada.gov.ua/laws/term/19916>

158 As per the standard currency conversion exchange rate of 14 February 2020. <https://www.xe.com/fr/currencyconverter/convert/?Amount=27%E2%80%AF568%E2%80%AF600%E2%80%AF000&From=UAH&To=USD>

159 It is not possible to calculate what specific proportion of the Ministry’s budget has been directed to gender equality issues, due mainly to the unavailability of data as well as the lack of a monitoring and reporting mechanism to track gender responsive public finance.

160 Kyiv Post (14.10.2019), “Ukrainian Parliament passes \$50 billion budget for 2020”. <https://www.kyivpost.com/ukraine-politics/ukrainian->

TABLE 7.**National spending of the Ministry of Social Policy (classification by institution), 2016-2019.**

Budget classification code	Amounts (UAH)	As % of the State budget	Year
2510000	1,033,600,000	0.15%	2016
2510000	1,494,700,000	0.18%	2017
2510000	2,266,600,000	0.23%	2018
2510000	22,791,700,000	3.00%	2019 (by 31 October)
Total	27,568,600,000		

Source: Expenditures of the state budget of Ukraine (classification by institution), years 2016-2019, Ministry of Finance. <https://index.minfin.com.ua/ua/finance/budget/gov/expense/2019/>

For transparency purposes, the estimated volumes and funding sources for the key programmes/plans addressing gender equality priorities and issues are described below.

State Social Programme on Ensuring Equal Rights and Opportunities for Women and Men for the period up to 2021

The Ministry of Social Policy is the main state customer and coordinator of the Programme. The Programme is expected to be funded by the state budget, local budgets and other sources not prohibited by law. The amount of expenditures necessary for the Programme implementation is determined annually in the course of drafting the state and local budgets for the respective year.

The implementation period of the Programme covers the years 2018-2021. A breakdown of the estimated volumes and funding sources per year follows in Table 8.

Despite the prominence of this Programme considered by the Government of Ukraine as the national strategy on gender equality¹⁶¹, only a total of **one million and twenty thousand Ukrainian hryvnia** (or USD 35.9

thousand)¹⁶² from state budget resources have been assigned to it. This level of national investment in gender equality and women's empowerment is **vastly inadequate**. Government authorities need to back up commitments to gender equality with increased and dedicated funding in favour of women and girls.

To get a longer perspective on the level of domestic public finance for gender equality, the State Social Programme on Ensuring Equal Rights and Opportunities for Women and Men for the period up to 2016 was also reviewed. This programme was approved by the Cabinet of Ministers' Decree No 717 on 26 September 2013. A breakdown of the estimated volumes and funding sources per year is presented in Table 9.

The volume of funding for gender equality for the years 2013-2016 reached a total of **one million two hundred and sixty-eight thousand Ukrainian hryvnia** (or USD 44.7 thousand)¹⁶³ from state budget resources. When comparing the previous (2013-2016) and current (2018-2021) programmes, it is clear that there has been a decline from 1.268 to 1.020 million hryvnia in the level of state finance for gender equality and women's empowerment in Ukraine.

[parliament-passes-2020-budget-law.html](#)

161 Working Group for the preparation of the Beijing+25 report (2019), National Review of the implementation of the Beijing Declaration and Platform for Action.

162 As per the standard currency conversion exchange rate of 20 November 2020. <https://www.xe.com/fr/currencyconverter/convert/?Amount=1%E2%80%AF020%E2%80%AF000&From=UAH&To=USD>

163 As per the standard currency conversion exchange rate of 20 November 2020. <https://www.xe.com/fr/currencyconverter/convert/?Amount=1%E2%80%AF268%E2%80%AF000&From=UAH&To=USD>

TABLE 8.**Sources and volumes of funding for the State Social Programme on Equal Rights and Opportunities, 2018-2021.**

Sources of funding	Volumes of funding (UAH thousand)	Years			
		2018	2019	2020	2021
State budget	1,020	255	255	255	255
Local budget	6,742	1,492	1,617	1,737	1,896
Other sources	5,378	1,483	1,305	1,330	1,280
Total	13,140	3,210	3,177	3,322	3,431

Source: State Social Programme on Ensuring Equal Rights and Opportunities for Women and Men for the period up to 2021. <https://zakon.rada.gov.ua/laws/show/273-2018-%D0%BF>

TABLE 9.**Sources and volumes of funding for the State Social Programme on Equal Rights and Opportunities, 2013-2016¹⁶⁴**

Sources of funding	Volumes of funding (UAH thousand)	Years			
		2013	2014	2015	2016
State budget	1,268	-	430	564	274
Local budget	1,787	-	569	594	624
Other sources	2,842	1,595	1,276	70	-
Total	5,897	1,495	2,275	1,228	898

Source: State Social Programme on Ensuring Equal Rights and Opportunities for Women and Men for the period up to 2016. <https://zakon.rada.gov.ua/laws/show/717-2013-%D0%BF#Text>

National Action Plan to implement UN Security Council Resolution 1325 “Women, Peace and Security” for the period up to 2020

Ministries, other central executive bodies, regional, Kyiv city state administrations are expected to implement the National Action Plan and contribute to organising the work of the Interagency Coordination Councils on the implementation of UNSCR 1325 on women, peace and security. They are also responsible for submissions to the Ministry of Social Policy of the

status on implementation of the NAP for compilation and information to the Cabinet of Ministers of Ukraine every year by 10 February. Local self-government bodies, the State Judicial Administration, the Security Service are also encouraged to ensure the implementation of the NAP within the limits of their powers.

The implementation period of the NAP 1325 covers the years 2018-2020. A breakdown of the estimated volumes and funding sources per year follows in Table 10.

¹⁶⁴ In August 2016, the Ministry of Social Policy of Ukraine drafted and made public the Concept of the State Social Programme on Ensuring Equal Rights and Opportunities of Women and Men for the period up to 2021. However, the Cabinet of Ministers of Ukraine did not approve it until the Spring 2017 (<http://od.org.ua/uk/>). This helps explain why there are no publicly available figures for the year 2017, as well as the delay in the development of the new/final State Social Programme on Ensuring Equal Rights and Opportunities for Women and Men for the period up to 2021 which was approved by the Cabinet of Ministers’ Resolution No. 273 on 11 April 2018.

TABLE 10.**Sources and volumes of funding for the National Action Plan on implementation of UNSCR 1325, 2018-2020**

Sources of financing (state, local budget, others)	Estimated amount of financial resources to accomplish the task (UAH thousand)	Years		
		2018	2019	2020
State budget	261	70	70	121
Local budget	2,533.6	784.9	779.5	969.2
Other sources	19,603.1	10,232.3	7,871.8	1,499.3
Total	22,397.7	11,087.2	8,021.3	2,589.5

Source: National Action Plan to implement UN Security Council Resolution 1325 “Women, Peace and Security” for the period up to 2020. <https://zakon.rada.gov.ua/laws/show/113-2016-%D1%80>

With **two hundred and sixty-one thousand hryvnia for the period of 2018-2020** (or USD 9.1 thousand)¹⁶⁵, the proportion of state budget support for the implementation of this National Action Plan also **falls short of any required standards**, especially in the current context of armed conflict and when compared to the level of investment recorded under the unspecified category of “other sources”.

State Social Programme for Combating Trafficking in Human Beings for the Period up to 2020

The purpose of this Programme is to prevent trafficking in human beings, increase the effectiveness

of measures to identify the perpetrators of such a crime, and protect the victims of human trafficking, particularly children. The main state customer and manager of the Programme is the Ministry of Social Policy. Projected volumes and sources of financing for the Programme are included in Table 11.

This is the only Programme managed by the Ministry of Social Policy that seems to be more adequately supported by state budget resources, with a spending forecast of **49 million hryvnia** until 2020 (or USD 1.7 million)¹⁶⁶. Among all programmes analysed in this section, the fight against human trafficking stands out as the most important thematic priority of the Ministry of Social Policy.

TABLE 11.**Sources and volumes of funding for the State Social Programme on combating human trafficking, 2016-2020**

Sources of funding	Funding volumes (UAH thousand)	Years				
		2016	2017	2018	2019	2020
State budget	49,044	98.8	98.8	548.8	24,148.8	24,148.8
Local budget	1,096.1	219.22	219.22	219.22	219.22	219.22
Other sources	35,310.0	7,126	6,966	7,126	6,966	7,126
Total	85,450.1	7,444.02	7,284.02	7,894.02	31,334.02	31,494.02

Source: State Social Programme for combating trafficking in human beings for the period up to 2020. <https://zakon.rada.gov.ua/laws/main/111-2016-%D0%BF>

165 As per the standard currency conversion exchange rate of 20 November 2020. <https://www.xe.com/fr/currencyconverter/convert/?Amount=261%E2%80%AF000&From=UAH&To=USD>

166 As per the standard currency conversion exchange rate of 20 November 2020. <https://www.xe.com/fr/currencyconverter/convert/?Amount=49%E2%80%AF044%E2%80%AF000&From=UAH&To=USD>

National Action Plan for the Implementation of the Recommendations set forth in the Concluding Observations to the Eight Periodic Report of Ukraine on CEDAW for the period up to 2021

The Ministry of Social Policy is in charge of the coordination, data collection and preparation of the national report on CEDAW implementation.

