

Gender Situation Analysis and Gender Action Plan (GAP 2016-2020) in the context of EU - Cabo Verde cooperation

Prepared in the context of the GAP II (2016-2020)
“Transforming the Lives of Girls and Women through EU External Relations”

*Gender equality is a matter of human rights.
It is the foundation of democratic societies and good governance,
and the cornerstone of inclusive sustainable development.¹*

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The information and views of this report are those of the author and cannot, in any way, be taken to reflect the views of the European Union.



¹ Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations (2016-2020) (GAP II), p.1

Acronyms and abbreviations

ADEI	Agency for Enterprise Development and Innovation
AD	Action Document
AfDB	African Development Bank
ANAS	National Water and Sanitation Agency
ANMCV	National Association of Cape Verdean Municipalities
CAD	Comité d'Aide au Développement
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CERMI	Renewable Energy and Industrial Maintenance Center
CSO	Civil Society Organizations
DGPOG	General Directorate of Planning, Budgeting and Management
ECOWAS	Economic Community of West African States
EU	European Union
EUD	European Union Delegation in Cabo Verde
GAP	Gender Action Plan
GAP-CV	Gender Action Plan for Cabo Verde
GBV	Gender Based Violence
GFP	Gender Focal Point
GBS	General Budget Support
GRB	Gender Responsive Budgeting
GSP+	Generalized Scheme of Preferences
ICIEG	Cape Verdean Institute for Gender Equality and Equity
IDRF	Household Expenditure and Income Survey
IDSR	Demographic and Reproductive Health Survey
IEC	Information, Education and Communication
IMC	Continuous Multi-purpose Survey
IMF	International Monetary Fund
INE	National Institute of Statistics
LuxDev	Luxembourg Development Cooperation Agency
MDG	Millennium Development Goals
MS	Member States represented in Cabo Verde
NGO	Non-Governmental Organization
ODS	Sustainable Development Goals
PALOP	Portuguese-speaking African Countries
PEDS	Strategic Plan for Sustainable Development

PING	National Gender Equality Plan
PNVBG	National Action Plan to combat Gender Based Violence
PRGSP	Poverty Reduction and Growth Strategy Paper
QSG1-QSG2	Quality Support Group 1 and 2
RMP-CV	Network of Women Parliamentarians of Cabo Verde
SB	State Budget
SIDS	Small Insular Developing State
SIGOF	State Finance Information and Management System
ToR	Terms of Reference
UN Women	United Nations Entity for Gender Equality and Women's Empowerment
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

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1. Introduction

Gender equality is a universal principle and a fundamental value of the European Union, enshrined in its legal and political framework.² It is also a pillar of development and democracy, at the core of the global development agenda: gender equality is firmly placed at the center of the 2030 Agenda and Sustainable Development Objectives (ODS),³ reflecting growing political commitment of the international community with the effective guarantee of women's rights and with the intensification of the necessary investments to this effect.⁴

In line with its commitments towards the promotion of gender equality, in the context of the EU Gender Action Plan (GAP II 2016-2020),⁵ the EU Delegation in Cabo Verde, in close collaboration with Member States represented in country (Spain, France, Luxembourg and Portugal) and national partners, prepared a gender situation analysis for Cabo Verde.

The purpose of this analysis is to inform ongoing and future cooperation initiatives, stimulating gender sensitive approaches for all implementation modalities (general budget support, programmes, projects, calls for proposals, etc.).

The key gender mainstreaming measures to be implemented by the European Union Delegation (EUD) and Member States are captured in a results matrix (Annex 1). Two Member States – Spain and Portugal – are presently defining their cooperation programme with Cabo Verde and as such this matrix will need to be updated once these processes are finalized. Considering France's cooperation is nowadays primarily implemented through the French Development Agency, France is not referred to in the matrix.

The report highlights the gender situation in the 3 thematic domains of the GAP II – (i) physical and psychological integrity, (ii) social and economic empowerment and rights, and (iii) voice and participation, highlighting in particular the sectors and fields of action supported by the EUD and Member States in Cabo Verde, namely good governance, public finance, economic growth and employability, education and health, renewable energy, water and sanitation and climate change. Gender based violence (GBV) is presented in its interface with several sectors, such as education, health, justice, security, etc.

This analysis highlights the gender commitments that already exist in different ongoing programmes, and indicates the areas , in which gender mainstreaming could be improved. Gender challenges are presented, as well as the existing opportunities to advance gender

² Articles 2, 3 and 21(1) of the Treaty on European Union (TEU) and Article 8 of the Treaty on the Functioning of the European Union (TFEU), Article 23 of the Charter of Fundamental Rights of the European Union (2000/C 364/01), the Strategy for equality between women and men 2010-2015 (COM(2010) 491 final), the EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015 (SWD, SEC(2010) 265 final), Joint Communication to the European Parliament and the Council, Action Plan on Human Rights and Democracy (2015-2019), "Keeping human rights at the heart of the EU agenda" (JOIN(2015) 16 final), 28.4.2015

³ Preamble of the UN (2015) A/RES/70/1 - Transforming our World: the 2030 Agenda for Sustainable Development, paragraph 20: *"The 17 Sustainable Development Goals and 169 targets which we are announcing today demonstrate the scale and ambition of this new universal Agenda. (...) They seek to realize the human rights of all and to achieve gender equality and the empowerment of all women and girls.*

⁴ GAP II (2016-2020)

⁵ Adopted in Sept 2015 by European Commission and European External Action Service (SWD(2015) 182 final)

mainstreaming; the gender initiatives of partners are also mentioned, including already existent initiatives and those planned to be implemented, in the specific sectors on which they work on gender equality.⁶

Additionally, the EUD and Member States (MS) intend to substantially improve the way they work on gender equality, in permanent dialogue with national authorities. An effort reflected by the 4th domain of the GAP II – *Shifting institutional culture*, without which it would be difficult to achieve better gender investments and results. Such efforts should be monitored and documented, considering cooperation in Cabo Verde is based, to a great extent, on General Budget Support (approximately 95% of the funds made available to the country by the EUD). The discussion on how to mainstream gender into General Budget Support is an ongoing discussion, and compiling and sharing lessons learned and good practices would be of added value.

The GAP for Cabo Verde (2016-2020) has several annexes, in particular:

- GAP results matrix: it presents the GAP objectives that EUD and MS will monitor over the 2016-2020 period and for which gender mainstreaming efforts will be strengthened.
- Gender analysis of different cooperation modalities implemented by the EUD and MS in Cabo Verde, with recommendations on how to strengthen gender mainstreaming.
- List of meetings conducted and documents reviewed for the elaboration of the GAP-CV.
- Tools to be used by the EUD in support of the institutional culture shift in terms of gender equality (4th domain of the GAP II).

⁶ This analysis was prepared based on a documental review, consultative meetings and dialogues with national partners and international cooperation, as well as civil society representatives (as per list of meeting in annex II). The preliminary results of the analysis were shared and discussed during a thematic workshop organized at EUD offices on the 28th of November 2016.

2. National context

Cabo Verde is known for its solid political and economic governance, transparent and participated electoral processes, sound institutions, free media and respect for human rights. As a result of the progress achieved in human development and per capita income, Cabo Verde graduated from the list of Least Developed Countries at the end of 2007. Important advances include a substantial reduction of poverty (from 49% in 1989 to 24.2% in 2015) and significant improvements in health, education, nutrition, among others, leading to better living conditions for the population.

Nonetheless, the 3rd graduation criterion - economic vulnerability - is still to be met.⁷ The country is characterized by scarce natural resources and its Small Insular Developing State (SIDS) condition, which makes it vulnerable to external economic and climate change related factors. With its small and undiversified economy, the country is strongly dependent on tourism and remittances from the diaspora, while the challenges of financing its development and economic growth have been aggravated by the global and euro zone financial crises.

According to the Global Gender Gap Index (2016) Cabo Verde ranks 36 out of a total of 144 countries.⁸ However, although results are excellent for health and education (except for persisting gender gaps in adult literacy), the country ranks 104th on economic participation and opportunities. As for women's political empowerment, even though Cabo Verde ranks 23rd overall, it falls to the 62th position regarding women's representation in parliament. These rankings reflect the progress achieved by the country, resulting from investments made over time in human capital, but also signal persisting challenges in women's empowerment in all spheres of society, in particular in labor market participation and decision making, both in the private and public spheres.

The **legal and political context** in Cabo Verde is favorable to equality between women and men, and to women's empowerment, in line with the country's international and national commitments. Cabo Verde has ratified the main international and regional human rights instruments: these become immediately applicable at national level once ratified, in light of Cabo Verde's Constitution. The CEDAW, the Cairo Programme for Action and the Beijing Platform for Action are regularly monitored, benchmarking progresses in gender equality. Two monitoring reports exist in relation to MDG 3.

The **national legal framework** guarantees equality and non-discrimination before the law and the national gender policy (PNIG, 2015-2018) provides a detailed analysis of legal framework achievements over the last few years (p. 43-45). However, it identifies challenges in terms of "*occasional situations where it could be improved and areas for which special affirmatives actions are warranted to overcome existing inequality*" (p.64).⁹

⁷ Graduation criteria: (1) GDP *per capita*; (2) human development (nutrition, health, education and adult literacy indicators); (3) economic vulnerability (based on indicators of instability of agricultural production, instability of exports of goods and services, population size, among others).

⁸ World Economic Forum <https://www.weforum.org/reports/the-global-gender-gap-report-2016>

⁹ PNIG (2015-2018), p. 43-45 for details on the legal framework and quote on p.64

There is **political commitment** at the highest level. Both the Government’s Programme for the IXth legislative term (on which the new development plan will be based: the Strategic Plan for Sustainable Development, currently under formulation),¹⁰ and Cabo Verde’s Transformation Agenda 2030, are explicit on the importance of gender equality for the country’s development: 2 of the 11 “*commitments for the decade*” specifically address gender issues, while several others refer to social inclusion issues. The Government’s Programme also makes references to root causes of gender inequality and sets forth Cabo Verde’s intention of becoming a reference for gender equality and social inclusion matters. The main lines of the social inclusion policy propose a territorial and integrated approach (based on the mapping of poverty, its characteristics, multi-sectoral and proximity responses); for the gender policy, the commitment to gender mainstreaming in all spheres of governance, initiatives that promote gender equity, the establishment of a care system agenda, and the formulation and implementation of gender responsive budgets, in order to overcome «*the traditional treatment that gender issues receive as a simple add-on to projects funded by donors*» (p.80). Several priorities are identified for improved gender mainstreaming, with particular emphasis on the rural world, where poverty and gender inequality tend to be greater.¹¹

The Gender Equality Plan (PNIG, 2015-2018) is structured around 8 strategic pillars: (1) Health, (2) Sexual and Reproductive Rights, (3) GBV, (4) Education and professional training, (5) Productive economy, (6) Reproductive economy, (7) Political participation, decision making and communication, (8) Institutional strengthening towards improved gender mainstreaming in public policies. There is an almost perfect alignment between EU and national gender priorities, both in terms of the 3 thematic domains of the GAP II, and its horizontal domain (institutional culture shift in EU structures, which corresponds to pillar 8 of the Gender Equality Plan on gender capacity strengthening). It is worth mentioning that the PNIG strategic pillar on GBV counts with a specific Action Plan.¹²

GAP II priorities (2016-2020)	Strategic pillars (PNIG, 2015-2018)
Physical and psychological integrity of women and girls	1. Health 2. Sexual and Reproductive Rights 3. GBV
Social and economic empowerment and rights of women and girls	4. Education and professional training 5. Productive economy 6. Reproductive economy
Voice and participation of women and girls	7. Political participation, decision making and communication
Shifting institutional culture and services towards a more effective implementation of gender equality commitments	8. Institutional strengthening towards improved gender mainstreaming in public policies

¹⁰ The evaluation of the PRGSP III (2012-2016) is being conducted, with technical support from EU and other development partners: it includes addressing social and gender issues. The PEDS elaboration process will be launched end of January 2017 and will involve sectors and other stakeholders

¹¹ Government’s Programme IX legislative term (2016), section 13 – *Social welfare State, human capital, living conditions and combating inequalities*, in particular the *Gender Equality* section, but not exclusively, p.79-80)

¹² 2nd National Plan to Combat GBV (PNGBV, 2014-2016)

In terms of **institutional framework**, gender equality is now under the oversight of the Minister of Family and Social Inclusion. The ICIEG is renovating its leadership and technical team. It will integrate a gender mainstreaming approach in sectoral programs, and as such will be likely to assist different sectors with technical assistance on gender equality mainstreaming. It will coordinate, in partnership with the INE, the Gender Equality Observatory. The ICIEG will continue to work in close collaboration with civil society organizations dedicated to gender equality.

