


# Procedure file

Basic information		
SYN - Cooperation procedure (historic)	<a href="#">1997/0151(SYN)</a>	Procedure completed
Development cooperation, women participation: integration of gender issues		
Subject 6.30 Development cooperation		

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	<b>DEVE</b> Development and Cooperation	PSE <a href="#">JUNKER Karin</a>	24/01/1996
	Former committee responsible		
	<b>DEVE</b> Development and Cooperation	PSE <a href="#">JUNKER Karin</a>	24/01/1996
	Former committee for opinion		
	<b>BUDG</b> Budgets	UPE <a href="#">GIANILY Jean-Antoine</a>	01/07/1997
	<b>FEMM</b> Women's Rights	PSE <a href="#">GRÖNER Lissy</a>	24/11/1995
Council of the European Union	Council configuration	Meeting	Date
	Research	<a href="#">2154</a>	22/12/1998
	Development	<a href="#">2093</a>	18/05/1998
	<a href="#">General Affairs</a>	<a href="#">2078</a>	30/03/1998
	Development	<a href="#">2052</a>	28/11/1997
	Development	<a href="#">1967</a>	22/11/1996

Key events			
22/11/1996	Resolution/conclusions adopted by Council		
09/06/1997	Legislative proposal published	COM(1997)0265	Summary
15/09/1997	Committee referral announced in Parliament		
08/10/1997	Vote in committee		Summary
08/10/1997	Committee report tabled for plenary, 1st reading/single reading	<a href="#">A4-0318/1997</a>	

18/11/1997	Debate in Parliament		Summary
19/11/1997	Decision by Parliament	T4-0552/1997	Summary
28/11/1997	Debate in Council	<a href="#">2052</a>	
13/02/1998	Modified legislative proposal published	COM(1998)0082	Summary
30/03/1998	Council position published	<a href="#">06293/1/1998</a>	Summary
18/05/1998	Resolution/conclusions adopted by Council		
28/05/1998	Committee referral announced in Parliament, 2nd reading		
21/07/1998	Vote in committee, 2nd reading		Summary
21/07/1998	Committee recommendation tabled for plenary, 2nd reading	<a href="#">A4-0291/1998</a>	
17/09/1998	Debate in Parliament		
17/09/1998	Decision by Parliament, 2nd reading	T4-0496/1998	Summary
01/12/1998	Modified legislative proposal published	COM(1998)0694	Summary
22/12/1998	Act adopted by Council after consultation of Parliament		
22/12/1998	End of procedure in Parliament		
30/12/1998	Final act published in Official Journal		

### Technical information

Procedure reference	1997/0151(SYN)
Procedure type	SYN - Cooperation procedure (historic)
Procedure subtype	Legislation
Legal basis	EC before Amsterdam E 130W
Stage reached in procedure	Procedure completed
Committee dossier	DEVE/4/09956

### Documentation gateway

Document attached to the procedure	COM(1995)0423	18/09/1995	EC	Summary
Legislative proposal	COM(1997)0265	09/06/1997	EC	Summary
Committee report tabled for plenary, 1st reading/single reading	<a href="#">A4-0318/1997</a> <a href="#">OJ C 358 24.11.1997, p. 0003</a>	08/10/1997	EP	
Text adopted by Parliament, 1st reading/single reading	T4-0552/1997 <a href="#">OJ C 371 08.12.1997, p. 0045-0074</a>	19/11/1997	EP	Summary
Modified legislative proposal	COM(1998)0082	13/02/1998	EC	Summary
Council position	<a href="#">06293/1/1998</a> <a href="#">OJ C 204 30.06.1998, p. 0018</a>	30/03/1998	CSL	Summary
Commission communication on Council's position	SEC(1998)0722	04/05/1998	EC	Summary

Committee recommendation tabled for plenary, 2nd reading	<a href="#">A4-0291/1998</a> <a href="#">OJ C 313 12.10.1998, p. 0009</a>	21/07/1998	EP	
Text adopted by Parliament, 2nd reading	T4-0496/1998 <a href="#">OJ C 313 12.10.1998, p. 0124-0137</a>	17/09/1998	EP	Summary
Modified legislative proposal	COM(1998)0694	01/12/1998	EC	Summary