As key implementing institutions, relevant line ministries, other central executive bodies, regional and Kyiv city state administrations must submit to the Ministry of Social Policy information on the status of implementation of the National Action Plan to be compiled and delivered to the Cabinet of Ministers of Ukraine every year by 20 February. Local self-government bodies, the Supreme Court, the institutions of the justice system and the Security Service are also encouraged to ensure the implementation of the NAP within the limits of their powers¹⁶⁷.

The **NAP on CEDAW implementation does not contain any financial information** regarding the sources and volumes of funding needed for the successful implementation of the Plan.

Concept of the State Social Programme for preventing and combating domestic violence and gender-based violence for the period up to 2023

The key objective of this Concept Programme is to ensure the development of a system for preventing and combating domestic and gender-based violence in

accordance with international standards and the Law of Ukraine “On Prevention and Countering Domestic Violence”, including in the context of decentralisation and implementation of comprehensive measures aimed at reducing the scale of this phenomenon¹⁶⁸.

The Ministry of Social Policy is the main state customer of the Concept Programme. Unfortunately, the **Concept does not contain any financial information** regarding the sources and volumes of funding needed for the successful implementation of the Programme.

All in all, the lack of a monitoring system to track gender responsive finance makes it difficult to get a clear picture of the level of overall government investments in achieving full equality of rights and opportunities for women and men in Ukraine. **Public allocations and expenditures on gender equality (to date) are insufficient to meet the country’s national and international commitments**, and do not translate well the political will of the Government of Ukraine into action.

Yet, an important initiative focused on gender responsive budgeting (GRB)¹⁶⁹ needs to be highlighted briefly, as it reflects the Government’s commitment to improving the country’s budgeting processes at all levels.

Ukraine – among world leaders on GRB

Among the 90 countries working on GRB, Ukraine is home to one of the world’s largest project of its kind, namely the “Gender Responsive Budgeting in Ukraine” also known as the “GRB project”¹⁷⁰. The total budget of the GRB project for the period of 2014-2020 is about SEK 71 million¹⁷¹.

167 Resolution of the Cabinet of Ministers of Ukraine dated 05.09.2018 No. 634-p “On Approval of the National Action Plan for the Implementation of the Recommendations set forth in the Concluding Observations of the United Nations Committee on the Elimination of Discrimination against Women in the Eighth Periodic Report of Ukraine on the Implementation of the Convention on the Elimination of All Forms of Discrimination against Women for the Period up to 2021”, <https://zakon.rada.gov.ua/laws/show/634-2018-%D1%80#Text>

168 Resolution of the Cabinet of Ministers of Ukraine dated 10.10.2018 No. 728-p “On Approval of the Concept of the State Social Program on Preventing and Combating Domestic Violence and Gender-Based Violence for a period until 2023”, <https://www.kmu.gov.ua/npas/pro-shvalennya-koncepciyi-derzhavnoyi-socialnoyi-programi-zapobigannya-ta-protidiyi-domashnomu-nasilstvu-ta-nasilstvu-za-ozna-koyu-stati-na-period-do-2023-roku>

169 Gender responsive budgeting tends to be confused /equated with gender responsive finance in the Ukrainian context (see Chapter 4). Gender responsive budgeting (GRB) is about improving the ways (the “how”) in which national and local budgets are designed, implemented and evaluated for impact by integrating a gender analysis throughout the entire budgeting process. Gender responsive finance is broader than GRB in the sense that it goes beyond processes and budget-making to focus on an assessment and measurement of all kinds of financial inputs/resources (the “what”) to check if these take into account gender equality considerations and work in favour of women and girls.

170 <https://www.niras.com/development-consulting/projects/gender-responsive-budgeting-in-ukraine/>

171 For comparison, this is equivalent to approximately USD 7,3 million as per the standard currency conversion exchange rate of 26 No-

Building on previous work by the Council of Europe and the OECD, the project defines gender responsive budgeting as: “integrating a clear gender perspective within the overall context of the budgetary process through special processes and analytical tools, with a view to promoting gender responsive policies”¹⁷². GRB involves the following key steps: gender analysis; improvements of budget programmes based on analysis; and institutionalisation of GRB.

Supported by the Government of Sweden through the Swedish International Development Cooperation Agency (SIDA), the Gender Budgeting in Ukraine project is aimed at increasing the economic effectiveness of budget expenditures through consideration of the specific needs of women, men and subgroups within these categories in Ukraine. The GRB project, implemented by NIRAS and Corporate and Public Management Consulting Group (CPM), is the main partner of the Ministry of Finance of Ukraine in the work to make budget processes more open, inclusive and responsive to the needs of women and men from different socio-economic backgrounds.

The GRB Project was designed to run concurrently on the national and oblast state levels to improve the understanding of GRB and to encourage its implementation at all levels of the Ukrainian government. At the state level, the main beneficiary of the project implementation is the Ministry of Finance, but it also involves all ministries and almost all key spending units. At the local level, the GRB project collaborates with 24 regional administrations and Kyiv city administration, rayons (districts), cities of oblast significance, as well as with the newly amalgamated territorial units.

Key GRB project results to date include:

- Over 1,100 programs financed from state and local budgets are currently being improved to be more responsive to the needs of women and men, thus closing gender gaps;

- All 24 oblasts (municipalities) are currently working on GRB – continuous analysis and change in programmes to make them more responsive to women and men;
- The Public Financial Management (PFM) System Reform Strategy (2017-2020) included gender considerations as part of programme budgeting at both state and local levels. GRB was also included in the General Directions of the Budget Policy (2018-2020);
- Amalgamated territorial units (hromadas) started to work on GRB through direct assistance or cooperation with U-Lead, UN Women and NDI.

The GRB methodology developed by the project was issued and approved as an Order of the Ministry of Finance “On adoption of Methodological Recommendations for the implementation and application of a gender responsive approach in the budget process”¹⁷³ in January 2019. This order instructs all ministries and agencies in Ukraine to analyse their budget programmes in order to assess their impact on women and men as well as on gender equality more broadly.

There are also programmes working on introducing GRB at regional and local levels (e.g. UN Women and NDI projects).

In general, implementation of GRB supports stronger linkages between policy commitments to gender equality and resources allocated for their implementation.¹⁷⁴ As described in Section 1.3, international standards for GRB (Sustainable Development Goals Indicator 5.c.1) measure the promotion of countries with systems to track and make public allocations for gender equality and women’s empowerment. As to Ukraine, despite significant progress and important results of the GRB project, the country did not manage to include the relevant indicator in the national system of localised SDG targets in order to track the amount of public allocations for gender equality.

vember 2019. <https://www.xe.com/fr/currencyconverter/convert/?Amount=71%E2%80%AF000%E2%80%AF000&From=SEK&To=USD>

172 OECD (2016), Gender Budgeting in OECD countries.

173 Ministry of Finance, Order dated 02.01.2019 No.1 “On Adoption of Methodological Recommendations for the Implementation and Application of a Gender Responsive Approach in the Budget Process”. <https://zakon.rada.gov.ua/rada/show/v0001201-19#Text>

174 Pandey U.Ch., Kumar Ch. (2019). SDG5 – Gender Equality and Empowerment of Women and Girls, Emerald Publishing Limited.

3.2. International public finance for gender equality

Official development assistance (ODA) from the 30 members of the OECD's Development Assistance Committee (DAC) totalled USD 153 billion in 2018¹⁷⁵ as calculated using a new “grant-equivalent” methodology adopted as a more accurate way to count the donor effort in development loans¹⁷⁶. The grant-equivalent ODA figure for 2018 is equivalent to 0.31% of the DAC donors' combined gross national income, well below the target ratio of 0.7% ODA to GNI. Five DAC members (Denmark, Luxembourg, Norway, Sweden and the United Kingdom) met or exceeded the 0.7% target¹⁷⁷.

International public finance for the development of Ukraine has increased to unprecedented levels in recent years, particularly in the form of “other social infrastructure and services”, as well as “humanitarian assistance”¹⁷⁸ in the context of the armed conflict in the Eastern regions of the country. For example, Ukraine ranks second (behind Turkey) among the top ten recipients of total ODA in Europe on average for the years 2015-2017¹⁷⁹.

Official development assistance for Ukraine reached a total of USD 1.3 billion on average per year in 2016-2017¹⁸⁰. A **third** of this aid (**33%**) was committed to support **gender equality and women's empowerment** as key policy objectives. This shows that, alongside national public sources of development finance, ODA provided by DAC members is a major

contribution to funding gender equality and women's rights in Ukraine.

This section presents a detailed overview of ODA focused on gender equality and women's empowerment in bilateral allocable aid to Ukraine. It is based on the latest statistics publicly available to date (2016-2017 period)¹⁸¹ and collected through the DAC gender equality policy marker – a qualitative statistical tool to record aid activities that target gender equality as a policy objective¹⁸².

Gender equality focused aid to Ukraine is increasing, but a major proportion of bilateral finance remains gender blind

In 2016-2017, members of the OECD Development Assistance Committee (DAC) committed an average of **USD 433.646 million** per year, corresponding to **33%** of bilateral allocable aid, to support gender equality and women's empowerment in Ukraine¹⁸³. This means that 67% of overall bilateral aid to Ukraine did not target gender equality.