The role of **civil society** organizations working on gender equality has been crucial for the country, both in terms of service provision for their beneficiaries and participation in the formulation of gender equality policies, as well as advocacy, with very concrete results in many cases.¹³ Nonetheless, the majority of civil society organizations, working in different areas at national and local level, does not systematically use a gender approach when designing activities. Additionally, the participation of civil society representatives in the formulation and monitoring of public policies – national, sectoral and local, including in respect to gender mainstreaming, is far from being systematic. Specific participation mechanisms are required in order to go beyond the current level of consultation and information sharing.

The EUD and MS are committed to enhance their contribution to tangible results in the field of gender equality. The following challenges to effective gender mainstreaming in **EUD and MS cooperation** need to be taken into account:

- ▶ Integrating monitoring of gender equality progresses in the General Budget Support (GBS) modality.
- ▶ The availability of sex disaggregated data and specific gender indicators, which supply information for analyses, priority setting and progress monitoring.
- ▶ Strengthening internal and partners' institutional capacities on gender sensitive approaches in key GBS supported domains. The majority of the current cooperation is concentrated in the areas of growth, competitiveness and finance versus social domains. Gender mainstreaming in these new fields of action traditionally receive less attention.
- ▶ Fostering partnership and coordination between EUD and MS, and other stakeholders working on gender equality, in particular United Nations / UN Women.

As for the **selected GAP II objectives**, the EUD and MS represented in Cabo Verde intend to monitor eight objectives, related to the physical and psychological integrity of women (GBV and health), their economic and social empowerment (education, professional training and employability; social protection/decent work; financing of income generating initiatives), and participation in decision making (participation in policy and governance processes; participation in local development processes; participation in climate change resilience). The selected domains are aligned to gender equality national priorities - as per National Gender Equality Plan, National Plan to combat GBV and the Government's Programme - as well as concentration domains of cooperation with Cabo Verde.

¹³ PNIG (2015-2018), p.46 and following: advocacy to pass the GBV Law, gender responsive budgeting, on men's engagement in GBV eradication, etc.

Considering the importance of GBS in Cabo Verde, and associated targeted institutional capacity strengthening, some objectives in the 4th domain of GAP II will be closely monitored: namely, those linked to political and policy dialogue on gender issues, and the systematic use of gender analysis, to inform design of funded programmes and policies.

Physical and psychological integrity	7. Girls and women free from all forms of gender based violence
	11. Ensure access to sexual and reproductive rights and services, including sexual education and health education
Social and economic empowerment and rights	13. Increase in girls and women that receive quality education and professional training and/or on entrepreneurship
	14. Access to decent work for women of all ages
	15. Equal access of women to financial services, use and/or control over land and other productive resources, as well as support to entrepreneurial initiatives
Voice and participation of girls and women	17. Equal rights and ability for women to participate in policy and governance processes at all levels
	18. Empowerment of girls, women and their organizations to participate, as accountability agents, in public policy and budget processes at all levels
	20. Equal rights enjoyed by women to participate in and influence decision-making processes on climate and environmental issues

3. Situation analysis per sector / domain

3.1. Economic opportunities – competitiveness and employment

3.1.1. Gender situation analysis

Gender issues associated to poverty, labor market, professional training and education, productive and reproductive economy and care system, tourism and related sectors, business environment, tax policy and trade

Cabo Verde's biggest challenge is to promote economic growth and labor market's capacity to absorb the available workforce, in order to reduce poverty and unemployment, and strengthen social cohesion. Poverty reduction, through strengthened competitiveness and employment, is one of 5 priority areas for institutional capacity strengthening of EU's GBS agreement. It is also the only specific objective that has an indicator for which data is disaggregated by sex, recognizing gender inequality in employment and employability.¹⁴ The challenges to economic empowerment of women are analyzed in some detail in this section: they need to be taken into account in cooperation initiatives, if the main objectives stated above are to be achieved.

In spite of the overall reduction in **poverty** rates, to 24.2% in 2015, women continue to be overrepresented among the poor (53%).

- ⇒ In 2007 the relative poverty rate was 26.6%
- ⇒ With 1 in every 3 households represented by women in poverty (33%)
- ⇒ And 1 in every 5 of those represented by men (21%)
- ⇒ In 2015 relative poverty continues particularly high in the rural areas (around 41%)
- ⇒ But still 3.3 percent points lower than in 2007
- ⇒ In urban area poverty is still lower than in rural areas (15%)
- ⇒ But it went up 1.8 percent points in relation to 2007
- ⇒ *Expenditure* (poor and non-poor households) in households represented by women is lower than that of households represented by men (about 10 percent points lower annual expenditure)

INE (18 November 2016) Presentation of the preliminary results of IDRF III

In terms of **livelihoods** and **activity rate**, data shows that:

- Work is the principal livelihood of 35% of women, while this happens for 51% of men (Census, 2010).
- The Employment Survey (IMC, 2015) shows women have a substantially lower activity rate than men – respectively 52.7% and 64.1% - difference of 11.4 percent points. In numbers, this corresponds to 158.910 inactive working age persons, 67.375 men and 91.536 women.
- Disparities are greater in rural areas, where women's activity rate is 41.6% and men's 59% - difference of over 17 percent points.

¹⁴ Indicator: *Pourcentage des Jeunes (15- 24 ans) ayant conclu avec succès des cours de formation professionnel et trouvé un emploi dans un délai d'une année (désagrégé par sexe)*

- Motives for being considered inactive are different for women and men: 22.5% of women refer to family responsibilities, a motive referred only by 4% of men (Census, 2010). According to the IMC (2015), 10% of inactive working age persons refer to personal and family responsibilities as motive for being inactive, and 15% disability, illness, accident or pregnancy: the majority of respondents will most likely have been women.¹⁵

There are several consequences of women's lower integration in the labor market:

- Women's economic dependency, knowing that women are often the sole provider for the household, accumulating breadwinning and caretaking roles. In particular in the case of one-parent families: 39% of the close to 139.000 households existing in Cabo Verde are one-parent families (nuclear or composite) - 33% of the households represented by a woman and 6% of households represented by a man.¹⁶ Thus, what might be considered a typical family structure (a couple with children, living together, where the man is the principal breadwinner and the woman a housewife or source of additional income) is very far from being a reality in Cabo Verde.¹⁷
- In addition to present dependency, women will potentially be dependent in the future, considering they will not access Social Security and contribute towards a pension. A concern that also applies to employed women, since women not only enter the labor force later than men, but also spend a considerable lower amount of time in the labor market (on average 40 to 44 years of work for men and 30 to 34 years for women), as shown by Marone (2016) based on a 2014 (IMC) analysis of employment data.
- Beyond the individual, family and social perspective, the same author highlights the economic costs to the country derived from women's lower participation rate in the labor force. Indeed, Cabo Verde is experiencing a demographic dividend situation, typified by a high proportion of working age persons (15-64 years of age): in principle they produce more and consume less (i.e. health and education expenses, etc.) than persons of other age groups (children and elderly). The increase in the number of workers in the labor force per dependent would increase the demographic bonus effect. In Cabo Verde this would require women's and youth's (women and men) integration in the labor market. Based on the employment data of 2014, the author presents an estimate: solving gender disparities in the activity rate would have a potential growth effect to up to 12.2% of the GDP.¹⁸

In terms of **unemployment**, there is presently a decrease in gender disparities on the overall unemployment indicator.¹⁹ The situation per island and municipality varies however considerably, to the disadvantage of both women and men, in different contexts. Youth unemployment is traditionally an area of wide gender disparities: in 2015, at national level, gender disparities only reveal themselves among 15-19 year olds, with higher gender

¹⁵ IMC data is not presented disaggregated by sex. Additionally data on disability, illness and accident should be separated from data on pregnancy, both for conceptual reasons and in order for the data to be useful.

¹⁶ INE. Statistics on standards of living - IMC 2015. Underemployment is measured based on n^o of hours worked: less than 35h and when the person wishes to work more hours.

¹⁷ Based on the Gender Technical Annex of Programme CVE – 081 / LuxDev (2015).

¹⁸ Marone (2016) Demographic Dividends, Gender Equality, and Economic Growth: The Case of Cabo Verde. *IMF Working Paper* WP/16/169. Institute for Capacity Development.

¹⁹ Nonetheless, sex disaggregated data on employment has been contradictory over the last few years

disparities in rural areas. This means gender analysis needs to be based on more detailed data disaggregation, beyond the women/men breakdown.

- ⇒ National unemployment rate: women 11.2% - men 13.5%
- ⇒ National unemployment rate among 15-19 year olds: 30%
- ⇒ 35% women (15-19 year olds)
- ⇒ 26% men (15-19 year olds)
- ⇒ Urban areas: 47% men and 40% women (15-19 year olds)
- ⇒ Rural areas: 12% men and 24% women (15-19 year olds)

INE (2016) Employment and Labor Market Statistics – IMC (2015)

Strong gender segregation exists in **employment** and women's employment niches are not necessarily lucrative, socially valued or secure, affecting their income.

- ⇒ Informal sector: women represent 59% of workers in 2014²⁰
- ⇒ Domestic employment: in 2015, it is the 3rd employment niche of women
- ⇒ Women's 1st & 2nd employment niches (trade & agriculture) are dominated by informality
- ⇒ Women represent the great majority of unpaid family workers
- ⇒ Underemployment: higher among women (28% versus 24% for men)
- ⇒ Disparities are deeper in rural areas (*which undermines lower unemployment rates in rural areas*)
- ⇒ Underemployment rate in rural areas: 46%
- ⇒ 2 in every 5 men are in this situation (40%)
- ⇒ And over 1 in every 2 women (55%)
- ⇒ Agriculture/fisheries absorbs 19% of occupied persons in 2015 (was 15.3% in 2014)
- ⇒ But only 34% are women (versus 66% men)
- ⇒ This represents progress compared to 2014 (25%) and 2013 (22%), but the proportion is still low

INE, Informal Sector Survey (2012 and 2014)

INE, Employment and Labor Market Statistics – IMC (2013, 2104 and 2015)

With regard to **company leadership**, according to the IVth Business Census, in 2012 the majority of businesses in Cabo Verde were managed by men (65% versus 35% by women). The proportion of women in leadership was only above the national average in the islands of Sal (42%), São Vicente (39%) and Boa Vista (37%). However, if only companies with organized accounts are considered (presumably they are bigger and more profitable than businesses that do not have organized accounts), only 18% are led by women.²¹

Women with lower levels of **education** do better in terms of employment rates than men with the same education level (lower unemployment rate). On the contrary, women with higher levels of schooling have higher unemployment rates than men, illustrating the fact

²⁰ The 2012 informal sector survey presents more sex disaggregated indicators: overall salaries are low (50% of informal sector employees earn less than 11.800 CVE monthly) and especially in the case of women (twice as low as men's); 60% of women are unpaid family workers

²¹ INE and ICIEG (2015) Women and Men in Cabo Verde: facts and figures

that improved education might not result, on its own, in improved labor market insertion for women.

- Only 3% of women with no education level are unemployed against 11% of men: which basically reflects women's precarious insertion in the labor market, as described above.
- For post-secondary education level, unemployment affects 13.2% of women and 9% of men: a 4 percent point difference that ascends to 10 percent points in rural areas, where the unemployment rate is 20.1% for women and 10.5% for men.²²

A statistical analysis of the World Bank shows that in Cabo Verde only a small part of men's and women's differentiated probability of being inserted in the labor force can be attributed to differences in human capital (i.e. more experience, years of education, skills developed). Differences in human capital between men and women are significant, but they only explain less than 1/4 of male-female differences: the greater part of existing differences can be attributed to discrimination factors.²³

Looking at **education and professional training systems**:

- Girls/women are more successful overall than boys/men (they leave school later & are less likely to repeat grades) at all levels (from primary to higher education).
- Nonetheless, subject choice is still marked by gender stereotypes, with a clear division between sciences/technology (except health related subjects) and social sciences and arts.
- Although progress has been achieved over the years, rural women over 35 years of age require special attention, as they continue to have substantially higher rates of illiteracy, which limits the type of professional training and qualification they can access. The ongoing increase in the number of years of compulsory basic education, up to grade 8, will positively affect adult and youth literacy services, for women and men that left school early.
- Many of the women that require qualification, to improve their labor force integration, are engaged in the labor market, in the subsistence economy.²⁴

Both the education system and the professional training system are determinant for gender equality: due to their linkage to employment and employability, but also as instruments for encouraging "*social transformation and change of mindsets*" (PNIG p.31), especially as in Cabo Verde access rates at all educational levels are high. Thus, in addition to parity, many other dimensions should be targeted for effective gender mainstreaming: curricula that contribute to gender education (equality, mutual respect and co-responsibility); teachers' training on gender equality; educational resources; equal participation of women in management and decision making; school security; gender sensitive vocational counselling.