#### Additional information

European Commission

[EUR-Lex](#)

#### Final act

[Regulation 1998/2836](#)  
[OJ L 354 30.12.1998, p. 0005](#) Summary

## Development cooperation, women participation: integration of gender issues

**OBJECTIVE:** The present document deals with the need to take into account the differences existing between the roles of women and men in the context of development and shows how the efficacy of activities may be compromised as a result of the incorrect evaluation of these respective roles. It also defines the principles, objectives and means to be employed in order to solve this problem and sets out ways of strengthening consultation and coordination between the Community and the Member States in this area. **CONTENT:** The Commission document shows that fundamental differences exist between the ways in which men and women, respectively, contribute to economic and social progress in the developing countries. This role varies depending on region, income level, social group and family situation, and on whether the situation is urban or rural. The failure to pay sufficient attention to differences between the sexes results in a partial view of reality and detrimental effects on the results of development interventions. Frequently, development projects make the implicit assumption that their results will be equally beneficial to women and to men. That, however, is not the case. Quite the reverse: projects thus implemented often impose an excessive workload on women while men retain control over the outcome. It is for this reason that the Commission has listed four priority areas where development cooperation should take due account of the variable of differences between the sexes: - sustainable economic and social development, with a view to involving women more closely in the control of natural resources, - the campaign against poverty, since women are generally more greatly affected by poverty than men; - the integration of the developing countries into the world economy, so that the macroeconomic packages take much better account of women's contribution to development; - democracy and human rights, with a particular view to increasing women's participation in political, civil, economic and social life. With this in mind, the Commission proposes a series of media and strategies in the following areas: - In the formulation of development policies, it will be necessary to ensure an approach that takes account of the differences between the sexes, in particular through the creation of an appropriate institutional and legal environment, a more equitable division of responsibilities (home, workplace, etc.) and better allowance for sex-related issues in political negotiations with the developing countries. - In the implementation of development schemes, it will be necessary to attach priority to those which address the main disparities between men and women. The 'mainstreaming' approach and positive activities such as those envisaged at the strictly 'European' level should also be apparent in development schemes. At the level of the projects themselves, the question of the differences between the sexes should be taken into account at the project analysis stage and beneficiaries of these schemes should explicitly include women. Women will also be consulted as soon as the project is first conceived, and any evaluation will have to take due account of the specifically 'female' contribution made by the activity undertaken. - Increased capacity: consultations must take place at every level to make all participants in development aware of questions relating to differences between the sexes: governments, planning officials, NGOs, universities, research and training institutions, independent professionals. Aid to associations should attach priority to activities propitious to full participation by women. - Increased internal capacity: powers relating to equal opportunities must be established within development institutions. Specialists in the field would have to be appointed at the political level, in technical services and at operational level. It is particularly important that personnel working in the field should be made aware of equal opportunities issues and that new resources should be appropriated. Finally, the Commission proposes greater coordination between the Member States and the Community in this area: the main issue here is to increase the synergistic effects and efficacy of aid. To achieve this, it will be necessary: - to define principles and a consistent framework of action, - to ensure that the activities of the Community and the Member States comply with those principles, - and to ensure that communication is improved. In order to achieve improved coordination, additional human resources will be needed (particularly expert resources) and the tasks performed at all levels will have to be rationalised. The Commission, for its part, proposes that operational coordination activities (activities in previously selected pilot countries) should be undertaken, to serve as tests before common strategies are laid down. Coordination activities with international bodies are also proposed (in particular with the OECD). ?

## Development cooperation, women participation: integration of gender issues

**OBJECTIVE:** to provide financial aid and technical expertise to support the integration of gender issues in all Community policies and measures in developing countries. **SUBSTANCE:** the actions to be taken under the Regulation will be carried out so as to complement other development cooperation instruments. -Definition: 'gender' means the different and interrelated roles, responsibilities and opportunities of women and men relative to development, which are specific to each culture and society. -Objectives of activities: 1) to support the complete and effective integration (mainstreaming) of gender problems in development cooperation strategies, programmes and projects, 2) to facilitate well targeted, strategic and large-scale initiatives to reduce inequalities between men and women in developing countries, 3) to promote sensitization to gender issues and build up relevant capacities in developing countries; -Activities eligible under the general objectives: .provision of technical advice and support on the integration of gender issues in Community development measures, .research and studies