Trends in aid targeting gender equality and women's empowerment in Ukraine show that such financial support provided by DAC members has gone up over time and quite significantly since 2015 (Chart 1). Most of this funding has been directed toward the social infrastructure and services sector of the country in recent years.

175 OECD (10/04/2019), 2018 ODA release: Development aid drops in 2018, especially to neediest countries. <https://www.oecd.org/newsroom/development-aid-drops-in-2018-especially-to-neediest-countries.htm>

176 The 2018 ODA release marks the adoption of a “grant-equivalent” methodology, which the DAC agreed in 2014 would provide a more realistic comparison between grants (which made up 83% of bilateral ODA in 2018) and loans (which were 17%). Under the “cash-flow basis” methodology used in the past, 2018 ODA was USD 149.3 billion, down 2.7% in real terms from 2017. <https://www.oecd.org/newsroom/development-aid-drops-in-2018-especially-to-neediest-countries.htm>

177 OECD (10/04/2019), 2018 ODA release: Development aid drops in 2018, especially to neediest countries. <https://www.oecd.org/newsroom/development-aid-drops-in-2018-especially-to-neediest-countries.htm>

178 Interactive summary charts by ODA recipients – Ukraine (Updated on 21.12. 2018), Aid at a glance charts. <https://www.oecd.org/countries/ukraine/aid-at-a-glance.htm>

179 OECD (2019), Development aid at a glance, Statistics by region – Europe.

180 Interactive summary charts by ODA recipients – Ukraine (Updated on 21.12. 2018), Aid at a glance charts. <https://www.oecd.org/countries/ukraine/aid-at-a-glance.htm>

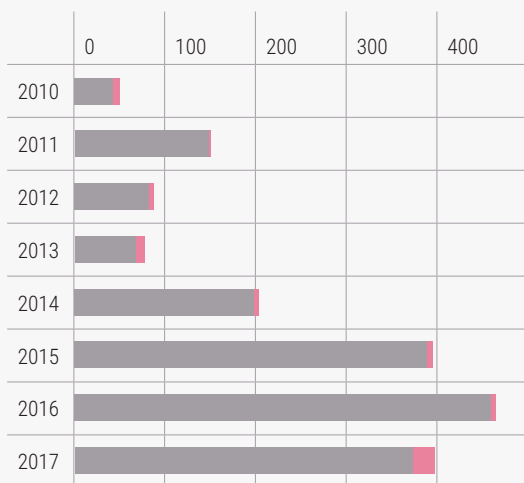
181 Aid projects targeting gender equality and women's empowerment (CRS). Data extracted on 10 Sep 2019 08:27 UTC (GMT) from OECD. Stat. https://stats.oecd.org/Index.aspx?DataSetCode=DV_DCD_GENDER

182 OECD-DAC Network on Gender Equality (December 2016), Handbook on the OECD-DAC Gender Equality Policy Marker.

183 For comparison, in the same period, the 30 members of the DAC targeted an average of USD 44.8 billion per year in total, corresponding to 38% of their bilateral aid, towards gender equality and women's empowerment. OECD (March 2019), Aid in Support of Gender Equality and Women's Empowerment – Donor Charts. OECD DAC Network on Gender Equality (July 2018), Aid to gender equality and women's empowerment. An overview.

CHART 1.

Trends in aid to gender equality and women's empowerment for Ukraine



Source: OECD DAC CRS.
<http://stats.oecd.org/Index.aspx?DataSetCode=GENDER>

Aid to Ukraine targets gender equality as a significant objective, but funding for dedicated gender equality programmes is lacking

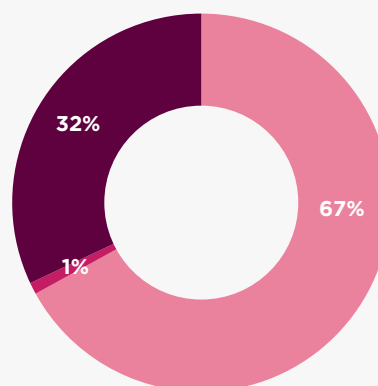
The OECD tracks bilateral aid that targets gender equality and women's empowerment as either a principal (primary) or significant (secondary) policy objective¹⁸⁴. In the case of Ukraine, the majority of aid (**USD 417.428 million** or **32%**) integrated gender equality and women's empowerment as a significant objective in 2016-2017. DAC members' support to programmes specifically dedicated to gender equality and women's empowerment as their principal or main objective remains extremely low (**USD 14.626 million** or **1%**).

This strong emphasis on gender mainstreaming (usually corresponding to activities targeting gender equality as a "significant" objective) is not unique to the Ukrainian context, but rather a wider trend in recent years showing that DAC donors have increased funding for programmes integrating gender equality as a significant objective, while their support for programmes targeting gender equality as a principal objective has consistently lagged behind¹⁸⁵. To meet the gender

FIGURE 2.

Aid focused on gender equality in Ukraine, 2016-2017

- Aid activities that were screened against the gender marker but did not target gender equality
- Gender equality as principal (primary) objective
- Gender equality as significant (secondary) objective



equality commitments of the 2030 Agenda, donors should step up their financing efforts in support of tailored programmes with gender equality and women's empowerment as a principal objective in Ukraine and beyond.

Individual DAC members' support for gender equality and women's empowerment in Ukraine

In terms of sheer volume, the top five donors of gender equality focused aid to Ukraine on average per year in 2016-2017 include (in descending order, in USD million, left axis in Chart 2): the **EU Institutions** (222.397), **Germany** (90.993), **United States** (36.663), **Sweden** (23.002) and **Canada** (20.552). The EU institutions alone make up for more than half of total bilateral aid targeting gender equality in Ukraine in 2016-2017. A second group of relatively important donors may also include the United Kingdom (11.448), Switzerland (6.281) and Norway (5.868). The following donors reported a smaller proportion of gender equality focused aid flows to Ukraine of less than 5 and over 1 USD million (Austria, Japan, Netherlands, France, Czech Republic and Belgium). Poland, Australia, Greece, Italy, Ireland,

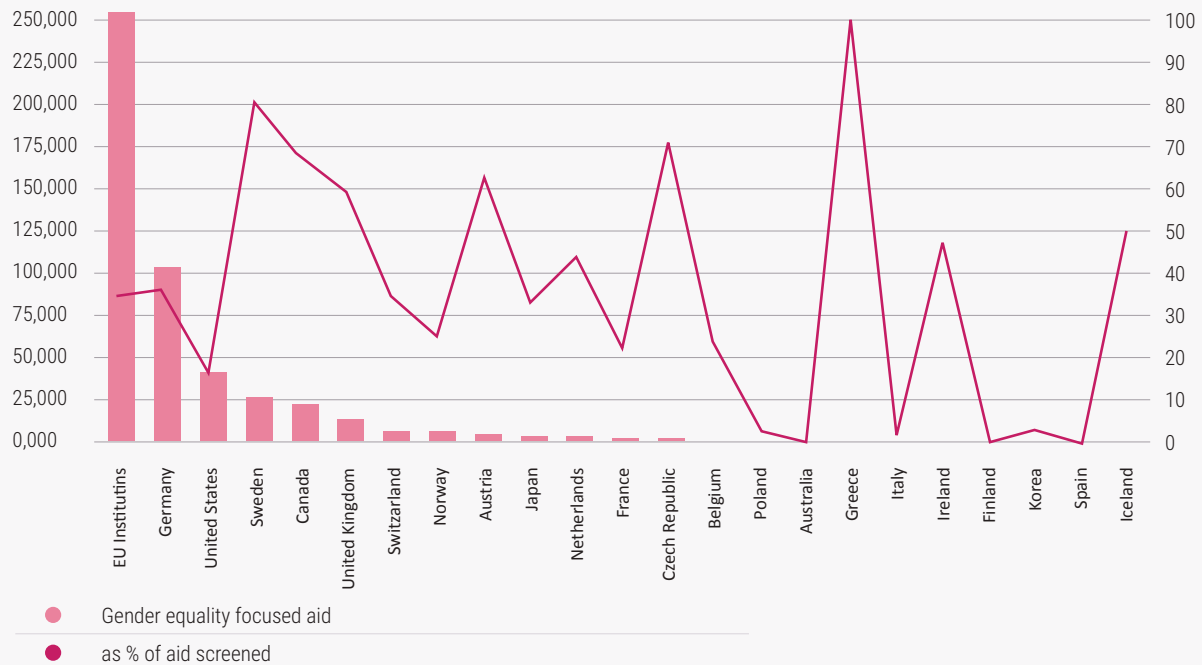
184 OECD DAC Network on Gender Equality (July 2018), Aid to gender equality and women's empowerment. An overview.

185 OECD DAC Network on Gender Equality (July 2018), Aid to gender equality and women's empowerment. An overview.

CHART 2.

Volume and percentage of ODA focused on gender equality in bilateral allocable aid to Ukraine

(2016-2017 average, USD million, constant 2017 prices)



Source: Based on OECD DAC CRS Dataset: Aid projects targeting gender equality and women’s empowerment. Data extracted on 10 Sep 2019 08:27 UTC (GMT) from OECD.Stat.

Finland, Korea, Spain and Iceland (in descending order) reported flows of less than 335 thousand dollars on average per year in 2016-2017. Chart 2 indicates that the contribution of this latter set of donors is statistically insignificant (i.e. practically invisible amounts of aid) and will not be further considered in the remainder of this analysis¹⁸⁶.