²² INE (2015) IMC

²³ Christie, T. & Rioja, F. (2013). Shifting the Composition of Expenditures and Financing to Enhance Growth Potentialities, chapter 3. In World Bank (2013) Addressing the challenges of a middle-income small state - Country Economic Memorandum

²⁴ Based on the Gender Technical Annex of Programme CVE – 081 / LuxDev (2015).

From the perspective of gender equality, the ongoing debate on the care system is paramount. It focuses on a major root cause of gender inequality - the **productive and reproductive economy**, and its consequences, in light of the sexual division of labor. The productive economy includes all production activities, of goods and services, geared towards the market. Usually it refers to paid work, conducted in the public sphere. On the other hand, a number of tasks need to be conducted every day in order to take care of the physical and emotional wellbeing of people, and they require considerable time and effort. Although these activities ensure people's reproduction and the sustainability of the economic service, this part of the economy, called reproductive economy, is unpaid and realized in the private sphere. The Time Use Survey, conducted in 2012 by the INE, shows that women are poor in time, due to social gender roles and stereotypes, that grant them almost exclusive responsibility for domestic chores, children's education and family care: on average they dedicate 3 hours and a half more per day than men to unpaid work, while 90% of women engage in unpaid work, in comparison to 73% of men. The most affected women are the poorest: they have a higher unpaid workload that limits the time they can invest in productive work, to improve their training, look for employment, basically they have less opportunities to attain necessary requirements to exit poverty.²⁵

- ▶ Women with lower comfort levels and less schooling do more unpaid hours of work.
- ▶ The difference between women with basic education (or illiterate) and women with post-secondary education is on average 10 additional hours of unpaid work per week.
- ▶ The life cycle also has an impact: from teenage years onwards, women progressively dedicate more time to unpaid work, up to almost double the time that men dedicate to unpaid work. This workload only decreases again from 65 years of age onwards.
- ▶ The time dedicated by women to care for children increases with the nº of sons/daughters (on average over 12 additional hours of work per week separate women with 1 child from women with 3 children)
- ▶ In the meantime, men's participation stays the same along the life cycle (no impact of creating a family and/or having children) and overall low, across all comfort and academic levels.

**Situation analysis of the PNIG
INE (2012) Time Use Survey - IMC**

As such, the availability of support care services for dependents (small children, elderly, and handicapped) benefits in particular women and may enable their integration in the labor market. This is especially important for the social inclusion of poor women through employment. The establishment of support services also holds, in itself, the potential for employment generation, generating work for women. A more transformative approach should not however be neglected, promoting shared responsibility in unpaid work also within the family.

Marone (2016) identifies two types of policy that are liable to promote women's work force participation, one focuses on the reduction of time dedicated to unpaid work (in addition to the already mentioned support services, access to water and electricity, and targeted cash

²⁵ National Gender Equality Plan (PNIG, 2015-2018), p.13-15

transfer programmes); whereas the other one focuses on increasing women's employability and recruitment, including flexible work modalities, female entrepreneurship, specific training and access to financing, campaigns to increase gender diversity in companies, elimination of discriminatory and autocratic practices.

The Government's Programme relies on tourism as a growth promoting sector: it is considered central to the economy because of its potential to generate scale. As such the sectoral approach should give way to «*multi specialization of the Cape Verdean economy*» (p.39) and include creative economy, agribusiness and entrepreneurship, and other relevant sectors.

In 2015, 7.4% of occupied active work force was employed in the sector of **tourism**, especially in hospitality (hotels and restaurant industry). It is a sector which employs mostly women: they represent practically 62% of workers. Tourism is women's 4th employment niche, while it is in 6th position for men. The jobs generated are concentrated mainly on the islands of Sal and Boa Vista and are, to a large extent, seasonal (linked to high seasons): 60% of workers have insecure contracts (period of 3 to 6 month).²⁶ The trainees qualified by Cabo Verde's School of Hotel and Tourism Management (the majority of which are women) have a high employability rate, around 75% both for women (75%) and men (74%).

Promoting gender equality within the sector means mostly promoting a sustainable and gender sensitive tourism. However, currently, *all-inclusive* is the prevailing model: it is based on international chains of goods and services. It has limited impact on the local economy, and even on the labor market, while raising social and environmental issues.²⁷ Considerable challenges exist in connecting internal markets to tourism (among others, high production costs, transport, and market scale). Efforts to better integrate tourism with local markets will need to explicitly take into account women's position in value chains (i.e. agribusiness, creative industries), whether they are already involved or need to be involved.

Based on UNCTAD's (2010) definition, the concept of **creative economy** includes resources that potentially generate growth and economic development: income generation, employment creation and export revenues, while promoting social inclusion, cultural diversity and human development. Beside music, Cabo Verde has made efforts to promote "*artesanias criativas*" (crafts),²⁸ based on small scale productions, through collaborative practices, financed via microcredits. This represents an approach aimed at social inclusion, although the approach doesn't guarantee that women's specific situation is referred to or systematically monitored.

In the overall employment survey (IMC, 2015) artistic, sports and recreational activities presently generate less than 1% of employment and are dominated by men (92% versus 8% of women). A specific study conducted with support from the EU, which takes into account a more encompassing array of activities, brings new shades to this data and estimates that

²⁶ ICIEG, Tourism General Directorate, UN Women (2016) Action Plan to Mainstream Gender in Tourism (2016-2018)

²⁷ Marone (2016) Demographic Dividends, Gender Equality, and Economic Growth: The Case of Cabo Verde. *IMF Working Paper* WP/16/169. Institute for Capacity Development.

²⁸ Ministry of Culture (2014) Strategic Integrated Plan for the Development of Creative Economy

cultural employment, in its diverse dimensions, mobilizes between 10.3% and 10.6% of the country's working force.²⁹

Employment areas include:

- ▶ Performing arts (live music shows, performances and celebrations) (39%)
- ▶ Audiovisual and interactive media (16.7%)
- ▶ Manufacturing (8.7%)
- ▶ Books and printing (4.8%)
- ▶ Design and creative services (4.6%)
- ▶ Handicraft (4.3%)
- ▶ Intangible assets (4.3%)

Study on the impact of Culture on Cape Verdean Economy (2013)

There is no gender analysis of the data referred to in this study, but another study depicting the sector in 3 PALOP countries suggests that in Cabo Verde the leadership of initiatives is mostly male, while female participation exists mostly at the level of implementation of activities and organization management. Overall the sector is dominated by microenterprises and informality: on average 66% of production units in the cultural sector are informal, with all the constraints associated with this condition.³⁰

The role of **Agribusiness** is essential considering the fact that poverty is concentrated in rural areas, where the opportunities to access a regular independent income are limited.³¹ Agriculture is, to a considerable extent, seasonal. Especially in the case of dry farming: women are over-represented in this kind of agriculture, while men dominate irrigation farming, which is more lucrative.

The sector is marked by the lack of sex disaggregated data. As such, monitoring the impacts that investments in this sector have on the life of women and men is very difficult. The majority of strategic and planning documents does not follow a gender approach, even though the sector is intimately linked to productive activities, which are determinant for household income (agriculture, livestock, fisheries, etc.). The MDG 3 report (2014) refers for instance to the fact that *“the opportunities that result from investments already made, such as water dams, should be accompanied by a solid gender analysis, otherwise their impact on rural women may be limited”* (p 9).

- ▶ Women's and men's situation is quite different in rural areas: in terms of education, access to information and modern agriculture technologies.
- ▶ Gender issues exist in relation to access to land.
- ▶ Value chain analysis does not clarify the role that women and men have in each link of the chain, which makes it difficult to develop value chains with a gender perspective.

²⁹ Study on the impact of Culture on the Cape Verdean Economy (2013), prepared within the *Assistance technique au Secrétariat ACP pour la gestion du programme EU-ACP d'appui au secteur culturel (ACP Cultures+)*

³⁰ ACEP (2016) Creative Futures – Economy and Creativity in Cabo Verde, Guinea-Bissau and São Tomé and Príncipe

³¹ ICIEG (2014) PNIG (2015-2018)

Some constraints identified for agribusiness:

- Unequal participation of women in the rural areas.
- Lower access to production factors, credit and capacity building initiatives, coupled with the lack of mechanisms for positive discrimination.
- Gender barriers in the access and control over resources, linked to social division of labor stereotypes.
- Lack of knowledge on the differentiated situation of women and men in value chains.
- Without this knowledge, designing gender strategies to stimulate agribusiness is tricky.

UN Women (2012) Gender analysis of the agribusiness sector

As private sector and entrepreneurship promotion are very present in the public agenda, **women's entrepreneurship** has received some attention. In light of women's economic situation, as discussed above, a specific strategy may be required. Indeed, women entrepreneurs often lack the *"experience, tools and skills that enable them to consistently analyze market opportunities, improve their products and sustainably place them on the market"*. (PNIG p.37)

The promotion of women's entrepreneurship needs to go beyond parity issues, as women, especially the poorest, face specific challenges. In their majority, women are looking for better living conditions (*"need based"* entrepreneurship). Thus, different approaches may apply to different profiles (age, education level, motivations, skills, experience).

- ▶ Some organizations that support women's entrepreneurship (NGO, community based associations, microfinance organizations) and institutions practice a social approach rather than an economic-entrepreneurial approach
- ▶ The logic is primarily that of microcredit
- ▶ Beneficiaries are mainly women, heads of households, from 30 to 50 years of age
- ▶ Impact: increased autonomy and self-esteem; income channeled towards the improvement of life conditions of the household (education, health, nutrition, housing)³²
- ▶ These are therefore initiatives that promote social inclusion, through income generation
- ▶ Nonetheless they are not necessarily business initiatives
- ▶ Most are informal activities that generate survival level income
- ▶ The microcredit recovery rate is high, but businesses have sustainability issues

Access to credit is systematically referred to as a constraint. Although sex disaggregated data does not exist in relation to access to credit, the fact that women are the prime target group of microcredit gives an indication. And even then, the penetration of microcredit is low – estimated at 2.9%, especially in rural areas and areas of difficult access.³³

In terms of bank credit:

- ▶ It is possible that women are less able to offer guarantees, due to their socio-economic situation and, in the case of real estate assets (a possible guarantee for banks) due to

³² ICIEG (2013) Aloe Vera Production Cooperative in Ribeira Grande de Santiago: Case Study

³³ LuxDev, Project document for the *Projet d'Appui au Développement de la Finance Inclusive* (PADIF 2016-2018)

the informality of rights: a study estimated that in Praia almost 92% of housing and 82% of businesses are not properly documented (real estate registration).³⁴

- ▶ In the case of women in *de facto* unions, institutional practices require the official recognition of the union to register the property in their name as well, in cases where the documentation is solely in the name of the consort.³⁵
- ▶ The population at large, and even institutions, ignore the Civil Code provisions relative to *de facto* unions, as well as associated procedures. Recognizing a *de facto* union is an uncommon practice and depends on the will of both consorts.

Business environment is key to competitiveness and growth and, in general, measures that remove bureaucracy and simplify/make procedures clearer will facilitate economic access for women as well. There is a need to ensure that women access complete information easily, and that they are included in decision making bodies, from a female entrepreneurship perspective.

Tax policy in turn is associated with business environment, through tax incentives: they affect specific sectors/activities and will therefore impact differently men and women associated to those sectors/activities.

Additionally, one of the main issues being addressed is the formalization of businesses of the informal sector, in order to increase the tax basis. Nonetheless, informality also represents a survival strategy, and programmes to strengthen entrepreneurship are still few and do not always have a gender focus (PNIG, p.35).

From a citizen's point of view, the family structure has an impact on the tax submission rules (individual or family revenue). It is in fact used in several countries as an incentive in the context of population policies:

- ▶ A high proportion of Cape Verdean families are one parent families (39% in 2015, IMC).
- ▶ Almost all represented by women.
- ▶ A high proportion of families are based on *de facto* unions (20.5% versus 10% of marriages among the adult population).³⁶

Tax policy reforms are being made and their gender impact is not known (on whom taxes and fees fall). They also impact the public budget, considering that tax policy determines the level of revenue collection, which will be available for investment in public policies.