aimed at including gender implications in analyses, policies and country and sector strategies, .schemes to build up the institutional and operational capacities of developing countries on gender issues at national, regional and local level, .supporting the collection and dissemination of key data broken down by sex, .development of methodologies, guidelines, manuals, etc. to improve the integration of gender issues in development activities, .thematic monitoring and evaluations, .training and sensitization of key decision-makers, .support to the formulation, follow-up and monitoring of national plans in developing countries designed to implement the Platform for Action of the Beijing Conference, . technical assistance to developing countries in measuring and valuing unpaid work for inclusion in GNP or for reflection in United Nations parallel satellite accounts (SNA, 1993), .actions within the framework of coordination with Member States on integrating gender issues in development cooperation. Particular attention will be devoted to emerging areas, especially in connection with emergency operations and crisis prevention. -Aid recipients and cooperation partners: public authorities and government agencies, decentralized departments, regional bodies, universities and research centres, traditional and local communities, trade unions, cooperatives, and NGOs representing local people, particularly women; -Eligible expenditure: Community financing may cover investment (except purchase of real estate) and recurring expenditure (administrative, maintenance and operating expenditure). The instruments to be employed in the course of the activities are studies, technical assistance, education, training or other services, supplies and works, as well as audits and evaluation and monitoring missions. Operating costs may be covered only during the start-up phase of projects. Cofinancing with Member States and organizations is keenly sought, according to the nature of the operation concerned and the means of the partners concerned. -Form of aid: grants. -Profile of Community-aided projects: measures will be taken to ensure the Community character of projects. -Coherence and complementarity: coordination measures with the Commission are planned, in order to ensure that the measures carried out between all the partners, including Member States, are effective (an information exchange and coordination system is to be established at the place where measures are to be carried out). Coordination will also be ensured with the work of other international organizations active in this field (particularly the United Nations). -Decision-making procedure: the Commission is to manage and implement operations covered by the Regulation. It will be assisted by the geographically-determined committee depending on the country concerned (ALA, MED, EDF), on an advisory basis. The Commission is required to seek the opinion of the regional committee responsible, before taking any decision concerning a project costing more than ECU 2 m. Decisions on projects costing less, and additional commitments, will be taken without consulting the committee. Participation in invitations to tender and the award of contracts will be open to the recipient countries and the Member States, as well other developing countries (or possibly, in exceptional cases, other countries, but only in the case of supply contracts). In every case, efforts must be made to ensure that projects are viable and sustainable. Clear information must be provided concerning the objectives of projects and their potential for success. -Information: the Commission is to submit an annual report to the European Parliament and the Council summarising and evaluating the operations financed during the year (list of projects, stating names of partners, any contracts concluded, external evaluations, etc.). Once each year an exchange of views will take place between the Commission and the various committees concerned on the subject of the general outlines of the operations to be carried out in the year ahead. A guide to funding is also published by the Commission indicating the main guidelines and criteria for project selection. -Evaluation: the Commission will regularly evaluate the operations implemented to check whether the objectives of the Regulation have been attained. These evaluations are to be forwarded to the various committees and to those Member States which wish to receive them.?

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## Development cooperation, women participation: integration of gender issues

In adopting the report by Karin JUNKER (PSE, D), the committee called on the European Union to integrate equal rights for men and women in all measures implemented in the context of development cooperation. This involved: improving living conditions for women, involving women in projects concerning food security, urban renewal, the development of health facilities, access to education and water supplies, providing women with professional skills and preserving traditional women's activities. The committee also called on the European Union to devote more of the appropriations allocated to operational projects under development cooperation to specific actions in favour of women. It called for support to be given to measures aimed at combating the main areas of inequality between the sexes, in particular, access to resources and services and involvement in the political and social decision-making processes. It wanted backing for plans to ensure equality between men and women in legislation and administration. Finally, it believed that when supply contracts were being awarded, priority should be given - where tenders were of equal quality - to the recipient countries and developing countries in the same region. ?