When looking at the shares of aid screened (rather than the amounts) targeting gender equality among the donors with statistically significant gender equality aid flows to Ukraine (of over 1 USD million) on average per year in 2016-2017, the largest contributors are **Sweden** (80%), **Czech Republic** (70%), **Canada** (68%), **Austria** (62%) and the **United Kingdom** (59%) – right

axis in Chart 3. These five DAC members focused more than half of their total bilateral aid to Ukraine on gender equality and women’s empowerment. The Netherlands (44%), Germany (36%), the EU Institutions (35%), Switzerland (35%), Japan (33%) and Norway (25%) focused a quarter or more of their total aid on gender equality. Belgium (24%), France (22%) and the United States (17%) focused a very small proportion of their total aid on gender equality¹⁸⁷.

Chart 3 also illustrates that **Sweden** committed over one-third (**USD 8.066 mln**) of its aid to dedicated programmes or projects that target gender equality and women’s empowerment as a **principal** or primary objective (left axis, USD million). This is quite impressive

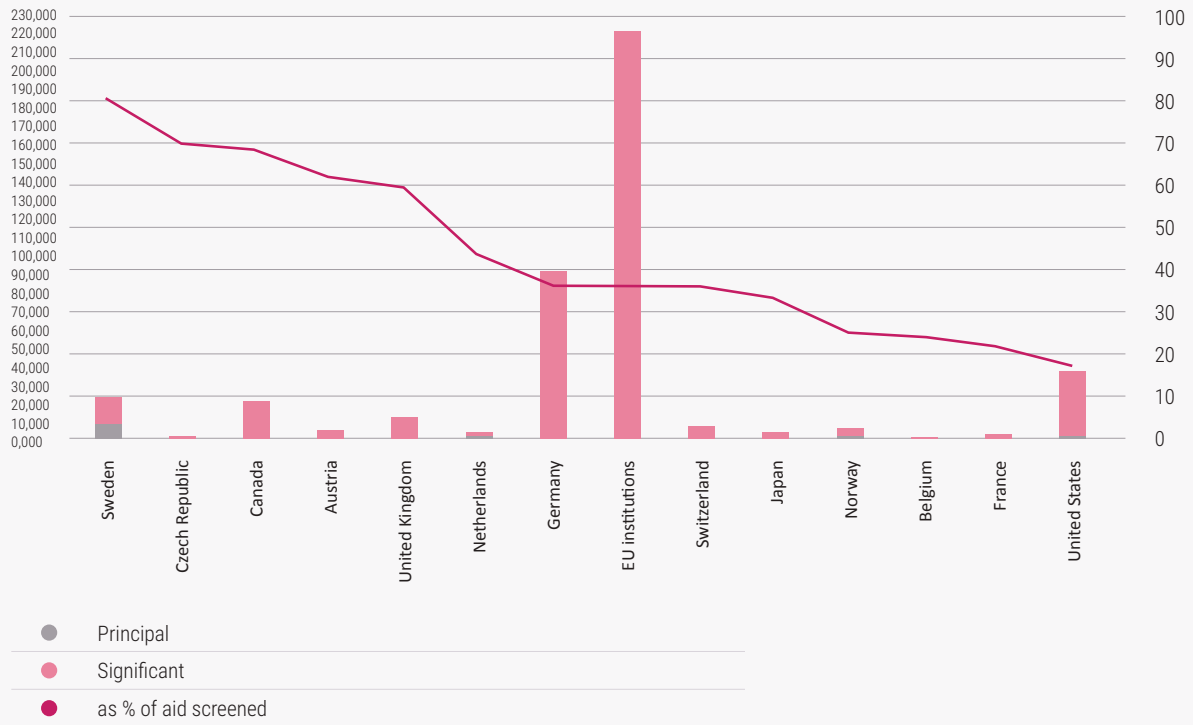
186 The Creditor Reporting System database also shows that the Slovak Republic, Slovenia, Luxembourg, Hungary, Portugal and Denmark did not report any gender equality focused aid flows for Ukraine. Data for New Zealand was not available/accessible. All of these DAC donors are therefore not examined in this report.

187 In addition, Czech Republic, Germany, Japan and France displayed relatively high amounts of aid as “not screened”. Methodological guidance by the OECD-DAC Secretariat stresses that “a high amount in the category not screened generally increases the percentage of gender equality focused aid significantly”. For further details, please see OECD (March 2019), Aid in Support of Gender Equality and Women’s Empowerment – Donor Charts.

CHART 3.

Gender equality focused aid to Ukraine

(2016-2017 average, USD million, constant 2017 prices)



Source: Based on OECD DAC CRS Dataset: Aid projects targeting gender equality and women’s empowerment. Data extracted on 10 Sep 2019 08:27 UTC (GMT) from OECD.Stat.

and corresponds to more than half of the total support targeting gender equality as a principal objective reported by all 23 DAC providers of aid to Ukraine.

Far behind Sweden, the Netherlands (USD 1.872 mln), Norway (USD 1.724 mln) and the United States (USD 1.717 mln) also targeted gender equality as a primary objective but to a significantly lesser degree (left axis, USD million, Chart 3). The contributions of the United Kingdom and Germany (around USD 550 thousand each) for dedicated gender equality programming in Ukraine were too small to be statistically significant and therefore do not show in Chart 3. The Czech Republic, Canada, Austria, the EU Institutions, Switzerland, Japan, Belgium and France did not provide any aid targeting gender equality as a primary objective.

Delivering on the gender equality commitments and overall promises of the 2030 Agenda for Sustainable Development is contingent on the capacity to

mobilise adequate development finance from all sources (national, international, public and private) for their implementation. In particular, the 2030 Agenda commits all development stakeholders in all countries to working “for an increase in investments to close the gender gap”¹⁸⁸.

The analysis in this chapter shows that **international donors’ support for gender equality and women’s empowerment in Ukraine through ODA is adequate** and consistent with overall trends in development finance provided by all DAC donors to reach gender equality objectives globally. To leverage the impact of this important international investment in women and girls, the **Government of Ukraine will need to urgently step up its own efforts to increase, track and publish domestic public allocations and financial resources for gender equality**, women’s empowerment and women’s rights at national and sub-national levels.

188 Transforming our world: the 2030 Agenda for Sustainable Development. Resolution adopted by the UN General Assembly on 25 September 2015 (A/RES/70/1).

CHAPTER 4

DYNAMICS AND CHARACTERISTICS OF DEVELOPMENT CO- OPERATION ON GENDER EQUALITY IN UKRAINE



For the purposes of this report, from October to November 2019, a total of 17 institutions (8 multilateral or bilateral donor agencies, 6 government authorities, and 3 civil society organisations or implementers)¹⁸⁹ were interviewed and provided relevant information with regards to the key characteristics and dynamics of development co-operation on gender equality at the country level. Through a number of tailored interview questions for each group of stakeholders¹⁹⁰, this chapter seeks to unveil the quality of the interactions, exchanges and collaboration between government authorities and key development partners working on gender equality and women's empowerment on the ground. It also provides a quick overview of the general

and specific priorities of work on gender equality by government institutions, selected international donor agencies and national non-government organisations operating in the country and that agreed to participate in this study.

The analysis and interviews, initiated by UN Women in Ukraine, also aimed to identify the gender equality priorities of key development partners in the country. UN Women, as the specialised UN Entity on Gender Equality the Empowerment of Women, was not included in the list of interviewees as all of its activities and projects are focused on gender equality and women's rights promotion¹⁹¹.

4.1. Features and dynamics of development co-operation on gender equality

The **majority of institutions** (14) has adopted a mainstreaming approach by integrating gender equality as a **crosscutting theme** in their programmes in Ukraine. Yet, gender equality is also a central element of the work of 1 public authority and 2 key non-government actors, while 2 bilateral donor agencies highlighted that their governments specifically target gender equality and the empowerment of women and girls in their international policy assistance across the world and including in Ukraine. In particular, Sweden is currently implementing a strong **feminist foreign policy** (FFP), while Canada is implementing a **feminist international assistance policy** (Table 12).

Only half of the participating institutions emphasised that **gender equality is an important policy issue** for the Government of Ukraine today, while recognising that strong progress has been made particularly since the 2014 Revolution of Dignity and thanks to the strategic leadership role played by the current and previous Deputy Prime Ministers for European and Euro-Atlantic Integration. Several respondents also noted that gender equality has been prioritised only by a few government actors (e.g. Deputy Prime Minister for European and Euro-Atlantic Integration,

Government Commissioner on Gender Equality Policy, Ministry of Social Policy), but, sometimes, in an inconsistent and uncoordinated manner. Additionally, it was underlined that the **political will and discourse** of the government on advancing gender equality and women's empowerment has **not been backed with actual implementation and financial resources**.

All of the government institutions participating in this study have primarily focused their efforts in mainstreaming and promoting gender equality internally throughout their ranks and structures, including by the creation of gender advisor/focal point positions, relevant trainings and gender audits. Similarly, all surveyed multilateral and bilateral donor agencies have also fully incorporated gender equality considerations, indicators and principles in their results frameworks, performance assessments, evaluations and country programmes and strategies when available. In the case of civil society and other implementing organisations, their work is limited to a few topics and projects due to important capacity and funding issues, as most of these non-government stakeholders do not receive any public resources and are heavily reliant on donors' financial contributions.