Another issue associated with business environment is **trade** and its liberalization, and policy reforms in this area are liable to impact differently women and men, both in a favorable or unfavorable way:

- ▶ The impacts depend on the individual position of each woman and her natural or acquired capacities.
- ▶ Some women might be threatened by competitiveness in a specific sector.

³⁴ Fundación Canaria & ILD Europa (2010) Extra-legal Panorama in Cabo Verde

³⁵ Rose, I. & Barros, C. (2016) Balancing Legal Formalism with the Potential Risk of Gender Bias: Challenges in Cabo Verde's Property Rights Cadaster Project
<https://www.conftool.com/landandpoverty2016/index.php?page=browseSessions&presentations=show&search=lan+Rose>

³⁶ INE (2010) General Census of the Population and Housing - RGPH

- ▶ In another sector, they might benefit from employment opportunities and improved salaries.³⁷

Specifically, based on a case study of Cabo Verde, UNCTAD (2010) recommends the establishment of commitments on women's access to employment in sectors in which they are likely to be well represented (i.e. tourism, offshore financial services) and studying possible gender incentives for those sectors, including conditioning investors to train and recruit women. UNCTAD refers as well to measures to protect copyright (TRIPS obligations - *trade-related aspects of intellectual property rights*) for knowledge domains and crafts that incorporate local culture elements (i.e. medicinal plants and byproducts, traditional textile, etc.).

In relation to **trade agreements with the European Union**, Cabo Verde benefits from the generalized scheme of preferences (GSP+): it consists of a total exemption of taxes on exports (*everything but arms*) to the European Union. The agreement foresees, concomitantly, tools to monitor the implementation of international human rights conventions ratified by Cabo Verde, including the CEDAW. From the point of view of economic growth stimulus, it would be worth analyzing the type of initiatives that are benefiting from the GSP+, and whether it has an equitable impact on women and men (decent job creation within firms that benefit from the exemptions, etc.). Better dissemination of the exemptions may also be relevant, as well as supporting measures to stimulate production in the context of GSP+, integrating a gender approach.

3.1.2. Sector context analysis and recommendations

Opportunities

- ▶ Up to date information on poverty and rural development available (IDRF, Agricultural Census), which can be used for in-depth gender analysis/studies.
- ▶ Planned consolidation of the Employment Observatory.
- ▶ Existence of a ***Plan to mainstream gender in the tourism sector (2016-2018)***.
- ▶ Priority is given to tourism related sectors, among these: agriculture, its modernization and organization of value chains.
- ▶ ***National strategy for transition from informal to formal economy*** is being formulated.
- ▶ Establishment of the Care System, promoting women's access to the labor market.
- ▶ Commitment to universalize access to education from preschool to 12th grade: generalization of access to preschool is already ongoing (for 5-6 year olds), as well as the effective generalization of compulsory education till 8th grade; the curricular integration of human rights, gender equality and citizenship is planned, in different subjects, through the establishment of concrete learning objectives.
- ▶ Establishment of a Higher Education Regulation Agency is foreseen (Agency Establishment Team - *comissão instaladora* - operational).

³⁷ UNCTAD (2010) Assessment of the impact of trade policy reform in countries acceding to the world trade organization: the gender dimension

- ▶ Superior Education Institute, in charge of teachers' training for basic education, to be integrated in the University of Cabo Verde.
- ▶ For professional training, implementation of a market integration approach: greater focus on market demand, support services for integration, entrepreneurship and financing.
- ▶ Improved liaison between compulsory education and professional training, and universalization of adult education for the 8 years of compulsory education (for adults up to 35 years of age).

Ongoing initiatives and partners

- ⇒ The **General Budget Support agreement** includes institutional strengthening of the following institutions:
 - ADEI and Chambers of Commerce, in relation to the Enterprise Development Programme, which can be very relevant for women's entrepreneurship.
 - Ministry of Education, for the National Higher Education Quality Assurance System.
- ⇒ The **regional Pro-PALOP-TL MIP project**, coordinated through its project unit based in Mozambique has an employment generation component, anchored in creative economies. The project's key interventions are in the process of being defined with the governments of the different PALOP countries, in the case of Cabo Verde, with the Ministry of Culture. Investments can target, among others, interventions to increase production, quality and expansion to new markets; promotion and market placement of goods and services; development of creative entrepreneurs' skills and the strengthening of technical capacities.
- ⇒ In the context of **EU and Macaronesia Cooperation** (Cabo Verde, Canary Islands, Azores, Madeira) several projects were approved. Cabo Verde will be part of several exchange initiatives, technical assistance, and entrepreneurial cooperation. Including, among others, agriculture (hydroponic), sustainable tourism, ecotourism models, enterprise development (SME), Public Private Partnerships.
- ⇒ Luxembourg is financing two projects (ongoing): **Employment and Employability (CVE-081)** and the **Support programme to employment, employability and marker insertion**, with LuxDev as implementing agency in the first case, and the International Labor Organization and UNDP for the second project. Projects will contribute to gender sensitive professional training and labor market integration support services; gender awareness for private sector; gender mainstreaming in the qualification system, professional training institutions, curricula and training of trainers; and gender sensitive monitoring of employment and employability.
- The **Inclusive Finance Development Project** (PADIF), financed by Luxembourg and implemented by the NGO *Appui au Développement Autonome*, aims to consolidate the microfinance sector in Cabo Verde. It will contribute to improved adjustment between products and different target groups, all primarily female; to greater access to microcredit in rural and isolated areas; and to the production of sex disaggregated data in the sector.

- ⇒ The **ACTION project – Strengthening Social Protection Systems in PALOP**, financed by Portugal and implemented by the International Labor Organization has been contributing with analysis of gender inequality to the access to social protection and has developed recommendations.
- ⇒ Portugal will continue to support Cabo Verde in the implementation of the unemployment benefit and its monitoring, as well as active employment policies, integrating a gender approach in these initiatives. Specific modalities are being defined.
- ⇒ Spain will support economic development and employment creation, and concrete interventions will be confirmed after negotiations are finalized.
- ⇒ For education, a *Health Promoting Schools* model will be consolidated through **Project CVE-082 Water and Sanitation**, financed by Luxembourg and implemented by LuxDev: the approach is an integrated one, including access to water and toilets in schools, and will include gender awareness.
- ⇒ Portugal will support both the education system, and higher education. Specific areas of cooperation are being defined and will be updated after the Indicative Cooperation Programme is finalized.

- ⇒ Several United Nations agencies have mandates linked to growth, employment, employability and entrepreneurship, including the **United Nations Industrial Development Organization (UNIDO)**, the **International Labor Organization (ILO)**, **UNDP**, among others. The Education sector counts on support from the **United Nations Children's Fund (UNICEF)**.
- ⇒ **UN Women:**
 - Will continue to technically support the ICIEG and the General Directorate of Tourism for the implementation of the *Gender Mainstreaming Plan* they developed jointly for the tourism sector.
 - Is collaborating with the **International Labor Organization** to enhance a gender analysis in the informal sector, developing a diagnostic and consequently a strategy for the informal sector (being finalized), in the context of the Support Programme to the National Employment Creation Strategy (2014-2016) (PAENCE/CV, financed by Luxembourg).
 - Will support the Food and Agriculture Organization of the United Nations (FAO) and national partners in the framework of the gender analysis of results of the agricultural census (which was conducted with support from the AfDB).
 - Supports civil society and gender advocates, strengthening their advocacy skills on women's social and economic rights, with a focus on the implementation of national and international labor norms. A training workshop was conducted on these issues, end of 2016, which resulted in an Action Plan, to be shortly presented.
 - Provides technical support to the Ministry of Family and Social Inclusion for the establishment of the National Care System, in partnership with the **United Nations Population Fund (UNFPA)** and the **United Nations Children's Fund (UNICEF)**.
- ⇒ The **Food and Agriculture Organization of the United Nations (FAO)** is finalizing a gender analysis of the agriculture sector and of the implementation of the National

Agriculture Investment Programme, which contains recommendations to include gender mainstreaming, from the onset, in the new planning cycle.

Recommendations

- ▶ Support gender mainstreaming in professional training institutions, strengthening their institutional capacity for gender sensitive planning and service provision (i.e. gender sensitive vocational orientation and professional integration services, introduction of gender in the curricula of training institutions, establishment of indicators and tools to monitor gender impacts of investments in the sector).
- ▶ Support advocacy and IEC initiatives targeting in particular the private sector, but also institutions and the general public, to reduce gender segregation in the labor market and promote women's access to employment.
- ▶ Support women's access to high-tech professional training as well as to non-traditional domains (from the point of view of gender stereotypes) liable to impact their employability,
- ▶ Support institutions which promote the private sector , as well as initiatives to strengthen women's entrepreneurship and access to financing, that take into account the diversity of female beneficiaries, and recognize the need for differentiated approaches (from informal sector "need based" entrepreneurship, to small and medium enterprises).
- ▶ Support gender mainstreaming at all educational levels, specifically through the integration of gender equality in pre-school, primary and secondary curricula, revision of curriculum guidelines, programs, manuals and materials, teacher training; for higher education, support gender mainstreaming in the National Quality Assurance System for higher education (i.e. in quality criteria, monitoring indicators, etc.).
- ▶ Support the tourism sector and associated sectors (agribusiness, creative industries, etc.) to adopt an encompassing gender approach, contributing to women's improved participation in all links of the value chain.
- ▶ Support measures that promote decent employment, including capacity strengthening for active employment policies that take gender into account.

3.2. Governance and public finance

3.2.1. Gender situation analysis

Gender in public finance, planning, statistics, participation and accountability, resource mobilization

Public spending control and rationalization, as well as efforts to increase domestic revenue, are key issues for Cabo Verde, given its present circumstances.³⁸ Investment decisions need to be carefully weighed, balancing the need for economic growth with a thorough evaluation of the potential gains of each investment. The potential impacts of spending and investment need to be analyzed for the population as a whole, but also specifically for women and men, rural and urban population, specific groups, etc.

The General Budget Support agreement signed between EU and Cabo Verde refers as well to the finance management system reform. The goal of the reform is enhanced rationalization and transparency of public spending. The focus is on (i) systems for planning, monitoring and evaluation of public spending, (ii) revenue and State treasury management, and (iii) public procurement service. It aims to improve (a) the State budget credibility and transparency, the efficiency of the (b) accounting, recording and reporting system, (c) tax collection, and (d) the internal and external control of the process.

All the above mentioned priorities are extremely relevant for gender equality, starting with the **State budget**: it needs to be truly inclusive taking into account women's and men's needs, and contributing to the realization of national gender equality and women's empowerment commitments. One of the tools governments can use to integrate a gender approach into their State budgets is Gender Responsive Budgeting (GRB). It gives visibility to gender investments and provides a picture of how public resources are allocated and used: when making investments it considers the starting points of different sub-groups (versus the average general population situation), to warrant effective equality of results (*de jure* and *de facto* equality). GRB can thus contribute to the efficient use of public resources and improve resource management, transparency and accountability.

Not only is GRB aligned with national priorities, namely improved resource management, it is also a relevant tool for the EU, considering that most of its cooperation is channeled through General Budget Support. In fact, the monitoring of gender equality investments is being promoted globally, as a means to monitor progresses in gender equality mainstreaming in cooperation. Increasing investments to address gender gaps is a global commitment, and has been further strengthened by the 2030 Agenda for sustainable development.³⁹

³⁸ Document relatif à l'action pour le contrat de bonne gouvernance et de développement au Cap-Vert (11e FED)

³⁹ UN (2015) A/RES/70/1 - Transforming our World: the 2030 Agenda for Sustainable Development, paragraph 20

Cabo Verde has made progress on GRB and benefitted from technical support, including from the European Union.⁴⁰ A budget-programme approach is being implemented in the country, which facilitates the introduction of GRB. Nonetheless, sectors need to be conversant with the use of GRB tools in their planning, which requires capacity building and setting indicators that make sectoral gender initiatives explicit. The Cape Verdean Network of Women Parliamentarians conducted an analysis of the 2015 State Budget: the analysis classified budget-programmes on a 3 point scale: (i) gender equality programmes, (ii) programmes that explicitly include gender equality interventions, and (iii) programmes that potentially could include gender equality interventions (where key actions of the Gender Policy (PNIG) or GBV Plan could and should be included).⁴¹ The results show that only 2 of the 133 budget-programmes of the State Budget explicitly take gender equality into account. Both are budget-programmes of the National Gender Institute (administrative budget-programme of the ICIEG & budget-programme to implement the PNIG and PNGBV; the latter contains activities needed to implement the GBV Law). The financial gap for these 2 budget-programmes is considerable (45.245.507 ECV). A total of 122 budget-programmes from the PRGSP III have a logical framework (description, objectives and indicators), which enabled further analysis: 7 have gender indicators (suggesting the programmes have gender specific measures) (which corresponds to 6% of the total number of programmes and 4.7% of the total State Budget), 2 of these 7 programmes are the ones already mentioned above, implemented by the ICIEG. A further 42 of the 133 budget-programmes should contribute to the implementation of the gender priorities, as per policy measures and strategies identified by the PNIG or PNGBV. Specifically, programmes linked to Youth, Professional Training, Education, Finance, Health, Environment, Tourism, Economy, Justice, Agriculture, Media, Higher Education, Police, National Assembly, etc. The results of this budget analysis give an idea of the fragilities of gender mainstreaming in planning and budgeting processes, and how much still needs to be done to achieve gender mainstreaming.