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## Development cooperation, women participation: integration of gender issues

Commissioner Pinheiro said that he could accept seven amendments in full: Nos 1, 2, 4 (on Article 1(2)), 5, 7, 8 and 11. As for Amendments Nos 3 and 9, these could be partially embraced. However, the Commission could not accept Amendments Nos 4 (on Article 1(1)) and 12 to 18. The Commissioner particularly rejected Amendments Nos 12, 15 and 18 on comitology for reasons of consistency, flexibility and clarity.

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## Development cooperation, women participation: integration of gender issues

In adopting the report by Mrs Karin JUNKER (PSE, D), the European Parliament has approved the proposal for a Regulation on integrating gender issues in development cooperation, with the following amendments: - the assistance provided must support the integration of gender issues into the Union's development cooperation policy as a whole (to this end, it suggests creating a high-level Community group for the integration of gender issues at all stages of development cooperation); - assistance should reinforce and coordinate that provided pursuant to other instruments of development cooperation, including those existing at intergovernmental and national levels; - it should also be used for analysing the status of women and their contributions to society and the family, identifying the main sources of inequality between the sexes (e.g. access to resources, participation in the decision-making process, etc.) and encouraging the building up of institutional capacities, as well as legislative or legal acts on equal rights for men and women; - beneficiaries of activities may also include public utility associations, and priority will be given to endogenous structures that can act as catalysts in strengthening local capacities. Parliament has also tabled amendments relating to the budget: appropriations will be fixed for each financial year taking account of the principles of sound management. In awarding contracts, priority will be given, where tenders are of equal quality, to those from beneficiaries and developing countries. Finally, Parliament has tabled amendments concerning the committee arrangements and transparency of measures. It also seeks to reinforce the coordination of Community measures and those implemented by Member States through an improved flow of information within the committee. ?

## Development cooperation, women participation: integration of gender issues

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Following the opinion by the European Parliament of 19 November 1997, the Commission has submitted an amended proposal incorporating 9 of the 17 amendments adopted by Parliament on first reading. The amendments adopted concern in particular: - the coordination and integration of such questions within development policy, - measures to take account of inequalities between men and women regarding education and training, decision-making processes affecting political, economic, social and family life as support for measures seeking to eliminate inequalities, - support for actions taking into account the specific status of women, - support for measures leading to modifications to legislative and administrative acts to strengthen equality between men and women, - assistance provided under this regulation should seek to reinforce and coordinate not only other Community instruments but also those existing at intergovernmental and/or national level, - inclusion of public utility associations among beneficiaries of funding. The amendments not included in the amended proposal include: - measures relating to comitology seeking to achieve clarity and legal assistance with other similar regulations in the field of development, - amendments relating to human and institutional resources which are the responsibility of the Commission alone. In addition, the Commission has included in its modified proposals certain elements in line with Parliament's opinion and taking account of discussions within the 'development' Council drawing up the common position. These provisions relate to: - the adoption of a gender sensitive approach in all Community policies and need to include this in all Community measures in this area by the year 2003. - inclusion of agricultural and craft cooperatives and bodies among the beneficiaries of funding, - the issuing of invitations to tender to natural and legal persons in the beneficiary country and possible other third countries, by way of exception, - information for Member States regarding actions already approved, - comitology, - the introduction of a general review of this regulation three years after its entry into force. ?

## Development cooperation, women participation: integration of gender issues

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In its common position on the proposal for a regulation on integrating gender issues into development cooperation, the Council maintained the basic structure of the Commission proposal. However, it did not follow the Commission with regard to: - the length of the regulation: the Commission considered that the type and nature of the interventions justified an open-ended regulation and did not therefore propose a time limit. The Council preferred to set a limit of 5 years from 1999 to 2003, with the Commission to present an evaluation of the regulation and propose any amendments needed after 3 years' application; - the inclusion of a financial reference amount in the text: the Council disagreed with the Commission and decided to include the sum of ECU 25 million for this initiative, i.e. an annual budget of ECU 5 million for the period in question; - comitology: the Commission proposal made provision for an opinion on actions in receipt of more than ECU 2 million to be given by the ALA, MED and EDF committees under the advisory committee procedure. The Council was in favour of a type IIb committee and a lower threshold of ECU 1 million; - certain aspects of the activities to be implemented and the tasks to be entrusted to the Commission: in particular, the Council included a new article authorising the Commission to organise meetings on gender issues with representatives of the Member States and recipient countries. Of the 9 European Parliament amendments retained by the Commission in its amended proposal (of the 17 adopted at first reading), the Council retained 7 relating mainly to: - coordination with other development cooperation instruments, especially national and inter-governmental instruments; - the type of gender issues to be integrated into development cooperation policies and actions; - the increase in Community interventions under this policy between now and the year 2003; - the reference to legislative acts seeking to safeguard equal opportunities for men and women; - the training needed at Commission level and in developing countries on these issues; - the inclusion among the beneficiaries of certain associations working in the public interest.?