189 The full list of participating institutions can be found in Annex 2.

190 The full list of interview questions for each type of development stakeholder group (government authorities, donor agencies, and non-government actors) is available in Annex 3.

191 Thematic areas of UN Women Ukraine work are briefly presented at: <https://eca.unwomen.org/en/where-we-are/ukraine>

The nature and extent of collaboration between government authorities and the different development partners working on gender equality and women's empowerment on the ground appears to vary according to the specific project/programme, the sector, and the personal commitment of the officials/individuals involved. There is a **strong collaboration and regular communication between government authorities and the donor community** working on gender equality in Ukraine with, for example, the Ministry of Finance taking the lead on the Gender Responsive Budgeting programme funded by Sweden; the Ministry of Social Policy driving efforts to deliver the Beijing+25 national review supported by UN Women, and strengthening prevention and response to gender based violence supported by UNFPA; and the Office of the Deputy Prime Minister for European and Euro-Atlantic Integration coordinating the overall government policy agenda on gender equality and its integration in national reforms, as well as spearheading the Gender Donor Coordination Group alongside with Sweden and Canada on a rotating basis.

Government-donor cooperation is particularly successful in the conflict, peace, security and relief sectors, with key development players such as UN Women, UNFPA, UNDP, the United States, the European Union, Sweden and Canada working closely with the Office of the Deputy Prime Minister on European

and Euro-Atlantic Integration, the Government Commissioner on Gender Policy, the Ministry of Social Policy, the Ministry of Interior, the Ministry of Justice and the Ministry of Defence, among others. However, the failures to ratify the Istanbul Convention and to approve the national Strategy for the Promotion of Gender Equality and Non-Discrimination in Education were also perceived (by both donors and civil society) as signs of a lack of government commitment to the gender cause.

In stark contrast with the close and fruitful donor-civil society cooperation on gender equality in Ukraine, the **collaboration between government authorities and civil society** institutions was assessed as weak, with limited interactions, zero joint programmes, and lack of direct communication channels (other than the Apparatus of the Government Commissioner on Gender Equality Policy in some instances). There is also a serious level of mistrust – with non-government actors fearing “anti-civil society” attitudes and actions from the government, while certain public authorities tend to overlook or minimise the vital contributions of CSOs in their own right to the sustainable development of the country as a whole. There also seems to be significant competition for donor attention among civil society/implementing institutions, particularly since such multilateral and bilateral agencies are the main or only funders of CSO work in Ukraine.

4.2. Priorities of work

The **national implementation of key international legislation and standards** (e.g. SDGs, Beijing+25, CEDAW, EU agreements, Istanbul Convention, etc.) is the top priority of work for 15 out of a total of 17 institutions participating in this study (Table 12 and Chart 4). The **empowerment of women** (notably in the realms of leadership and voice; elections; political participation; personal and skills development) and support for the process of **decentralisation** and regional/local development were also singled out as critical pillars of their work in Ukraine by 13 institutions, respectively (Chart 4). In particular, the donor community and the civil society organisations/other implementers are especially active in promoting

the political and social empowerment of women and girls through tailored programmes and initiatives.

Moreover, several surveyed institutions (11) underscored that the **women, peace and security** agenda (with emphasis on the implementation of UN Security Council Resolution 1325), along with the **promotion of human rights** and the protection of minority groups including specific support for internally displaced populations, also represent significant policy priorities of their work in the country (Chart 4). There is strong convergence around the need for further involvement of women in peace and conflict resolution processes, with both

donors and government authorities alike mentioning the importance of making progress on the National Action Plan to implement UN Security Council Resolution 1325 for the period up to 2020.

The **fight against gender-based violence** in Ukraine (including work on engaging men, masculinities, and the provision of support services for survivors of all kinds of violence even in the conflict-affected areas) is a topic of the greatest importance for 10 institutions, with the donor community leading efforts in this regard (Table 12 and Chart 4). Likewise, 10 respondents also highlighted that the economic **empowerment of women** (i.e. participation in the economic, productive, financial and employment sectors; access to financial/economic resources or assets; business/enterprise development; wage gap; decent jobs) is a key aspect of the projects and programmes developed or supported by their institutions.

The enhancement of **civil society participation and development** (including specific support for Ukrainian women's rights organisations) is a relevant priority for 8 institutions. Less than half of

the surveyed respondents (7) underlined that the provision of **humanitarian and relief services** in the East of Ukraine, and support for the education sector (in particular vocational training, youth programmes) constitute major priorities of their work (Chart 4).

Only 6 participating institutions (mainly government authorities) indicated that the **strengthening of the national machinery for gender equality** is one of the strategic pillars and reasons for their overall work. A few donor agencies (5) are also conducting important work focused on improving governance, **democracy and transparency** more broadly in the country (Chart 4).

A limited number of institutions are involved in specific programmes and projects that have **gender responsive budgeting** (4) and **women's access to justice and/or furthering legal reforms** (3) in favour of women as their core elements. Some institutions are also focusing their action on a variety of other/wider topics such as anti-corruption, health sector development, trainings for civil servants, non-sexist media and advertising, energy/environment, cyber security, etc. (see 'Other' in Table 12).

4.3. Challenges and obstacles

The key challenges and obstacles to the effective implementation and pursuit of gender equality and women's empowerment in Ukraine, as identified by the participants in this study, can be grouped as follows:

Obstacles of a political nature

- **Weak institutionalisation** and coordination of gender equality policy (laws are adopted but not implemented properly; national gender machinery exists but is not fully efficient; lack of clarity of roles and functions of main gender equality champions, high dependence on personality of decision-makers; etc.);
- **Limited government capacity** for gender equality mainstreaming (lack of permanent funding; lack of robust gender analysis, planning, monitoring, evaluation and reporting tools and frameworks;

lack of sex-disaggregated data and other key statistics; lack of gender expertise; etc.);

- Absence of a **clear, whole-of-government, and sustainable agenda or strategy** for gender equality and the full empowerment of women (isolated efforts; lack of effective coordination mechanisms among key development actors; lack of communication with non-government stakeholders; high risk of cancelling support for gender equality activities due to government/staff changes; etc.).

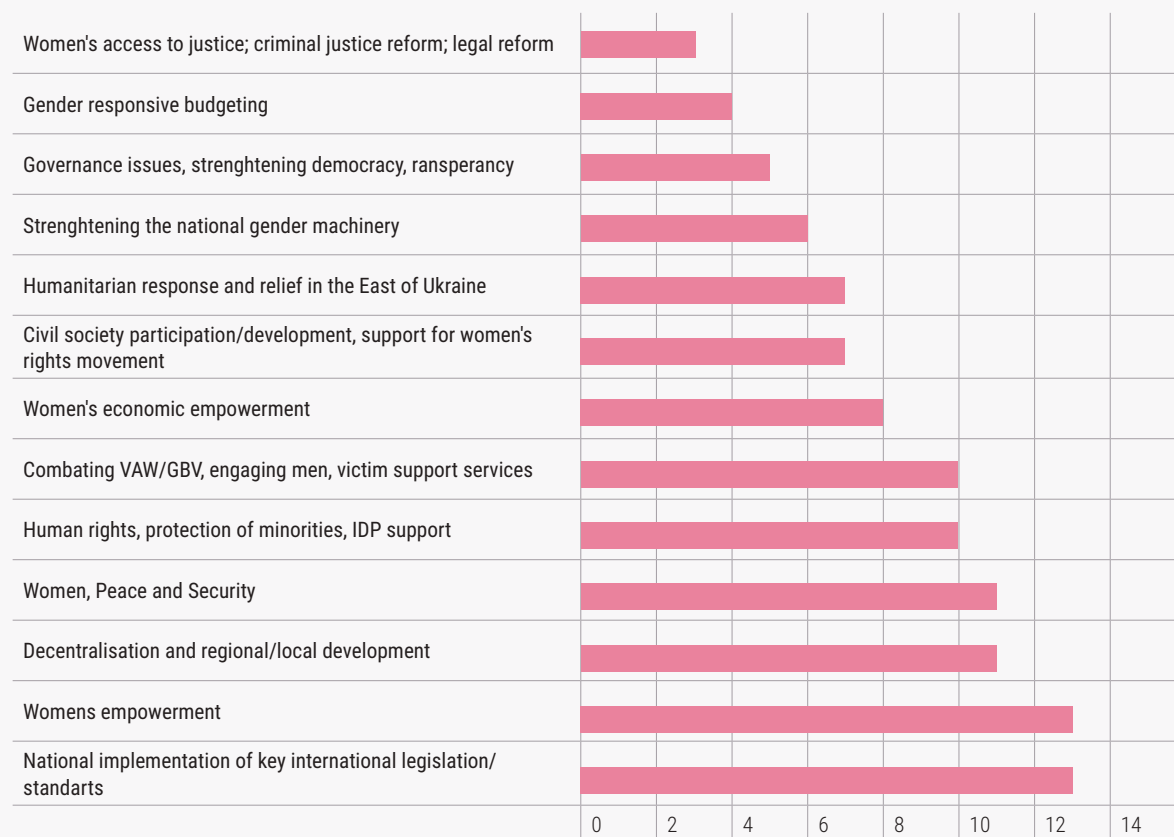
Obstacles of a societal nature

- **Poor knowledge and understanding** of the importance of gender equality by policy makers, civil servants, public officials and society at large;
- Traditional norms and **stereotypes** about women's role and place in society.