The use of GRB tools is facilitated when sectors have gender sensitive **planning** skills: sectors that use a gender approach in planning are better equipped to identify gender gaps (through gender sensitive situation analyses), and define strategies to address these gaps. Nonetheless, as stated by the National Gender policy “*public institutions lack consistent gender mainstreaming culture in their sectors*” and do not use gender analysis for sectorial planning, be it strategic or operational planning, “*or for the implementation of programmes and services*” and their monitoring (p.64). Sectors have limited human resources with gender skills and gender planning training opportunities and tools are an exception rather than the rule.⁴²

In terms of **decentralization**, municipalities are key players and are knowledgeable of constituent’s needs at local level. Nonetheless their gender sensitive planning and budgeting skills require strengthening.

⁴⁰ Women’s Parliamentarian Network activities supported by the *Pro PALOP /East Timor – Supreme Audit Institutions*, a project implemented by UNDP with EU funding, in partnership with UN Women and national partners

⁴¹ Cape Verdean Network of Women Parliamentarians – RMP-CV (2014) *The 2015 State Budget gender analysis*

⁴² ICIEG (2014) National Gender Equality Plan – PNIG (2015-2018)

Statistics are a key element for planning: sex disaggregated data and gender specific indicators are needed to give full visibility to gender inequalities, inform planning processes and track progresses over time. In this respect, tremendous progress has been achieved, even if information gaps still exist. Information gaps exist in particular in the case of economic statistics (i.e. access to credit, wage inequality, among others); in the systematic gender treatment and analysis of major statistics operations, such as Demographic Health Surveys, IDRF, Agriculture Census, etc.); in the characterization of especially disadvantaged women (i.e. poor, rural and handicapped women, among others); and at the level of sectoral information systems.⁴³ In 2012 the ICIEG and INE designed a Gender Observatory, which has recently been revised and re-launched (December 2016). The Gender Observatory defines a comprehensive set of indicators, grouped in 4 dimensions (physical autonomy, economic autonomy, autonomy in decision making and participation, demographic indicators), all very central to gender equality. The choice of indicators relies on their centrality for the national gender policy, but also on international standards and guidelines. The Observatory is housed on INE's institutional website/platform and updated permanently. When data for specific indicators is not available, the INE is responsible for progressively producing them. ICIEG's responsibilities on the other hand are data analysis and report elaboration, as well as promoting specific studies. The Gender Observatory was re-launched as part of the gender policy implementation (PNIG, 2016-2018), which foresees its strengthening, to avoid past challenges in data update and dissemination, as well as analysis and report elaboration. The Observatory should then fulfill its purpose:

Cabo Verde's Gender Observatory is a virtual platform providing to everyone who may be interested with the access to gender equality data, information and publications related to the country's gender situation; promoting gender mainstreaming in statistics, knowledge on gender equality, the visibility of gender inequality; ensuring thus that gender is at the center of the political and policy agenda. Such visibility facilitates the design, implementation, monitoring and evaluation of initiatives geared towards social equality and better distribution of existing resources.

<http://ine.cv/ObservatorioGenero/>

A key aspect of governance is strengthening internal and external accountability systems, including civil society's **participation** in discussing, monitoring and evaluating public policies and the State Budget. Participation in policy dialogue, sectoral policies and oversight of governmental policy is a fairly recent phenomenon and still limited to a small number of NGOs. Traditionally NGOs and associations focused primarily on providing social and basic services to their beneficiaries, according to their line of action (ex. education, health, income generating activities, community based associations in rural areas and agriculture, etc.): such actions continue to be relevant, as part to the poverty reduction effort, considering that poverty still affects a considerable part of the population. This is not incompatible with

⁴³ ICIEG (2014) Third Part: Data and Statistics, pp 45-48, National Beijing+20 Report (on the implementation of the Beijing Declaration and Platform for Action)

capacity strengthening of civil society organizations for policy dialogue and governance oversight, both at local and national level.⁴⁴

Civil society organizations dedicated to gender equality are fairly able to advocate for gender issues. Nonetheless, most organizations working in other domains, both at national and/or local level, find it hard to mainstream gender in the project cycle. Gender Agendas have been developed at local level and aim to promote political dialogue and oversight on gender equality.⁴⁵ Gender Agendas are a tool to raise awareness among political parties and institutions on key problems that affect women/girls.⁴⁶ They are developed through participatory and capacity building processes, and once the Gender Agendas have been agreed upon, they are a cross-party basis for advocacy on gender issues, targeting local and national authorities. The consolidation and scaling up of results achieved so far will grant increased gender sensitive participation and public oversight, on issues that affect over half of the population.

Progress in women's representation in decision making positions has globally been modest. In public administration, the proportion reaches the 30% target, but progress in political participation, in elected positions (versus appointed positions), is limited.⁴⁷ During the legislative elections in 2016, 17 women were elected, (2 more than in the elections in 2011), increasing the representation rate of women elected in Parliament from 21% to 24%. In municipal elections, the rate increased from 22% in 2012 to 26% in 2016 (both for the Municipal Assembly and Town Hall), nonetheless no woman was elected Mayor, among the existing 22 municipalities. The MDG3 report identified in a participatory way the main constraints that impede women's participation in decision making:

- ▶ Legal framework: not strong enough in relation to women's representation in politics and decision making positions
- Electoral code: includes a specific article, but lacks regulation to be applied
- Political parties' statute proposal: defends parity, but does not propose a monitoring mechanism
- ▶ Culture and institutional practices of political structures are gender insensitive
- ▶ Demand side obstacles, such as:
 - Lack of opportunities to develop political and leadership capacity
 - Lack of responsibility sharing in family care and domestic work between men and women
 - Insufficient understanding of gender obstacles, as well as available tools to promote increased participation of women in politics, including quotas, parity law, etc.
 - Insufficient funding of initiatives in this domain

ICIEG (2014) MDG3 Report: situation analysis and acceleration plan

⁴⁴ EUD in Cabo Verde (2014) EU roadmap for civil society's engagement 2014-2017

⁴⁵ Gender Agendas exist in 2 municipalities (São Miguel and Praia). Based on this experience an Island coalition was developed for Santiago: Santiago Women's Coalition. Gender Agendas are due to be developed for São Vicente and Santo Antão, but the process has not been initiated due to lack of funding.

⁴⁶ ICIEG (2014) PNIG, pp 51-52. "The development of a Gender Agenda starts with the (i) establishment of a coalition of women elected and/or candidates to the last municipal elections of 2012, in other words a group of women committed to politics, in a cross-party logic; (ii) strengthening of their capacities (training in gender, local development, community based intervention); (iii) local level consultation process, based on a participatory diagnosis (data collection among women's groups and community leaders); (iv) information analysis and final report elaboration – the Gender Agenda."

⁴⁷ ICIEG (2014) PNIG (2015-2018), p. 40: 20% of women at the Supreme Court, between 35% and 37% are female magistrates (2009 to 2013), 35% of women in leadership positions in Public Administration; 51% of journalists and editors of main media and 36% of media leadership positions.

Resource mobilization issues also affect public sector investments: official development assistance has decreased over time, as well as Cabo Verde's access to concessional loans, due, among others, to its graduation from the list of Least Developed Countries and the end of the transition period. Nonetheless the country is still a Small Island State (SIDS), and experiences the specific vulnerabilities of such States. The establishment of partnerships continues to be central for Cabo Verde and resource mobilization requires multiple skills, including proposals and applications formulation. Currently practically all donors have gender equality mainstreaming requirements: to obtain funding, projects submitted need to mainstreaming gender (gender analysis and gender mainstreaming through the project cycle, including budget, monitoring and evaluation).

3.2.2. Sector context analysis and recommendations

Opportunities

- ▶ The formulation of the Strategic Plan for Sustainable Development (PEDS), which will replace the PRGSP III, is an opportunity: it operationalizes the Government's Programme and will be the basis for sectoral policies and strategies.
- ▶ The implementation of results based budgeting: it will require training and manuals, while the Government's information and management system for public finances (SIGOF) will widen its scope.
- ▶ The implementation of the National Investments System: defining the procedures and criteria for the prioritization of project investments, in the context of the PEDS.
- ▶ The Government's Programme foresees gender mainstreaming in planning and budgeting.
- ▶ There exists commitment with woman's political representation and access to decision making positions, as well as with the establishment of a gender parity law.
- ▶ The commitment is extended to women's active voice in all public affairs.
- ▶ Greater budget transparency and oversight, which stimulates greater participation of civil society.
- ▶ The decentralization and regionalization agenda is also an opportunity to strengthen gender sensitive planning at local level.
- ▶ The existence of the Gender Observatory, to support monitoring and reporting on gender equality at the national level.
- ▶ In terms of women's leadership and political participation, the Network of Parliamentarian Women has developed, in partnership with the ICIEG, an Advocacy Action Plan for Gender Parity in Cabo Verde (2017-2019).

Ongoing initiatives and partners

- ⇒ The **General Budget Support agreement** includes institutional capacity strengthening for the INE and the National Planning Directorate, in respect to good governance and improvement of public finance management.

- ⇒ The **Pro-PALOP-East Timor – Superior Audit Institutions project**, financed by the EU and implemented by UNDP, will:
 - Strengthen advocacy capacities of women parliamentarians elected for the new legislative term, in order to move forward with gender sensitive budgeting and the implementation of the tools developed at the end of the previous legislative term (gender budget classifier, implementation of proposed changes to the State–budget framework law and budget law, gender report of budget implementation).
 - It will also promote civil society’s participation in the discussion, monitoring and oversight of the State’s budget cycle (strengthening civil society’s capacity, simplifying messages, providing involvement opportunities).
- ⇒ The **regional Pro-PALOP-TL MIP project**, coordinated through a project unit based in Mozambique, has a capacity building component on governance and intends to have a particular focus on women and young people, especially in terms of leadership and political participation. The project is at formulation stage, and information on the activities for Cabo Verde will need to be updated.
- ⇒ The **Local Development Platform project**, funded by the Luxembourg Cooperation, with UNDP as an implementing agency, will promote the participation of women and men in decisions that affect their lives and strengthen local actors’ capacities for sustainable and gender sensitive local development planning, in a territorial perspective, in coordination with the centralized level.
- ⇒ **European Instrument for Democracy and Human Rights - EIDHR**: the *call for proposal* in 2015 approved several projects, which involve Cabo Verde. The aim of these projects is to strengthen civil society organizations’ and institutions’ capacities to monitor the implementation of Human Rights instruments covered by the GSP+ trade agreement (Generalized Scheme of Preference).
- ⇒ The **EU Roadmap for civil society’s engagement (2014–2017)** foresees capacity strengthening activities for civil society organizations and local actors, so that they are better placed to formulate and gain access to EU funds (through *calls for proposals*) and engage in public policy dialogue processes and monitoring, in addition to service provision to their priority target groups.
- ⇒ The EUD regularly launches *calls for proposals* for civil society and local actors, such as the current one, focusing on sustainable tourism.

The **World Bank** and the **African Development Bank** support Cabo Verde in the fields of public finance, statistics, in particular poverty statistics.

- AfDB will prepare a *Country Gender Profile*, in collaboration with UN Women (beginning of 2017, aligned to the PEDS formulation calendar).
- World Bank is supporting INE in the analysis of the IDRF 2015 poverty data and an analysis of the constraints for poverty reduction within two productive sectors (crops and fisheries/live stock), based on a methodology developed by *Save the Children’s Fund*, specifically the *Household Economy Approach*.