## Development cooperation, women participation: integration of gender issues

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In its assessment of the Council common position on the integration of gender issues in development cooperation, the Commission stated that it had been unable to accept the Council text and a number of declarations were therefore entered in the minutes of the common position. The Commission found the text unacceptable on 4 major points: 1) the financial reference amount entered in the regulation text: the Commission considered that the sum of ECU 25 million was the Council's responsibility alone and did not affect the powers of the budgetary authority; 2) comitology and the threshold of ECU 1 million for presenting projects to the committee: a IIb committee was unacceptable to the Commission which preferred an advisory committee; 3) the length of the regulation set at 5 years: the Commission felt that the nature of the proposed actions justified an open-ended regulation; 4) the new tasks incumbent upon the Commission relating to the organisation of meetings with the representatives of Member States and recipient countries: the Commission considered that this was its responsibility alone as administrator of the budgetary line in question. Consequently, this clarification should not be included in the text of the regulation.?

## Development cooperation, women participation: integration of gender issues

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The Committee adopted a recommendation at second reading by Karin JUNKER (PES, D) calling for specific references to funding for an EU programme to promote women in development cooperation projects to be deleted. Instead the committee calls on the Union to integrate equal opportunities for women and men into all its development cooperation measures. This means improving living conditions for women, involving them in projects to do with food security, urban renewal, the development of health facilities, access to education and water supplies, providing women with professional skills and preserving traditional women's activities. The committee is calling for support to be given to measures aimed at combating the main areas of inequality between the sexes, in particular access to resources and services and involvement in the political and social decision-making process. It wants backing for plans to ensure equality between men and women in legislation and administration. It wishes to have priority given to the role of women in crisis prevention, emergency operations, human rights, democratisation, trade and reproductive health and rights. In addition, it believes that, when supply contracts are being awarded, priority should be given - where tenders are of equal quality - to the recipient countries and developing countries in the same region.?

## Development cooperation, women participation: integration of gender issues

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Adopting the recommendation for second reading by Mrs Karin JUNKER (PSE, D), the European Parliament again called for any financial reference concerning the programme to promote women in development to be deleted. Although it did not oppose setting a sum of ECU 25 million for the period 1999-2003, it considered that this deadline should not mark the end of the programme. In Parliament's view, this sum should be an indicative financial reference amount. The European Parliament also called for gender analysis in all areas of development cooperation. It called for the Commission to be assisted in its work by an advisory committee made up of one representative per Member State and chaired by the Commission representative which, in the case of the ACP countries will be the EDF committee, in the case of the Mediterranean countries the MED committee and in the case of Asian and Latin American countries the ALA committee. On the recurrent question of comitology, it proposed that any decision relating to grants of more than ECU 2 million (and not ECU 1 million as the Council wished) should be subject to a comitology procedure. It also suggested that a senior EC steering group on the integration of gender issues should be established in order to advise on implementation and monitor the execution of this regulation. It also insisted on full information for the European Parliament. Parliament also insisted that the European Union should integrate gender mainstreaming in all its development cooperation programmes. More particularly, Parliament hoped that actions relating to the main gender disparities would be supported, particularly with regard to access to resources and basic services (education, training and health) and participation in the decision-making processes in political, social and family life. It called for priority to be given to the role of women in crisis prevention, emergency operations, human rights, democratisation, trade, health and sexual and reproductive rights. Priority should also be given under this initiative to endogenous structures that can act as a catalyst in developing local capacities. Finally, it called for priority to be given to recipient and developing countries for the award of contracts and supplies where tenders were of equal quality.?