CHART 4.

Thematic and strategic priorities for work in Ukraine

Number of institutions indicating that a given aspect is a key priority



Source: Based mainly on the responses to the questionnaire, as well as on additional material and sources shared by participants during or after the interviews.

Context-related obstacles

- The armed **conflict**, political instability and transition;
- A significant **anti-gender movement** and religious conservatism.

Over **85%** of respondents (15 institutions) noted that the lack of institutionalisation and coordination of gender equality policy in Ukraine was the most important challenge to the achievement of gender equality and women's empowerment in the country.

In particular, the need for further strengthening the national gender machinery including by improving coordination efforts among all the ministries¹⁹² working on gender equality, as well as the lack of clarity and communication on the role and functions of the Government Commissioner on Gender Equality Policy, were strongly emphasised (Chart 5). Moreover, the unavailability of public funding for gender equality programming and the lack of expertise on gender analysis, data and tools, along with the overall limited capacity of the government to mainstream gender equality policies effectively

192 It is very likely that inter-ministerial coordination of gender equality efforts will improve now that the Office of the Deputy Prime Minister for European Integration has taken on increased responsibility and leadership in managing and driving gender equality policy in Ukraine (see Chapter 2).

TABLE 12.

Institutions that support programmes with an explicit focus on the following priorities of work

Thematic and strategic priorities	Multilateral and bilateral donor institutions								Civil society organisations and other implementers			Government authorities					
	EU/EEAS	CoE	USAID	UNFPA	UNDP	Sida	GIZ	GAC	NIRAS-GRB	UWF	UMA	DPM Office	Commissioner on Gender Equality Policy	MoEDTA	MoSP	MinFin	MFA
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1. Gender equality is a central element of the entire programme						FFP*		FFP*	Yes	Yes			Yes				
2. Gender equality is a crosscutting theme or mainstreamed in the programme	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes			Yes	Yes	Yes	Yes	Yes	Yes	
3. Women's economic empowerment	Yes		Yes				Yes	Yes	Yes		Yes	Yes	Yes	Yes	Yes		
4. Civil society participation/development, support for women's rights movement and orgs	Yes	Yes	Yes			Yes		Yes		Yes	Yes		Yes				
5. Women's empowerment (e.g. leadership and voice, elections, political participation, personal and skills development)	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes			Yes		
6. Decentralisation and regional/local development	Yes	Yes	Yes	Yes	Yes	Yes		Yes	Yes	Yes		Yes	Yes		Yes	Yes	
7. Humanitarian response and relief in the East of Ukraine	Yes		Yes	Yes		Yes	Yes	Yes							Yes		
8. Governance issues, strengthening democracy, transparency	Yes	Yes	Yes			Yes			Yes		Yes						
9. Education, in particular, vocational training, youth	Yes			Yes			Yes		Yes			Yes	Yes		Yes		

Thematic and strategic priorities	Multilateral and bilateral donor institutions								Civil society organisations and other implementers			Government authorities					
	EU/EEAS	CoE	USAID	UNFPA	UNDP	Sida	GIZ	GAC	NIRAS-GRB	UWF	UMA	DPM Office	Commissioner on Gender Equality Policy	MoEDTA	MoSP	MinFin	MFA
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
10. Human rights, protection of minorities, IDP support	Yes	Yes	Yes	Yes	Yes	Yes		Yes		Yes		Yes	Yes		Yes		
11. Combatting VAW/GBV, engaging men, victim support services	Yes	Yes	Yes	Yes	Yes	Yes		Yes				Yes	Yes		Yes		
12. Women, Peace and Security (UNSC Resolution 1325)	Yes		Yes	Yes	Yes	Yes		Yes		Yes		Yes	Yes		Yes		Yes
13. Women's access to justice; criminal justice reform; legal reform		Yes	Yes										Yes				
14. Gender responsive budgeting			Yes			Yes			Yes							Yes	
15. National implementation of key international legislation/standards	Yes	Yes		Yes	Yes	Yes		Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
16. Strengthening the national gender machinery						Yes						Yes	Yes	Yes	Yes	Yes	
17. Other			Yes	Yes	Yes	Yes	Yes				Yes	Yes	Yes		Yes	Yes	

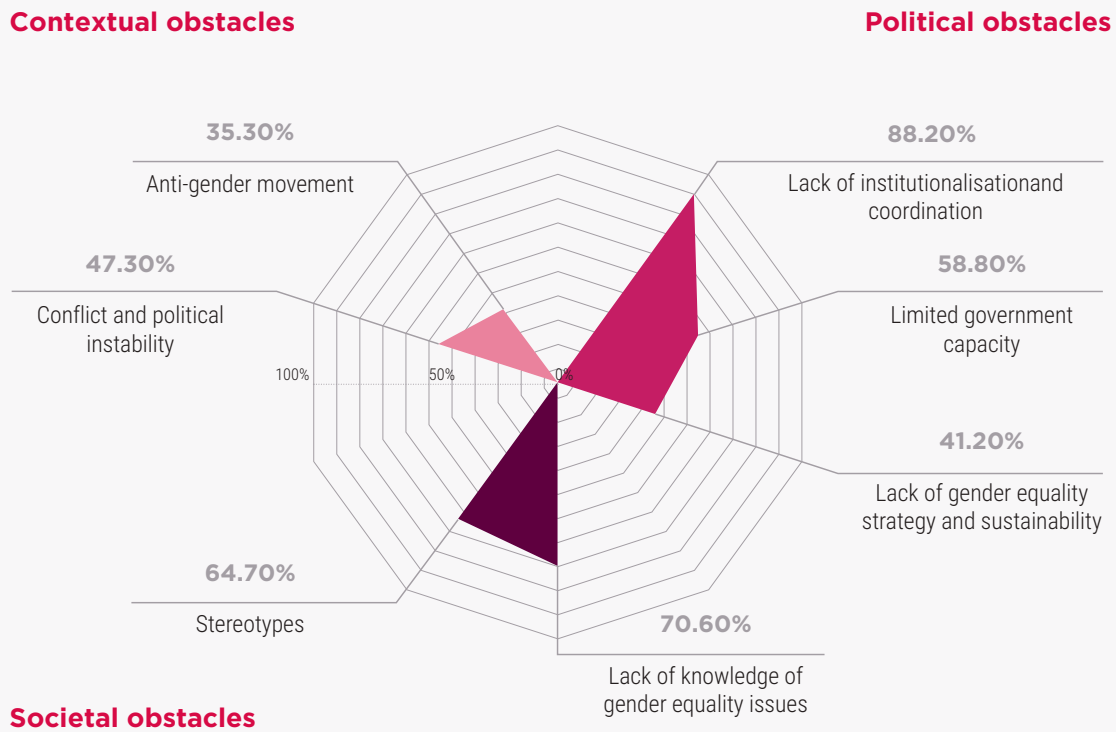
* feminist foreign policy (FFP)

Source: Based mainly on the responses to the questionnaire, as well as on additional material and sources shared by participants during or after the interviews.

CHART 5.

Challenges and obstacles to the achievement of gender equality and women’s empowerment in Ukraine

Proportion of institutions out of a total 17 (100%) indicating that a given aspect is an important challenge



Source: Based on the responses of the 17 institutions participating in the interviews for this study.

across all projects and levels of public intervention were also highlighted as key obstacles of a political nature by at least 10 respondents.

In addition, the lack of continuity and sustainability of gender equality efforts over the long run, and the absence of a comprehensive and inclusive government strategy for gender equality were underscored as complex challenges by more than 40% of participants. More specifically, the donor agencies welcomed the renewed leadership of the Deputy Prime Minister’s Office, while calling for the enhancement of the Gender Equality Donor Coordination Group at the technical level, as well as for further mutual accountability and collaboration

with the government. The civil society organisations underlined that their only means of communication with government authorities is through the Apparatus of the Commissioner on Gender Equality Policy, and that no public/state funding is provided for CSO work on gender equality.

A second set of major obstacles to the effective implementation of gender equality mainstreaming in Ukraine concerns the lack of technical knowledge and general understanding of the importance of gender equality issues by both public officials and Ukrainian citizens as a whole, as noted by over two-thirds (**70%**) of participating institutions (Chart 5). The existence of strong stereotypes and traditional

attitudes regarding the role of women in society, the unequal distribution of unpaid care and domestic work, and the high prevalence of violence against women/girls were also pointed out as relevant challenges by several respondents (11 institutions).

Eight surveyed institutions (**47%**) identified the armed conflict, political instability and the elections/transition period as important obstacles to gender equality work in the country (Chart 5). Similarly, over one-third of the participants in this study highlighted the existence of a highly organised anti-gender movement led, among others, by the Ukrainian Council of Churches, while deploring the ambiguity and lack of resolve from certain government authorities in response to this group's actions¹⁹³.

Gender responsive finance, gender expertise and the SDGs

In response to the question on how to improve Ukraine's tracking and reporting of gender responsive finance, a striking majority of surveyed institutions do not seem to make any distinction between "gender responsive budgeting" and "gender responsive finance". Most respondents focused on the great work carried out by the Gender Responsive

Budgeting in Ukraine project, as well as on the need to avoid duplication of efforts ("GRB is important"; "Sweden is doing GRB"; "GRB, that's Sweden's turf").