UN Women works with:

- INE and ICIEG on gender statistics, including the Gender Observatory, made available in December 2016 through INE's new platform.
- National Planning Directorate and sectors on gender sensitive planning and budgeting (a training of DGPOG of all sectors is already scheduled).
- Ministry of Family and Social Inclusion and ICIEG on the formulation of a programme on women's participation in decision making and politics, including a component for the development of a Gender Parity Law.
- Civil society and gender advocates to strengthen their advocacy capacities for women's increased leadership and political participation: in addition to the formulation of the above mentioned programme, it supports the Network of Women Parliamentarians and ICIEG in the elaboration of an ***Advocacy Action Plan for Gender Parity in Cabo Verde (2017-2019)***, focusing on elaborating and advocating for the Gender Parity Law which shall soon be passed in parliament.

Several **United Nations** agencies support Cabo Verde in the areas of governance, participation, public finance and statistics.

Recommendations

- ▶ Support capacity development of the national planning system and capacity development of sectors for gender responsive budgeting (GRB), so that their investments on gender equality become explicit and can be tracked through monitoring of State budget implementation.
- ▶ Support capacity building of sectors to mainstream gender equality into sectoral planning, especially into the sectors receiving support under the General Budget Support.
- ▶ Support capacity development of local actors, who are in close contact with the population, encouraging gender sensitive local development planning.
- ▶ Support the availability of sex disaggregated statistics, specific gender indicators, gender analysis and periodical progress reports, in particular in the EUD and MS domains of intervention.
- ▶ Support the political representation and leadership of women, through the mobilization of funding for comprehensive programmes, considering that occasional actions before and during elections have not achieved intended impacts.
- ▶ Support capacity development of civil society for a greater appropriation of gender approaches and their implementation, as well as to improve their participation in the monitoring of public policies and national budgetary processes.

3.3. Gender based violence

3.3.1. Gender situation analysis

Cabo Verde has developed an increasingly comprehensive legal framework to address GBV, in particular through the 2011 Law 84/VII/11, and its regulatory framework approved through the Decree-Law 8/2015. The entry into force of the GBV Law resulted in a significant increase in complaints, *“increased information, changing attitudes in relation to the social acceptability of GBV, ease of reporting associated with ex-officio criminal procedure (anyone can report the crime of GBV)”*.⁴⁸

GBV information and indicators

- GBV prevalence: over 1 in 5 women (19%) in Cabo Verde is subject to intimate partner violence (within present or past relationships) – 2005 data.
- Physical (16%), psychological (14%) or sexual (4%) violence, or a mix of 2 or 3 of these
- A considerable part of society accepts the use of physical violence as men’s legitimate disciplinary action: (17% of women and 16% of men)
- Especially in the case of rural women (26%)
- Or less educated women (20%)
- Or economically dependent women (20%)

Control practices (psychological and economic violence)

- Restrictions of women’s interaction with others, through jealousy scenes (44%), accusations of infidelity (17%), imposing limits to meeting with friends (8%)
- Control over women’s mobility: pushiness to constantly know where they are (43%).
- Restrictions on financial resource management: lack of trust over money (39%)
- Limitation of women’s decision making over several matters, such as health, household purchases, visits to family, what to cook (24%)
- And use of the money earned by women, through their own salary (20% of married women/women in *de facto* union)

- GBV has consequences both on women, as direct victims, and others whom watch the violence, as indirect victims (although daughters and sons are often also direct victims).
- From 2010 to 2013, cases of reported sexual violence cases amounted to 120, 110, 133 and 108, respectively
- Sexual harassment is not systematically monitored or consistently addressed in the work place, schools, etc.
- Prosecutions recorded from 2010 to 2014 totalled 2607, 3097, 3491 and 3228, respectively
- In 2013-2014 (judicial year) GBV cases represented 7.7% of all crimes recorded at the Public Attorney’s Office and 10.1% of solved cases
- Nonetheless a substantial number/proportion of cases were transferred to the following year
- Perception of insecurity: women feel more insecure than men
- In particular when walking alone at night (about 57% of women versus 43% of men)
- In their house at night (about 44% versus 22%)
- In public transports (38% versus 25%)

Situation analysis of the ONIG (2015-2018)

⁴⁸ ICIEG (2014) National Plan to combat GBV, p.21

Despite the progresses made to improve the judicial response to GBV cases, a considerable number of complaints are still unsolved and are transferred to the following year. For instance in 2013-2014 (judicial year), a total of 5322 GBV cases were unsolved from the previous year, 3328 new cases entered and a total of 1631 were solved, meaning that 7019 unsolved cases were passed over to the next year.⁴⁹ Thus, considerable efforts remain to be done to guarantee the necessary judicial means and responses.

In terms of **support services to victims**, the interinstitutional GBV network (SOL Network) was established in 2004: it operates informally, through a joint partnership between civil society organizations and public institutions (police, health, municipalities, youth centers, legal houses, etc.). Support includes legal and psychological counselling, police and social support to GBV victims. Between 2008 and 2013 the network provided support to a total of 16,395 GBV victims. Close to 50% received psychological and social support, almost 60% legal counselling and 100% police support. Civil society organizations are however dependent on funding to operate such services, which is a real weakness. Police responses to GBV have been progressively specialized and 12 Victim Support Offices have been created in police stations across the country. Efforts are being made to establish the support centers envisaged by the GBV Law and its regulatory framework: this would enable GBV support services to be integrated in public services, in order to ensure sustainability of such services. The support centers are meant to provide a multidisciplinary response to victims - social, psychological and legal, while also coordinating responses with other institutions (health, police, justice), and civil society organizations (including outreach and educational activities); they are also tasked with the establishment of individual plans for victims, favoring their full social rehabilitation. When victims go through a temporary shelter, support centers are meant to monitor the recovery period/building of a new life. Initially, support centers were established as part of Legal Houses, but often, the necessary socio-psychological component was lacking. As part of the ongoing decentralization of social services to municipalities, the Centers shall function within social services, under the supervision of the Municipal Councils. The Legal House model is being reconsidered altogether, in view of its high operating costs. Shelters, as envisaged by the GBV Law and its regulatory framework, are another fundamental aspect for the eradication for GBV and need to receive more attention. Presently support is provided mostly through temporary lodging. Overall, several measures, aiming to increase public responsibility for GBV services and their sustainability, as per the GBV Law, have been implemented at a slow pace.

The PNGBV sets forth all the necessary actions, but the financial gap for its implementation is high.⁵⁰

The General Directorate of Prison and Rehabilitation Services runs a Rehabilitation Programme for GBV perpetrators. It was developed and piloted in 2012/2013, and then

⁴⁹ INE (2015) Women and Men in Cabo Verde: facts and figures

⁵⁰ The funding gap for 2015 is approximately 77%, according to the 2015 State Budget analysis conducted by the Network of Women Parliamentarians

expanded to almost 50% of the country's districts by the Ministry of Justice. The PNGBV foresees the enlargement of the programme's coverage, to all districts.

Several **social mobilization and behavior change** initiatives have been implemented at national level, including for the mobilization of men to combat GBV. Several quality methodological manuals and pools of trained facilitators are available, including actors from civil society and public institutions (i.e. National Police, Education). Nonetheless attitude and behavior change occurs over time, in the medium to long term. As such efforts should be continuous, requiring to invest in consolidated educational approaches, through the education system but also at community level, with a focus on the prevention, identification and response to sexual violence.

Specific issues, some of which are emerging issues, should receive particular attention and specific treatment.⁵¹

- ▶ Sexual harassment, which basically remains invisible
- ▶ Sexual violence against women and girls⁵²
- ▶ Female genital mutilation: not practiced in Cabo Verde, but could occur within specific groups
- ▶ Trafficking of women, with no data available about the extent of the phenomenon
- ▶ The exploitation through prostitution
- ▶ Homophobia and transphobia

3.3.2. Sector context analysis and recommendations

Opportunities

- ▶ The decentralization of social services and placement of social staff within the Municipal Council teams could facilitate the establishment of support services to GBV victims at local level (versus Legal Houses) and contribute to improved coordination of efforts, including health response, and proactive and dynamic rehabilitation of victims, based on restoration of self-esteem.
- ▶ The operationalization of the GBV Support Fund⁵³ within the ICIEG, promoting its cost-effectiveness and improved response time.
- ▶ Mainstreaming of human rights, equality and non-violence education into the curricula.
- ▶ Strengthening of computerized support systems for justice.
- ▶ Demographic and Reproductive Health Survey (IDSR III) planned for 2017, which included in 2005 for the first time a GBV module.

⁵¹ ICIEG (2015) Informe final de evaluación: proyecto "implementación de la ley especial contra la violencia de género"

⁵² ICIEG (2014) Beijing +20, p.43 "*Criminal Investigation Police data for Praia (the country's capital) show that, in 2013, 97% of sexual crimes were perpetrated against girls/women, 77% of these were against children or adolescents*"

⁵³ Funding for the GBV Support Fund was due to come, among others, from 15% of the revenue generated by the management of property seized by the State

- ▶ Evaluation of the implementation de GBV Law after 5 years of its existence (to be ready by end of March 2017): should offer information on successes, challenges and recommendations for further necessary measures.

Ongoing initiatives and partners

- ⇒ The General Budget Support agreement foresees institutional strengthening of Ministries in charge of national security and borders (Internal Affairs, Defense, Justice), namely for the implementation of a multi-year Security and Stability Action Plan.
- ⇒ Portugal will continue to work with Cabo Verde in the area of security, with the support of the Ministries of Internal Affairs, Defense and Justice. Specific areas of cooperation are being defined and can be updated once negotiations are finalized.
- ⇒ Spain is also negotiating its cooperation with Cabo Verde: in the past, GBV has been a substantial and substantive part of its cooperation portfolio.
- ⇒ Several United Nations agencies extensively work on GBV programmes with national partners, in particular UN Women, and in the case of violence against girls, the United Nations Children’s Fund (UNICEF). A Joint Programme on Human Security is being developed by UNDP, UNICEF, the United Nations Office on Drugs and Crime (UNODC) and UN Women.

Recommendations

Although many good practices exist,⁵⁴ implementing the GBV Law is still challenging: indeed, important changes in several sectors are required, in particular internal affairs, justice, health, social inclusion and education (sectoral and multi-sectoral logics). The need for capacity strengthening is still substantial, including training, procedures, data production, among others.

The following recommendations are indicative and focus only on some sectors: essentially Internal Affairs and Justice, sectors with whom the EUD and the Member States work (taking into account that recommendations for the education sector have already been referred to in the GAP-CV section on economy).⁵⁵ As Spain’s and Portugal’s cooperation actions and/or new focus areas are defined (i.e. civil society oriented, community outreach), other priorities can be considered, aligned to nationally defined priorities (for instance based on the PNGBV).

⁵⁴ For example: an annotated version of the GBV Law, to guarantee its harmonized interpretation; the design and implementation of a National Rehabilitation Programme for GBV perpetrators; the Inter-institutional GBV support network (Rede SOL); the Cape Verdean White Ribbon Campaign (men against GBV and for gender equality); integration of a GBV module in the National Police School curricula; Procedures manuals on GBV for the Police and Health, among other initiatives.

⁵⁵ The education sector is also key for GBV, but has already been mentioned previously (education for equality) and Portugal may support the sector in implementing it

- ▶ Support the definition and implementation of measures to improve and accelerate processes of court and public attorney services, considering the prioritization of GBV cases assigned by Law.
- ▶ Support the establishment of a harmonized data base for the national police, public attorney's office and courts to collect and make GBV information available, and facilitate information sharing among institutions in a management perspective.
- ▶ Support the implementation of job training for public attorneys, judges, national police and lawyers on gender, GBV and the GBV Law.
- ▶ Support the operationalization of GBV support services, within the municipalization/decentralization of social services, in an inter-disciplinary way.
- ▶ Support in all districts the strengthening and generalization of the GBV Rehabilitation Programme for men perpetrators run by the General Directorate of Prison and Rehabilitation Services
- ▶ Support campaigns to combat gender stereotypes and promote attitude and behavior change at community level, with a focus on mobilizing men against GBV.

