

## **Gender and Sexual and Reproductive Health Indicators in the EU Development Aid**

### **Impressum**

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**Produced and Published by**

EEPA

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**Published on**

21 December 2007

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# Gender and Sexual and Reproductive Health Indicators in the EU Development Aid

## Introduction

This survey is done in the context of the UNIFEM programme "The aid effectiveness agenda: Promotion of the empowerment of women and girls in the context of sexual and reproductive health, violence against women and HIV/AIDS".

According to an international consultation held in Brussels in 2005, organised by UNIFEM and the European Commission, in order to support gender equality, the new aid architecture should include:

- Adequate financing programmes that respond to women's needs;
- Accountable systems for governments and donors to track and enhance their contributions to gender equality;
- Gender-sensitive progress assessments, performance monitoring and indicators for aid effectiveness.

The survey is initiated as preparation to the conference on 'Indicators for Sexual and Reproductive Health Rights', to be organised by UNIFEM in 2008. The conference will elaborate how aid modalities can contribute positively, encourage country ownership and improve harmonisation and aid effectiveness. The EU and UN agree that the aid effectiveness agenda will bring greater ownership to national policy-making. This will increase the responsibility of national public policy making in all areas, including in gender equality, sexual and reproductive health and the fight against HIV/AIDS. Agreement for budget support includes criteria and indicators which must include areas critical for gender equality.

Hence, the current policy environment needs indicators to track progress in the empowerment of women and violence against women, access to sexual and reproductive health and access to HIV/AIDS prevention, treatment and care.

The Paris Declaration on Aid Effectiveness, adopted in March 2005, is a major initiative in the aid reform agenda. The Declaration contains 56 partnership commitments based on five overriding principles: ownership, alignment, harmonization; managing for results, and mutual accountability. The implementation of the Paris Declaration on Aid Effectiveness has led to fundamental changes in the mechanisms and processes for aid planning, coordination, implementation and evaluation.

The European Commission is spearheading new aid modalities. The EC has committed itself to an ambitious target of channelling 50% of government-to-government assistance through country systems. This commitment means that the EC will choose General Budget Support and Sector Budget Support as the preferred aid modality whenever the country situation permits and conditions are met. The General and Sector Budget Support Modality implies direct financial transfer into the national budget on the basis of an agreed national strategy containing benchmarks on progress and a medium-term expenditure framework. It is therefore crucial that the national budget is responsive to the promotion of gender equality.

These new aid modalities are defined as follows:

**General Budget Support (GBS)** is a financing mechanism that involves the transfer of Official Development Assistance (ODA) from donors to the national treasuries of their partner countries. Aid provided in the form of GBS is, therefore, managed in accordance with the partner countries' own budgetary procedures.

## Gender and Sexual and Reproductive Health Indicators in the EU Development Aid

GBS differs from **Sector Budget Support** (SBS) in that GBS is focused on overall policy and budget priorities whereas the focus of SBS is on sector-specific concerns such as health or education.

Each country that receives GBS or SBS will sign a **Financing Agreement** with the European Commission. This contract specifies the goals, expected results and indicators, as well as the utilisation of funds.

The attached matrix identifies the existing indicators used in the EU development programming that focus on gender equality and specifically on sexual and reproductive health, violence against women and the fight against HIV/AIDS.

### Methodology

We have focused on the 12 pilot countries that are identified for the EC/UNIFEM partnership. These are the Democratic Republic of Congo, Ghana, Ethiopia, Cameroon, Suriname, Papua New Guinea, Indonesia, Nepal, Nicaragua, Honduras, Ukraine and Kyrgyzstan.

For this survey EC documents have been reviewed that provide guidelines for indicators to be used in country programming. In addition country-specific EC documents have been reviewed where indicators are included as part of the agreements between the EU and the developing partners.

The above mentioned documents were assessed with regard to the presence of indicators related to gender equality, specifically on sexual and reproductive health-related indicators, including violence against women and HIV/AIDS-related indicators.

The reviewed documents have been selected in relation to their relevance to the country programming process.

The matrix identifies the indicators used by the European Commission that refer to gender and specifically to sexual and reproductive health indicators. The indicators found in the European Commission documents relate to the following areas:

1. Infant mortality
2. HIV/AIDS (in relation to reproductive health)
3. Maternal mortality
4. Skilled attendance at birth
5. Family planning/contraception
6. Violence against women
7. Fertility

The following **general EC documents** have been reviewed:

- Toolkit on mainstreaming gender equality in EC cooperation;
- Programming guide for Strategy Papers; Programming Fiche: Gender equality;
- Programming guide for Strategy Papers; Programming Fiche: HIV/AIDS;
- Programming guide for Strategy Papers; Programming Fiche : General Budget Support;

## Gender and Sexual and Reproductive Health Indicators in the EU Development Aid

- Programming guide for Strategy Papers; Programming Fiche : Sector Budget Support;
- Programming Guidelines Strategy Papers; Thematic Guidelines;
- Framework Country Strategy Paper: a guideline for country analysis and the EU response strategy. The CSP is a descriptive document that includes a country analysis;
- National Indicative Programme (NIP): Management tool to identify selected areas of cooperation for financing and measures and actions for attaining objectives;
- Gender Equality and Women Empowerment in Development Cooperation, Communication from the European Commission to the European Parliament and the Council (COM (2007) 100).