More than half of the participating institutions underlined that there is a shortage of local gender expertise ("the same experts are being used by all donors"). A number of respondents called for the creation of an open and accessible database of local and international gender equality specialists, as well as for the need to provide further capacity building opportunities for local gender experts and researchers, including in the economic sectors such as energy, agriculture and infrastructure. Other respondents also noted that even if there is a small pool of competent gender equality specialists in the country, their expertise is not being adequately used or trusted by the donors or government bodies.

All of the institutions and respondents interviewed for this study appear to be aware of the SDGs agenda, but several of them admitted not seeing a direct impact or influence of the SDGs in their daily work. The SDGs are perceived as an important global process whose practical implementation at the country level still remains far from obvious or tangible for many in Ukraine.

193 The massive failure to adopt the Istanbul Convention is largely attributed to the lobby and strong pressure exerted by the anti-gender movement on the executive government and the Ukrainian Parliament in particular.

CHAPTER 5

CONCLUDING REMARKS AND POLICY SUGGESTIONS

Gender equality and women's rights are key to accelerating global development by 2030 and beyond. Overall, Ukraine has succeeded at establishing the core elements of an appropriate legal, normative and policy framework for the promotion of gender equality and the protection of women's rights. However, the full implementation of national and international commitments on gender equality by the government is still work in progress, particularly in the absence of effective enforcing mechanisms and in the current context of armed conflict in the Eastern regions of Ukraine.

Gender equality and women's empowerment are supported at the highest political and institutional level in Ukraine, particularly since the expansion of the mandate of the Deputy Prime Minister for European and Euro-Atlantic Integration to include the co-ordination of governmental efforts on gender policy. Yet, the absence of a more systemic and co-ordinated government approach to gender equality mainstreaming, along with the lack of clarity and communication on the specific roles and functions of gender equality champions, have limited the pace and extent of progress.

The 69 gender equality projects and programmes undertaken by the donor community in Ukraine reveal the strength and vibrancy of development co-operation efforts focused on achieving gender equality and women's empowerment on the ground. Yet, the effective management and continuity of such an important data collection tool as the gender activity Dashboard remains a challenge. Only a low number of Ukrainian civil society organisations are currently used as implementing partners of gender equality projects funded by the donor community.

The lack of a monitoring system to track gender responsive finance makes it difficult to get a clear picture of the overall level of government investments in achieving full equality of rights and opportunities for women and men in Ukraine. Yet, a closer examination of key gender equality policy documentation and

strategies indicates that public allocations and expenditures on gender equality (to date) are insufficient to meet the country's national and international commitments. In addition, two of the most important national gender equality plans do not contain any financial information regarding the sources and volumes of funding needed for their successful implementation.

International bilateral aid for gender equality and women's empowerment in Ukraine is adequate and consistent with overall trends in development finance provided by all DAC donors to reach gender equality objectives globally. By committing over one-third of its aid to dedicated programmes that target gender equality as a principal objective in Ukraine, Sweden is setting an important example for the rest of the international community.

There is a strong collaboration and regular communication between government authorities and the donor community working on gender equality in Ukraine. In contrast, the nature of co-operation between government authorities and civil society institutions is weak, with limited interactions, zero joint programmes, and no direct communication channels. There is also significant competition for donor attention among civil society/implementing institutions, particularly since such multilateral and bilateral agencies are the main funders of CSO work in Ukraine.

The national implementation of key international legislation and standards (e.g. SDGs, Beijing+25, CEDAW, EU agreements, Istanbul Convention, etc.) and the political and social empowerment of women (e.g. leadership and voice; elections; political participation; personal and skills development) represent the most important priorities of work in Ukraine for 15 and 13 institutions participating in this study, respectively.

Based on the analysis of the evidence, policies and programmes presented in this report, it is possible to highlight the following policy suggestions and recommendations.

5.1. Transforming political will into practical action in favour of women and girls

- Enhance the capacity of the government to protect women's rights, combat gender-based discrimination and prevent violence against women, including by fully implementing the recommendations put forward by the CEDAW Committee in its Concluding Observations on the eighth periodic report of Ukraine (2017); spearheading the ratification of the Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence; and adopting concrete measures to eliminate discriminatory stereotypes and patriarchal attitudes;
- Improve system-wide coordination and further strengthen the national machinery for gender equality, including by reinforcing institutional capacity, enhancing communication with non-government actors, and ensuring that it has adequate financial resources, gender expertise and decision-making power to effectively conduct its work;
- Recognise the significant contribution of the national women's rights movement and women's civil society organisations in the delivery of key services to disadvantaged and conflict-affected populations and the advancement of the gender equality cause in Ukraine. This could take the form of concrete government initiatives to establish new contacts with, or increase the number of communication channels to reach out to women's CSOs in a more effective and regular manner. Most importantly, the government also needs to further support the work of Ukrainian women's organisations with actual state funding and financial resources;
- To address gender-based discrimination and repel the anti-gender movement, the government could consider developing tailored strategies and initiatives to educate and spread knowledge, learning and communication about the importance and beneficial development impacts (for any society or economy) of increased gender equality across all segments of the Ukrainian population.

5.2. Enhancing development co-operation on gender equality

- Make better use of the strong (financial and non-financial) support of international donors to help Ukraine mainstream gender equality considerations more effectively in and across all sectors and levels of government;
- Further collaboration between the Secretariat of the Cabinet of Ministers and the donors working on gender equality (possibly through the Gender Equality Donor Group) will be needed in order to monitor development assistance and track gender responsive finance more broadly across all sectors of the economy and from all development co-operation partners (including the State). Such an approach could help improve the overall management, coordination, effectiveness and impact of aid and development co-operation in Ukraine as a whole;
- Support donors' efforts to ensure the sustainability and strengthening of the gender activity Dashboard, including by improving its reporting guidelines and requirements, standardising the information to increase comparability and predictability, and assigning clear responsibility for its management;
- Encourage donors to expand information campaigns on the planned calls and tenders to

increase the number of national civil society organisations used as potential implementing partners of gender equality projects and programmes on the ground;

- Strengthen communication and collaboration between government authorities and civil society institutions, including by increasing the number

of formal exchanges with women's civil society organisations (e.g. meetings and consultations) and improving the quality of government support provided for their work (e.g. funding to ensure their organisational sustainability; tax incentives; and creating an enabling environment that will help counteract the anti-gender movement).

5.3. Increasing domestic public finance for gender equality

- Increase, track and publish domestic public allocations and financial resources for gender equality, women's empowerment and women's rights at national and sub-national levels. This could certainly help leverage the impact of the important international public investments in Ukrainian women and girls made by the donor community;
- Couple the development of national strategies and plans on gender equality with adequate funding for their implementation;
- Donors need to step up their financing efforts in support of more tailored programmes with gender equality and women's empowerment as a principal objective in Ukraine and beyond;
- Consider the establishment and implementation of a monitoring system to track and report on gender responsive finance from all development co-operation sources (public, private, domestic, international). Such an effort could potentially increase the level of overall investment in gender equality (e.g. by encouraging more active interaction among all development partners to do more/better in order to avoid naming and shaming), as well as enhance comparability, transparency and proper assessment of the gender-responsiveness of all kinds of spending across all sectors of the economy (e.g. by storing all the necessary information in one single place).

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ANNEX 1.

Methodology

Introduction

This document describes the analytical tools and procedures used to develop the present study “Advancing gender equality and women’s empowerment in Ukraine through effective development co-operation and finance”.

The study is the first component of a broader assignment undertaken by UN Women Ukraine that seeks to provide technical support to the Office of Deputy Prime Minister on European and Euro-Atlantic Integration of Ukraine, Government Commissioner for Gender Equality Policy, the Directorate on Cooperation of International Technical Assistance of the Secretariat of the Cabinet of Ministers of Ukraine and the Ministry of Economic Development and Trade on gender-responsive Official Development Assistance (ODA), as part of the UN Women project

“Gender Equality at the Center of Reforms, Peace and Security”.

Data collection for this study was undertaken in September-November 2019. Verification, processing and analysis of the qualitative and quantitative information employed for this report were conducted in December 2019-February 2020. A draft version of the report was shared with the institutions that participated in the study and with all other relevant national authorities and organisations in March-October 2020. All comments and feedback were reviewed and incorporated in the final report as needed by the end of November 2020.

The methodology includes a description of the deep structure of the study, alongside with the specific tools and procedures used for the development of each section, as well as the approximate timeline (Table A).