3.4. Health and sexual and reproductive health

3.4.1. Gender situation analysis

Cabo Verde has made impressive progress in key health indicators, including life expectancy,⁵⁶ maternal mortality⁵⁷ and child mortality. Fertility rates have significantly declined, including among adolescent girls (15-19).⁵⁸ The proportion of birth deliveries assisted by qualified health staff and prenatal care has also progressed very positively, including in rural areas.⁵⁹

Cabo Verde is going through an epidemiological transition phase: infectious diseases co-exist with non-communicable and chronic diseases, which are linked to lifestyles and deeply marked by social and gender issues. Addressing them requires changes in the approach towards health. The health system is traditionally oriented towards maternal and child health and medical and hospital care, and will need to strengthen extension work and basic attention across people's life cycle, while reinforcing the aspect of health promotion in order to stimulate healthy behavior and lifestyles.⁶⁰ In addition to stress related illnesses, emerging concerns include:

- ▶ Violence and its impact on young people's mortality, especially young men's
- ▶ Substance abuse and mental health issues

The population is predominantly young (55% at reproductive age – 15 to 49 years of age), which implies the prioritization of sexual and reproductive health issues. As part of reproductive health, and of great relevance for the realization of women's rights, voluntary termination of pregnancy services need to be improved, in order to avoid the consequences of unsafe abortion. A recent analysis on service delivery in Health Centers (2015)⁶¹ shows that men oriented health services are still an exception and women's health needs, beyond reproductive ones, are yet to be better identified. Services targeting teenagers and young people are on the other hand underused. Constraints associated to low demand include poor adaptation of physical space and service delivery, as well as overall approach and confidentiality issues. The health services continue to focus on pregnancy and sexually transmitted infections prevention, instead of focusing on more positive and holistic approaches.

The recommendations made by the analysis highlight that health promotion approaches require social competences within health teams, as well as inter-institutional partnerships

⁵⁶ Between 2000 and 2010: from 75 to 79.1 years of age for women; from 67 to 69.7 years of age for men.

⁵⁷ On average 36.6 per 100,000 over the last 5 years (1-2 deaths per year up to a maximum of 4-5)

⁵⁸ Fertility rate went from an average of 2.9 children per women (2005) to 2.3 (2010). The specific fertility rate of teenagers went from 104‰ (1998) to 92‰ (2005) and to 62‰ (2010). Health sector administrative data shows that 3 out of 10 pregnant women in prenatal care are 18 years of age or less (30.5%) in 2010, progressing to 2 out of 10 (20%) in 2012. Teenagers 16 years of age or less: 11.4% of total pregnant women in 2007 and 5% in 2012.

⁵⁹ From 2007 to 2012, increased by approximately 20 per cent points: 94% of births assisted by qualified staff in 2012, when in 2005 63.5% and in 1998 36% (rural areas). The rate of pregnant women with at least 1 antenatal visit reaches 95% in 2013; the rate with 4 antenatal visits went up from 64% to 72% between 1998 and 2005.

⁶⁰ Ministry of Health (2015) *Analysis of health care service provision, including sexual and reproductive health of men, women and teenagers in Cabo Verde's Health Centers*

⁶¹ Ibidem

(education, youth, social inclusion, civil society, etc.): this would enable closer contacts between health centers and community based structures, and the use of more informal/qualitative methods and dialogue techniques. Such methods are likely to promote:

- ▶ Demand for services by men, teenagers and young people, as desired.
- ▶ Opportunities to address (in particular with men):
 - Gender roles and stereotypes, sexuality, GBV
 - Concepts of masculinity in general, which underly several risk behavior. Such a health promotion approach should be comprehensive and include physical, mental and social well-being.

3.4.2. Sector context analysis and recommendations

Opportunities

- ▶ The Ministry of Health is implementing two key Health Care Programmes, one focused on men's and women's health, the other on teenager and youth health care. The formulation Health Care Programme dedicated to the elderly is envisaged.
- ▶ A health approach throughout all stages of the life cycle of men and women is being planned, strengthening the public health sector as well as health promotion and education, with the involvement of schools and communities.
- ▶ An Integrated Family Support Programme is under discussion: it will include a partnership between the Ministry of Health and the Ministry of Family and Social Inclusion, namely for the extension of service provision to older children, from 5 to 12 years of age. Services will go beyond medical care and medication, and integrate educational and inclusion components (focusing especially on children at risk, in particular girls), and promoting men's participation.
- ▶ The Demographic and Reproductive Health Survey (IDSR III) is planned for 2017 and is a key source of information for decision making in sexual and reproductive health, a survey that can be designed, conducted and analyzed through a gender perspective.
- ▶ The implementation of an information system is planned, aimed at supporting health management: it will contain clinical information, enable statistical data compilation for decision making, investigation and control of epidemiologic tendencies.

Ongoing initiatives and partners

- ⇒ Portugal will continue to support Cabo Verde's health sector. The specific domains need to be completed after the Strategic Cooperation Plan is finalized.
- ⇒ Possibly Spain will also supports the health sector, needs be confirmed after negotiations are finalized.
- ⇒ Several projects have been approved in the context of the EU cooperation with Macaronesia (Cabo Verde, Canary Islands, Azores, and Madeira), some of which include experience sharing and technical assistance in the health sector.
- ⇒ The main technical and financial partners in the health sector, with whom initiatives need to be coordinated, are the World Health Organization (WHO), the United Nations Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF). The World

Health Organization and UN Women have recently supported the development of a GBV procedure manual for the health sector, and trained staff from the Ministry and from Health Delegations/Centers.

Recommendations

- ▶ Support the strengthening of capacities for implementation of the Health Care Programme for men and women, considering the specific health issues of each (i.e. on sexual and reproductive health issues, including safe voluntary termination of pregnancy, care of specific cancers, etc.).
- ▶ Support the strengthening of capacities for the health promotion and education, with the involvement of schools and communities.
- ▶ Support the strengthening of capacities for the implementation of the Health Care Programme for teenagers and youth (ex. physical space adaptation, staff training, participatory approaches to stimulate youth and teenage participation, both men and women).
- ▶ Support the strengthening of capacities for gender sensitive data analysis, including within the information system (ex. statistical data for decision making, investigation, control of epidemiological tendencies, etc.).

3.5. Renewable energy, water and sanitation, and climate change

3.5.1. Gender situation analysis

Energetic sustainability is key to Cabo Verde to reduce its economic vulnerability: indeed, the country is dependent on fossil fuel imports, both for energy and water production. As indicated by the Government's Programme, the electricity sector is affected by structural shortcomings all along of the value chain, from production to consumption, negatively impacting energy price for consumers (p.60). The key commitments in this sector are universal access to modern energy services, improved energetic efficiency and increased renewable energy quota.⁶²

Cabo Verde has potential for several types of renewable energy (solar, wind, geothermal, ocean thermal energy). In 2013, the share of renewable energy in electricity production was 20%, as a result of investments made.⁶³ At national level, 86% of households have access to electricity (90% in urban areas and 78% in rural areas). On the other hand, 89% of urban households and 40% of rural ones use gas to cook, while 7% of urban households and 58% of rural ones use wood (IMC, 2015). Among households that do not have access to a kitchen (19% of all households), 17% are represented by men and 21.5% by women (IMC, 2013).

Energy is important for the development of small businesses and income generating activities, while public light is paramount for security which, in turn, affects women/girls and men/boys differently. Although no quantitative data is available, it is clear from observation that human resources in the energy sector are predominantly male, especially in technical domains. Only a small number of women opt for technological courses, and of those who do, only very few chose to specialize in energy over other options. Considering that renewable energy is a high tech area that is progressively growing and can generate employment, this information needs to be taken into account.

Water and sanitation in Cabo Verde is one of the few sectors that has integrated a social and gender perspective. In terms of access, 64% of households have access to the public water network (68% in urban areas and 55% in rural areas), while 15% have access to water through a public fountain.⁶⁴ Daily water consumption at public fountains is estimated at 15 liters per person (varying between 7L and 25L per day, which is well below the daily minimum recommended of 40L per person). Use of public fountains also impacts time use (including walking to the fountain and waiting time), especially of women and children who in 75% of the cases are responsible for this task; timetables for water collection are also a constraint, affecting all forms of access to water (public network, fountain, water tanker truck) interfering with other productive, care and school activities. Water obtained from public fountains and from water tanker trucks is more expensive than public network water. For low income households the cost can represent up to 15% of their monthly income.⁶⁵

⁶² DGE (2015) Action Agenda for Sustainable Energy for All

⁶³ Ibidem

⁶⁴ IMC, 2015. Another 9% has access through a neighbor's house, 6% water tanker truck, 8% other sources, such as water sources

⁶⁵ ANAS (National Water and Sanitation Agency), Social and Gender Strategy for the Water and Sanitation Sector (ESGAS, 2015-2020)

In terms of sanitation, 77% of households have access to sanitary facilities in the house (85% urban and 60% rural): even though great progress has been made on this indicator still 23% of households do not have access to sanitary facilities or waste-water disposal system. This proportion goes up to 40% in rural areas. Moreover, not all toilets have a flushing system: of the households that have toilets (77%), 41% is connected to a sanitation system (sewage network or septic tanks) while 36% have no such system/water (IMC, 2015). Women and children are the main responsible for water related tasks such as disposing of excretions. Infectious and parasitic diseases were the second cause of death among children under 5 years of age between 2010 and 2012. The sector – water, sanitation and waste management – employs more men than women (70.6% versus 29.4%).⁶⁶

The political, legal and regulatory framework of the water and sanitation sector is favorable to gender equality.⁶⁷ The Economic Regulation Authority foresees the possibility of differentiated tariffs, namely a social tariff to ensure minimum levels of consumption and hygiene standards. The social tariff should be related to the payment capacity of the household. The sector's key policies and strategies are explicit on gender equality and social equity.⁶⁸ Such commitments are aligned to water and sanitation SDG goals and their social and gender dimensions.⁶⁹

The *Social and de Gender Strategy for the Water and Sanitation Sector in Cabo Verde* (ESGAS, 2015-2020) proposes 5 pillars and strategic objectives (Physical accessibility of service; Economic accessibility of service; Power; Social responsibility and control; Social and gender mainstreaming). An IEC Plan also exists for the sector: among others, it will promote women's participation in the sector's reform, recognition of women's role, and the promotion of more gender-balanced roles. Institutionally, a National Water and Sanitation

⁶⁶ Ibidem

⁶⁷ Water and Sanitation Code: among others, it identifies vulnerable population groups, defines participation and IEC as principles. Foresees the development of Equality Plans at the level of Municipal Water and Sanitation Utilities (Article 31) and social and gender obligations for concessions (Articles 127, 143), as well as social and gender objectives for projects funded by the Water and Sanitation Fund (Article 293). Overall it establishes obligations for gender and poverty reduction mainstreaming in sector planning (Article 94). Based on the Gender Technical Annex of the CVE – 082 Programme / LuxDev (2015).

⁶⁸ PAGIRE – *National Action Plan for Integrated Management of Water Resources*, 2010) & PENAS – *National Water and Sanitation Strategic Plan, 2015-2030*. Both use a rights based approach and quantify standards for water (minimum quantity of water necessary per person on a daily basis – 40 L, with at least 5 L of safe drinking water; physical accessibility, with distances to water point equal or below 10 minutes – which corresponds more or less to a distance of 250 m, which would enable those who do not have a water connection at home to still access the daily minimum of 40 L per person). As well as for sanitation (ensure privacy, public health and environmental hygiene); also in terms of costs: it should not be higher than 5% of a household's income, free access to be implemented in verified poverty situations. Social and gender equity in water and sanitation, include equity in time and effort (to collect water); equity in water cost; equity in water safety; equity in consumption; access to sanitation, in particular in urban and suburban areas. Based on the Gender Technical Annex of the CVE – 082 Programme / LuxDev (2015)

⁶⁹ Available at <https://sustainabledevelopment.un.org/sdgs> (consulted 16/01/2016). For example target 1.4 - ensure that all men and women, in particular the poor and the vulnerable, have equal rights to natural resources; target 5.4 - Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and the promotion of shared responsibility within the household and the family; target 6.1 - achieve universal and equitable access to safe and affordable drinking water for all; target 6.2 - achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations; target 6.6b - support and strengthen the participation of local communities in improving water and sanitation management

Agency (ANAS) has been established and it has a Social, Gender and Environmental Office (GAISG) tasked with social and gender coordination and mainstreaming for the sector.

All these aspects - legal and regulatory framework, institutional and policy context – form an enabling environment for gender mainstreaming, still underway and not fully functional yet. Gains already achieved and investments need to be capitalized, as such, further capacity strengthening is being implemented.