The following **country specific EC documents** have been reviewed:

- Country Strategy Paper (CSP) for Indonesia, Nepal, Nicaragua, Honduras, Papua New Guinea, Surinam, DRC, Ghana, Cameroon, Ethiopia, Ukraine and Kyrgyzstan;
- National Indicative Programmes (NIPs) for Indonesia, Nepal, Nicaragua, Honduras, Papua New Guinea, Surinam, DRC, Cameroon, Ghana, Ethiopia, Ukraine and Kyrgyzstan;
- Financing agreements for General Budget Support and/or Sector Budget Support in Nicaragua, Honduras, DRC, Cameroon, Ghana, Ethiopia and Kyrgyzstan.

**Table 1: Overview of documents for survey**

Document	Aim and nature of document
Toolkit on mainstreaming gender equality in EC cooperation	Assistance/non-binding
Programming guide for Strategy Papers	Guiding/non-binding
Framework Country Strategy Paper	Guidelines for descriptive analysis
National Indicative Programme	Guidelines for response strategy and fund allocation
Gender Equality and Women Empowerment in Development Cooperation, Communication from the European Commission to the European Parliament and the Council	Policy paper
Country Strategy Paper	Descriptive analysis
National Indicative Programmes	Response strategy and fund allocation
Financing Agreements	Binding document

## Main findings

### 1. Toolkit on mainstreaming gender equality in EC cooperation

The Toolkit provides gender sensitive indicators at different levels (macro, meso and micro) but does not mention sexual and reproductive health-related indicators.

### 2. Programming guide for Strategy Papers; Programming Fiche: Gender equality

In this guide, there is broad reference made to gender-related indicators and a specific reference to SRH indicators, such as 'antenatal care coverage', 'the rate of assisted skilled birth delivery', 'maternal mortality ratio', 'prevalence of HIV (disaggregated by sex)', 'adolescent fertility rate' and 'unmet need for contraception'. This guide refers to 'indicators to be developed'. In this reference there is mention of an indicator related to prevalence of violence against women.

### 3. Programming guide for Strategy Papers; Programming Fiche: HIV/AIDS

In this guide, there are several indicators that refer to SRH indicators, such as: 'Number of Prevention of Mother-to-Child Transmission (PMCT) centres', 'HIV prevalence among pregnant women aged 15-24 years (EC core MDG indicator)', 'Percentage of HIV-infected pregnant women receiving a complete course of antiretroviral prophylaxis to reduce the risk of mother-to-child transmission'.

### 4. Programming guide for Strategy Papers; Programming Fiche : General Budget Support

In this guide, there is no referral to any gender-related indicators, including SRH indicators.

### 5. Programming guide for Strategy Papers; Programming Fiche : Sector Budget Support

In this guide, there is no referral to any gender-related indicators, including SRH indicators.

### 6. Programming Guidelines Strategy Papers; Thematic

In this guide, there is no referral to any gender-related indicators, including SRH indicators.

### 7. Framework Country Strategy Paper: a guideline for country analysis and the EU response strategy

In this framework, there is no reference made to the use of gender-related indicators, including SRH indicators. The framework document does make a recommendation to include sex-disaggregated data in the CSP and to include analysis of gender-sensitive issues into the country description. Examples are: 'special attention should be given to trafficking and violence against children and women' and 'analysis of the state of progress in sexual and reproductive health rights and gender equality'.

### 8. National Indicative Programme (NIP): Management tool to identify selected areas of cooperation for financing and measures and actions for attaining objectives

In this guide, there is no referral to any gender-related indicators, including SRH indicators.

## Gender and Sexual and Reproductive Health Indicators in the EU Development Aid

### 9. Gender Equality and Women Empowerment in Development Cooperation, Communication from the European Commission to the European Parliament and the Council (COM (2007) 100)

In this document, there is an extensive list of gender equality indicators, which include indicators on education, health, governance and economic activity. The mentioned SRH indicators include 3 indicators on violence against women and 5 indicators on SRH. For violence against women, these are 1. Existence of legislation on domestic violence; 2. Extent of legal recourse for victims of violence; 3. Number of hours of teaching in schools per semester on the subject of violence and for military, police and judiciary personnel. For SRH, these are: 1. Rate of assisted deliveries; 2. Ante natal/post natal care coverage; 3. Existing AIDS strategy/ definition of targets in anti-AIDS and sexually transmitted viruses policy; 4. Prevention of HIV mother-to-child transmission; 5. Prevalence of HIV/AIDS and malaria among pregnant women.