## Development cooperation, women participation: integration of gender issues

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The revised Commission proposal incorporates 10 of the 20 amendments approved by the European Parliament at second reading, the majority of which seek to re-establish the initial proposal with regard to: - coordination between Community programmes and programmes in Member States; - the financial threshold at which the committee is consulted; - the absence of a cut-off date for application of the regulation; - the comitological changes which seek to make provision for an advisory committee rather than a IIb committee (except for the description of the committee and information requirements). It also incorporates: - the strategic approach and the use of financial instruments to promote positive action to reduce inequalities; - mainstreaming in all aspects of development cooperation; - editing clarifications or improvements. However, the Commission rejected the amendments relating to the inclusion of even an indicative financial reference amount in the regulation, clarification of the instruments covered by the funding, invitations to tender and contracts, the origin of supplies, the Community level of training and sensitisation actions or the decision-making powers of the Commission in relation to the operations covered. It also rejected a number of amendments relating to transparency (participation of an MEP in joint committee meetings, introduction of a senior EC steering group). Finally, it does not wish to mention the cooperation "interventions" which may be funded.?

## Development cooperation, women participation: integration of gender issues

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**PURPOSE:** establishment of a programme on the integrating of gender issues in development co-operation for the period 1999-2003.  
**COMMUNITY MEASURE:** Council Regulation 2836/98/EC on integrating of gender issues in development co-operation. **CONTENT:** The Community will provide financial assistance and technical expertise as a means of supporting the following objectives: - the mainstreaming of gender analysis in all areas of development co-operation, taking particular account of the legal and actual status of women and men, their needs and their contribution to society and the family; - facilitating the inclusion of actions addressing major gender disparities and on an appropriately large scale, particularly with regard to access to resources, services and participation in the decision-making processes in political, economic and social life, in the mainstream of Community development interventions; - leading progressively to a situation in 2003 where a substantially increased percentage of Community interventions satisfy the OECD/DAC criteria for gender integration or positive action; - developing and promoting endogenous public and private capacities in developing countries which can take the responsibility and initiative for mainstreaming the gender dimension in the development effort. The financial reference for the implementation of the programme for the 1999-2003 period is 25 million EUROS. The aid provided under this Regulation complements and reinforces that provided under other development co-operation instruments, including those at intergovernmental and/or national level. Clarifications regarding the activities eligible for financing are included in the Regulation: technical advice & support, activities aimed at including gender implications in analyses, policies, country & sector strategies, schemes to build up the institutional and operational capacities of developing countries on gender issues at national, regional & local level, the collection and dissemination of data disaggregated by sex, development of methodologies, guidelines, manuals, procedures, indicators and other operational instruments seeking to improve the integration of gender issues in development activities, thematic monitoring & evaluations, training and sensitization of key decision-makers, support to the formulation, follow-up & monitoring of national plans in developing countries designed to implement the Platform for Action of the Beijing Conference, and actions within the framework of co-ordination with Member States on integrating gender issues in development co-operation. Beneficiaries of activities carried out under this Regulation may include public authorities and government agencies, decentralised departments, regional bodies, universities and research centres, traditional and local communities, trade unions, non-governmental organisations, public utility associations and associations representing local people, particularly women, as well as co-operatives and agricultural and craft-based credit institutions. Priority will be given to endogenous structures that can play a role in developing local capacities with respect to gender. The Commission shall be responsible for appraising, deciding on and administering operations covered by this Regulation. It will be assisted by the geographically determined committee competent for development co-operation (i.e. MEDA, ALA or EDF). Specific provisions exist for decisions relating to grants of more than EURO 1 million. After each budget year, the Commission shall submit an annual report to the EP and the Council giving an account of the activities financed. An exchange of views with the geographically determined committees will take place once a year on the basis of a presentation by a Commission representative of the general guidelines for the operations to be carried out in the year ahead. Three years after the Regulation enters into force, the Commission shall submit to the EP and to the Council an overall assessment of the operations financed under this Regulation, which may be accompanied by suggestions concerning the future of this Regulation. **ENTRY INTO FORCE:** 02.01.1999. The Regulation is applicable until 31.12.2003.?