TABLE A.
Deep structure of the study, methodological tools, timeline

Structure	Key tools and procedures	Timeline
Analysis of ODA provided to Ukraine (Chapter 3)	Statistical analysis, production of primary/new data	September 2019
Analysis of the international context and enabling environment for gender equality and women’s empowerment (Chapter 1)	Identification, collection and desk review of secondary sources	October 2019
Field study	Interviews, collection of responses to questionnaire	October 2019
Analysis of the national context and local factors (Chapter 2)	Identification, collection and desk review of secondary sources	November-December 2019
Analysis of state budget data (Chapter 3)	Identification, collection and desk review of secondary sources	November-December 2019
Analysis of interview responses (Chapter 4)	Qualitative analysis, production of primary/new data	January-February 2020
Analysis of overall findings (Executive summary, conclusions, recommendations)	Production of primary/new data	February 2020

1. Research methods

The report was crafted through the application of a mixed-methods research approach that combined quantitative and qualitative elements as well as a high-quality toolset that included:

- Desk review and analytical study of the data available in openly accessible resources (policy documentation and instruments on the SDGs, 2030 Agenda, AAAAA, GPEDC, G7, UN Women; legal and regulatory provisioning on gender equality policy at the national level; institutional mechanism for gender equality mainstreaming; state programmes and strategies on gender equality; lists of registered donors and donor-funded projects on gender equality; official websites with reflections on the projects' implementation; public memorandums, joint reviews, joint needs assessments, performance assessment frameworks, implementation reports, presentations, spending reviews, etc.); materials from the MoEDTA, other ministries involved in gender policy and development co-operation, international agencies providing technical assistance for gender equality projects in Ukraine; printed material and online resources on ODA for gender equality; other available ad hoc resources;
- In-depth interviews with gender experts in ministries, officials responsible for ODA and gender equality in donor agencies, key civil society organisations. A structured questionnaire was elaborated; the evidence generated data was collected;
- Statistical analysis of gender equality focused aid figures for Ukraine was undertaken and an excel file with tailored national gender equality focused ODA statistics for the period of 2016-2017 was developed;
- Work meetings with the MoEDTA, the guidance and minutes of the meetings were used for

updating the methodological approach and data proceedings;

- Follow-up exchanges with selected stakeholders involved in development co-operation on gender equality with the purpose to clarify/verify the information provided during the interviews or other available data from open sources. The resulting information, data, materials were used for the analysis;
- Development of conclusions and recommendations on how to strengthen development co-operation on gender equality in Ukraine and increase its effectiveness;
- Drafting, the draft report and summary findings were prepared, including the list of resources used for the study, figures, tables, charts, boxes and other insights produced during the analysis. The final report was submitted to UN Women Reforms Project.

Specific details on the field study

A field mission to Ukraine took place on 21-25 October 2019 to hold interviews and consultations with selected development stakeholders. A set of tailored interview questions for each group of stakeholders (government authorities, donor agencies, non-government actors) was elaborated and shared with potential interviewees ahead of the meetings (when possible).

A total of 17 institutions (8 multilateral or bilateral donor agencies, 6 government authorities, and 3 civil society organisations or implementers) and 28 respondents were interviewed and provided relevant information particularly with regards to the key characteristics and dynamics of development co-operation on gender equality at the country level.

2. Key indicators

The data collection and analysis for certain sections of the report were prepared based on a number of quantitative and qualitative indicators including:

- Volume of ODA to support Ukraine's commitments on gender equality and women's empowerment;
- Number of gender equality projects reported in the donor Dashboard;
- Identification of gender equality priorities of work for each selected development stakeholder;
- Identification of key gender equality programmes/strategies/policies undertaken by each selected development stakeholder;
- Financial resources used by each selected development stakeholder for the promotion of gender equality and women's empowerment;
- Knowledge of gender responsive finance tracking/reporting;
- Identification of challenges and obstacles to conducting work on gender equality at the country level;
- Knowledge of the SDGs and 2030 Agenda;
- Extent to which gender equality/women's empowerment is prioritised in donors' development assistance frameworks;
- Extent to which gender indicators/gender considerations are included in performance assessments/joint reviews;
- Extent to which gender responsive finance is prioritised as a topic in policy dialogue on development co-operation;
- Extent to which gender expertise is used by bilateral and multilateral donors for the design or review of country programmes and strategies, performance assessment frameworks, needs assessments and evaluations.

ANNEX 2.

List of institutions that participated in the study

Government institutions

- 1 Office of the Deputy Prime Minister for European and Euro-Atlantic Integration
- 2 Ministry of Economic Development, Trade and Agriculture
- 3 Ministry of Finance
- 4 Ministry of Foreign Affairs
- 5 Ministry of Social Policy
- 6 Apparatus of the Government Commissioner on Gender Equality Policy

Donor agencies

- 7 Council of Europe Office in Ukraine
- 8 Delegation of the European Union to Ukraine
- 9 Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)
- 10 Embassy of Canada to Ukraine, Global Affairs Canada (GAC)
- 11 Swedish International Development Cooperation Agency (SIDA)
- 12 United Nations Population Fund (UNFPA)
- 13 United Nations Development Programme (UNDP)
- 14 United States Agency for International Development (USAID)

Non-government actors

- 15 NIRAS-GRB Development Consulting
- 16 Ukrainian Marketing Association
- 17 Ukrainian Women's Fund

ANNEX 3.

Questionnaire for the interviews

Presentation

The overall purpose of the interview is to understand the key characteristics of development cooperation on gender equality in Ukraine. Through tailored interview questions for each group of stakeholders,

the discussion will seek to unveil the types/frequency/quality/quantity of the interactions, exchanges and cooperation between government institutions and key development partners working on gender equality on the ground.

For government authorities

- What are the general/specific gender equality priorities of the government of Ukraine?
- What do you think of the state policy/strategy for gender equality? In your view, is gender equality an important policy issue in Ukraine today? Please explain your answer.
- What are the main gender equality programmes/projects undertaken by your institution in the past 3 years? What are the main policy priorities of such programmes/projects?
- Are any financial resources being currently allocated by government authorities to the promotion of gender equality and women's empowerment in Ukraine? Please provide figures or estimates concerning the amounts/shares of overall national budgets/funds foreseen for gender equality projects/programmes. (Detailed examples of gender equality programme/project financing by your institution in the past 3 years are also acceptable).
- Who are your institution's main development cooperation partners on gender equality? How regularly do you work with them? (Once a year/once a quarter/once a month OR on an ad hoc basis?) How many gender equality projects/programmes have you jointly undertaken with them in the past 3 years? Please describe.
- What would you identify as the main existing gaps and challenges to financing/implementing national priorities on gender equality?
- How can Ukraine improve its tracking/reporting of gender responsive finance? What potential obstacles do you foresee in this process? Do you think your institution can (in any way) help the government with this?
- How can Ukraine contribute to the global follow-up and review process of SDG implementation?

For donors

- What are your agency's general/specific gender equality priorities of work in Ukraine?
- What do you think of the state policy/strategy for gender equality? In your view, is gender equality an important policy issue in Ukraine today? Please explain your answer.
- What are the main gender equality programmes/projects undertaken by your agency in the past 3 years? What are the main policy priorities of such programmes/projects?
- Are any financial resources being currently allocated by your agency to the promotion of gender equality and women's empowerment

in Ukraine? Please provide figures or estimates concerning the amounts/shares of overall donor budgets/funds foreseen for gender equality projects/programmes. (Detailed examples of gender equality programme/project financing by your agency in the past 3 years are also acceptable).

- Who are your agency's main government/development partners on gender equality? How regularly do you work with them? (Once a year/once a quarter/once a month OR on an ad hoc basis?) How many gender equality projects/programmes have you jointly undertaken with them in the past 3 years? Please describe.
- What would you identify as the main existing gaps and challenges to financing/implementing your agency's priorities on gender equality in Ukraine?
- How can Ukraine improve its tracking/reporting of gender responsive finance? What potential obstacles do you foresee in this process? Do you think your agency can (in any way) help the government with this?

- How can Ukraine contribute to the global follow-up and review process of SDG implementation?

[Questions regarding donors' overall development assistance frameworks]

- To which extent is gender equality/women's empowerment prioritised in your agency's development assistance framework/strategy/policy documents?
- To which extent are gender equality considerations/indicators/principles included in performance assessments/joint reviews/reports carried out by your agency?
- To which extent is gender responsive finance prioritised as a topic in policy dialogue on development cooperation in Ukraine?
- To which extent is gender expertise being used by your agency (as well as by other bilateral and multilateral donors) for the design or review of CSPs, PAFs, joint needs assessments, evaluations and joint reviews?

For non-government actors

- What are your organisation's general/specific gender equality priorities of work in Ukraine?
- What do you think of the state policy/strategy for gender equality? In your view, is gender equality an important policy issue in Ukraine today? Please explain your answer.
- What are the main gender equality programmes/projects undertaken by your organisation in the past 3 years? What are the main policy priorities of such programmes/projects?
- Are any financial resources being currently allocated by your organisation to the promotion of gender equality and women's empowerment in Ukraine? Please provide figures or estimates concerning the amounts/shares of overall budgets/funds foreseen for gender equality projects/programmes. (Detailed examples of

gender equality programme/project financing by your organisation in the past 3 years are also acceptable).

- Who are your organisation's main government/development partners on gender equality? How regularly do you work with them? (Once a year/once a quarter/once a month OR on an ad hoc basis?) How many gender equality projects/programmes have you jointly undertaken with them in the past 3 years? Please describe.
- What would you identify as the main existing gaps and challenges to financing/implementing your organisation's priorities on gender equality in Ukraine?
- Who are the main government/donor/private institutions funding your organisation's overall work? Who are the main funders of your

organisation's work on gender equality? Please provide figures or estimates concerning the amounts/shares of your organisation's budget being supported by such institutions.

- How can Ukraine improve its tracking/reporting of gender responsive finance? What potential obstacles do you foresee in this process? Do you

think your organisation can (in any way) help the government with this?

- How can Ukraine contribute to the global follow-up and review process of SDG implementation?