### 10. – 21. Country Strategy Papers (CSP) and National Indicative Programmes NIP)

The CSP is a descriptive analysis of a developing partner. According to the 'Framework Country Strategy Paper', the CSP should include sex-disaggregated data into the country analysis.

A prerequisite for the establishment of gender-sensitive indicators is the availability of statistical data disaggregated by sex. Table 2 gives an overview of the reviewed CSPs where sex-disaggregated data related to sexual and reproductive health were available.

**Table 2: Sex-disaggregated data and analysis in Country Strategy Programmes**

Sex-disaggregated data related to sexual and reproductive health	Incidence in 12 pilot countries	Countries
Maternal mortality rate	8	Ghana, Honduras, Indonesia, Kyrgyzstan, Nepal, Nicaragua, Suriname, Ukraine
Delivery by skilled health worker	8	Cameroon, Ethiopia, Ghana, Honduras, Indonesia, Nepal, Nicaragua, Ukraine
Under 5 mortality	4	Honduras, Kyrgyzstan, Nepal, Nicaragua
Fertility rate	4	Honduras, Kyrgyzstan, Nicaragua, Suriname,
Contraceptive use	4	Honduras, Kyrgyzstan, Nicaragua, Suriname
HIV/Aids prevalence men/ women	2	Honduras, Suriname
Coupled women who have suffered some physical or sexual abuse	1	Nicaragua
Girls that have been sexually abused before the age of 12	1	Nicaragua
% sexually abused girls that attempted suicide	1	Nicaragua
% of violence victims that denounce the situation to the police	1	Nicaragua

## Gender and Sexual and Reproductive Health Indicators in the EU Development Aid

**Table 3: Indicators extracted from the National Indicative Programme documents**

Gender-related Indicators in CSPs - NIPs	SRH Indicator	Incidence among 12 pilot countries	Countries
Ratio of boys to girls in primary and secondary education		5	Cameroon, Ethiopia, Ghana, Honduras, Nicaragua,
Number of jobs created through forestry investment, including number of women.		1	Honduras
% of land tenure regularised, of which % benefiting and women		1	Honduras
	Reduce maternal mortality	1	Ghana
	Skilled attendance at delivery	3	Cameroon, Ethiopia, Ghana
	HIV/AIDS prevalence among 15-24 yr old women	2	Cameroon, Ethiopia, Ghana

### 22. – 31. Financing Agreements

In the reviewed Financing Agreements, we have found the following indicators.

**Table 4: Indicators extracted from the Financing Agreements**

Gender-related Indicators in CSPs	SRH Indicator	Incidence among 12 pilot countries	Countries
Gross enrolment rate primary education boys/girls		2	Ethiopia, Ghana
Gross enrolment rate secondary education boys/girls		2	Ethiopia, Ghana
Completion rate grade 1-5 boys/ girls		1	Ethiopia
	Delivery by skilled health worker	1	Ethiopia
	HIV/AIDS prevalence among 15-24 yr old women	1	Ethiopia
	Reduction in infant mortality	1	Ethiopia
	Contraceptive prevalence rate	1	Ethiopia

### Conclusion

In the 'Toolkit on mainstreaming gender equality in EC cooperation', there is no mention of sexual and reproductive health indicators.

- In the 'Programming guide for Strategy Papers; Programming Fiche: Gender equality' there is mention of the need to develop indicators on prevalence of violence against women.
- In the 'Programming guide for Strategy Papers; Programming Fiche: HIV/AIDS' there are 3 interesting indicators related to HIV/AIDS and gender.
- In the CSPs, only Nicaragua has sex-disaggregated data on violence against women.
- In the reviewed NIPs there are no indicators identified on violence against women and one indicator identified on HIV/AIDS. This HIV/AIDS-related indicator is only identified in the NIPs of the African countries.
- In the Financing Agreements there is no reference to indicators related to violence against women. Only in the Financing Agreement of Ethiopia was there an indicator on HIV/AIDS and gender.

In the so-called soft documents, the documents that function as guidelines and are not binding, there is a frequent appearance of indicators related to gender equality and an occasional appearance of indicators on sexual and reproductive health.

In the documents where funds are being allocated and documents that are binding, such as the NIP documents and the Financing Agreements, there are hardly any indicators related to gender equality and to sexual and reproductive health.

The indicators that are used for monitoring results within the aid effectiveness agenda are not gender-responsive, which reduces the effectiveness of reaching those who are most impacted by poverty in the developing world.

If gender equality and sexual and reproductive health rights are at the heart of EC development policy, then the EC should explicitly address the issue in its budget support programmes, which currently channel about 47 % of Community's aid to ACP countries.