Cabo Verde, a Small Insular State (SIDS) with a sahelian climate and limited arable land, is particularly vulnerable to **climate change** and its impacts: including increased extreme weather events (ex. flash floods), rising sea levels, deterioration of marine resources and other natural resources, changes in rainfall patterns, escalation of land/soil degradation and desertification, among others. Adaptation and mitigation measures are a priority and need to be implemented by different actors: responsible institutions, mainstreaming in the planning of different sectors, municipalities for aspects that fall under their management, civil society, communities, etc. Nowadays gender is recognized as a condition for successful adaptation. Likewise, work with communities, and work in general, needs to follow a participatory approach. As a reference, SDG 13 on climate action has a target (13.b) on improved planning and management capacity, especially in Least Developed Countries and SIDS, including focusing on women, youth and marginalized local communities.

Overall, much remains to be done to ensure participatory planning, implementation, monitoring and evaluation of adaptation and mitigation measures, allowing that concerns and solutions proposed by communities, including those of women, are taken into account. Women, especially rural women, are often among the most vulnerable groups. They are at risk of being excluded from information, capacity strengthening initiatives, rural extension services and technologies. Moreover their lack of control over productive resources and income is a constraint, as less control (lack of access to land, productive and financial resources) limits their capacity to invest and apply adaptation measures. In addition, women's role in natural resources management is sometimes highlighted in a negative way (ex. wood harvesting, sand extraction) leaving out positive aspects, namely those linked to traditional knowledge, practices and leadership (ex. herbs and species). When natural disasters occur, women can be the most affected: indeed, being among the poorest, they are likely to have less resources and capacities to deal with hazards and recover from them.

3.5.2. Sector context analysis and recommendations

Opportunities

- ▶ Existence of the CERMI – Center for Renewable Energy and Industrial Maintenance: taking off now, with a strong mandate for training in renewable energy and service provision.
- ▶ A study on water tariffs for agriculture, presently being conducted, includes the mainstreaming of a gender approach.
- ▶ The establishment of a Water and Sanitation Access Fund and a Social Access Fund, through which all infrastructure projects on water and sanitation will pass. The Gender

Office of the National Water and Sanitation Agency (ANAS) is a member of the working group operationalizing these two funds.

- ▶ Capacity building conducted for staff from the environment sector (technical staff at central level and local staff, community leaders and civil society, within the protected areas programme) and from the water and sanitation sector (ANAS, municipal water and sanitation councils, members of the IEC network and local facilitators), and availability of tools in both sectors (ex. training manuals, manual for the elaboration of gender analysis in communities, and a practical guideline (being finalized) on participatory processes with communities as part of the development/validation of Water and Sanitation Master Plans).
- ▶ Operationalization of the Unified Social Register, which will facilitate social and gender targeting. In the sector of water and sanitation (physical access and social tariffs) but also likely to be implemented for the energy sector.
- ▶ Strategic environmental and social assessment of environmental policies, conducted by the Environment National Directorate, through a practical training exercise on document screening.

Ongoing initiatives and partners

Energy

- ⇒ The General Budget Support Group (GAO) integrated energy as a new intervention sector within the Technical and Normative Convergence - Pillar.
- ⇒ As part of Luxembourg's Cooperation Programme, a **project on renewable energy (CVE-083)** is being formulated. Although it is rated as CAD 0 for gender, a CAD 1 approach might be justified. The programme will follow a value chain approach, contributing to universal access to clean and sustainable energy, with a focus on remote areas, where women headed households/women represent often the majority of the population. Interventions will mostly target the institutional framework of the energy sector, but might also focus on micro renewable energy networks (outside the network).
- ⇒ Spain might support the country on renewable energy: this will need to be confirmed once the negotiations on the cooperation programme are finalized.
- ⇒ France now works in Cabo Verde through the French Development Agency, through credits, and implements various energy efficiency projects.
- ⇒ AfDB, Japan's International Cooperation Agency (JICA) and The Netherlands have funded rural initiatives in this sector.
- ⇒ The **ECOWAS Center for Renewable Energy and Energetic Efficiency**, established in Cabo Verde, has a Social and Gender Affairs Department. The ***Gender Mainstreaming Policy for Access to Energy*** applies to all ECOWAS Member States and aims (i) to promote equal access to modern energy services, (ii) accelerate and make use of different forms of energy, including domestic, community and productive applications; (iii) harmonize gender and energy legislation and practices across ECOWAS, (iv) increase parity in women's and men's participation in energy value chains, including markets.
- ⇒ The **United Nations Industrial Development Organization (UNIDO)** works intensively in the energy sector.

Water and sanitation

- ⇒ In the context of **EU and Macaronesia Cooperation** (Cabo Verde, Canary Islands, Azores, Madeira), several projects involving Cabo Verde were approved in the domain of desalinization.
- ⇒ The Luxembourgish Cooperation is financing the **Water and Sanitation Sector Support Programme (CVE-082)**, with LuxDev as implementing agency. Interventions focus on the sector's financial sustainability; improved performance of water and sanitation utilities and services; and also include a Health Education component. In terms of gender equality the project will contribute to the gender sensitive mobilization of funds, as well as the development of a monitoring & evaluation system and educational components which include a gender perspective.
- ⇒ France, through the French Development Agency, finances projects on water and sanitation (in Santiago) and desalinization (in São Vicente and Sal).
- ⇒ One of the two Millennium Challenge Corporation projects in Cabo Verde supports the water and sanitation sector reform, aiming to establish a solid institutional, financial and transparent basis. This project ends in 2017.
- ⇒ The AfDB and Kuwait finance a project to increase access to water in households (ongoing): the Gender Office of the National Water and Sanitation Agency (ANAS) is supporting the social and gender mainstreaming of these projects.
- ⇒ United Nations: the **United Nations Children's Fund (UNICEF)** works on water and sanitation, and **UN Women** signed a collaboration protocol with the Millennium Challenge Account: it has participated in the gender analysis of survey data and discussion of targeting methods and tools (for the Water Social Fund and for the implementation of the social tariff).

Climate change

- ⇒ The project **Building adaptive capacity and resilience for the forestry sector in Cape Verde**, funded through the EU Programme ***Global Climate Change Alliance*** (GCCA+), is going to be implemented by the Food and Agriculture Organization of the United Nations (FAO). It focuses in particular on forestry restoration and management, developing planning and management capacities at central and local level, based on a gender sensitive participatory approach and the strengthening of local and community capacities (Santiago, Boa Vista and Fogo) for adaptation (technical knowledge, plantation, organization of agro-forestry value chains).
- ⇒ In the context of the **EU and Macaronesia Cooperation**, Cabo Verde is involved in projects focusing on climate change adaptation, disaster management and environmental protection (including marine protection).
- ⇒ Spain may also support the environmental sector, which will have to be confirmed once negotiations are finalized.

Recommendations

- ▶ Support gender mainstreaming in the implementation and monitoring of energy policies.
- ▶ Support the institutionalization of a gender approach in the Center for Renewable Energy and Industrial Maintenance (CERMI) and the promotion of women's increased participation in technological areas related to energy.
- ▶ Support a gender sensitive mobilization of funds, in order to increase funds available to implement the social and gender strategy for the water and sanitation sector (i.e. actions to empower women, through affirmative action, and efforts to mainstream gender into the sector).
- ▶ Support gender sensitive educational and communication initiatives that recognize women's role and promote responsibility sharing in the water and sanitation sector.
- ▶ Support strengthening of gender mainstreaming in monitoring and evaluation of the water and sanitation sector, to ensure the integration of gender issues in this sector.
- ▶ Support capacity development for gender mainstreaming in climate change adaptations and mitigation policies and programmes, based on disaggregated data, gender specific indicators and gender situation analysis.
- ▶ Support participatory approaches that involve communities in decision making, including women, and consider needs for change in activities traditionally done by women - income generating or not (ex. promotion of alternative energy to wood cooking, economic incentives for change in income generating activities, access to social services).
- ▶ Support initiatives that promote women's participation in decision making and strengthen their climate change resilience capacity (knowledge, technologies, support services, productive resources and economic opportunities).

4. Institutional culture shift on gender equality

The *independent evaluation of EU support to gender equality and women's empowerment in partner countries* shows that the most important factor to achieve more effective results in the area of women's rights and gender mainstreaming would be a significant shift of the institutional culture within the EU.

The challenge for the GAP-CV consists in translating gender commitments into explicit investments of EUD and MS initiatives.

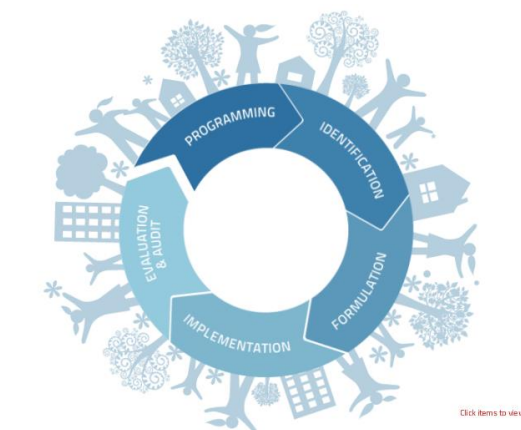
EUD and MS cooperation in Cabo Verde does not presently include gender specific initiatives (CAD 2), even though it has so in the past.⁷⁰

As such, at the moment efforts will have to concentrate on specific gender mainstreaming actions within existing projects, programmes and other cooperation modalities (CAD 1), to ensure increased investments in gender equality in Cabo Verde.

Challenges include the systematic use of sex disaggregated data (and other relevant variables) and of gender analysis (pre-existing ones or commissioned) within projects, programmes, technical assistance and/or capacity strengthening initiatives in specific sectors.

A couple of the projects that are underway were already formulated in this perspective, and count with a gender analysis including a project gender strategy.⁷¹ This kind of approach needs to become a common rule for all cooperation initiatives, and a requirement for implementing agencies that formulate projects funded by EUD / MS.

The General Budget Support modality has specific characteristics and the different stages of the **General Budget Support cycle** require specific actions, so that gender equality mainstreaming can be ensured all along the cycle (see illustration on the right).⁷²



⁷⁰ In particular in the case of Spain, through the funding of a comprehensive GBV program, via NEPAD; women's economic empowerment projects, such as a project on women's entrepreneurship with the Institute of Employment and Professional Training and its partners, support to the implementation of Women's Professional Integration Offices, support to the establishment of a women's production cooperative in Cidade Velha –Sulada Cooperative. The EUD is also funding, in the context of annual call for proposals for civil society and local actors, projects submitted by women's NGO, in particular economic empowerment projects.

⁷¹ As is the case with Luxembourg's projects CVE-081 (Employment and Employability) and CVE-082 (Water and Sanitation), formulated by LuxDev

⁷² <http://eugender.itcilo.org/toolkit/online/story.html>

Key gender mainstreaming actions in each stage of the General Budget Support cycle:⁷³

Stage of the General Budget Support cycle	Brief description	Key actions to mainstream gender equality
1. Programming	Accompanied by dialogue on the main policies and reform issues, conditions and capacity development needs. Policy dialogue needs to be based on shared commitments and fundamental values of human rights, democracy and the rule of law, which include gender equality.	<ul style="list-style-type: none"> ▶ Including gender equality in policy dialogue ▶ Preparing a Country Gender Profile and identifying joint priorities ▶ Draw on national gender structures / institutions
2. Identification	Joint (donors and national partners) preliminary assessment of the country's eligibility for General Budget Support: includes the revision of national development policies and reforms, the stability of the macroeconomic framework, public finance management, budget transparency and oversight.	<ul style="list-style-type: none"> ▶ Strategic integration of gender expertise in the eligibility assessment processes ▶ Continued dialogue and coordination on gender equality, and stakeholder engagement at political level on gender equality
3. Formulation	This stage will result in the basis for the Financing Agreement, specifying the rationale, objectives and expected benefits. It includes an in-depth assessment of eligibility criteria, a risk management framework and details on implementation mechanisms.	<ul style="list-style-type: none"> ▶ Screening public expenditure in a gender perspective ▶ Continued dialogue and coordination on gender equality ▶ Including gender indicators in the performance assessment frameworks ▶ Planning for capacity building on gender
4. Implementation	Performance monitoring and dialogue on key areas (ex. macroeconomic framework and public finance management, etc.), joint reporting on these issues and agreed indicators, capacity development actions	<ul style="list-style-type: none"> ▶ Gender sensitive monitoring of performance ▶ Gender impacts assessments ▶ Supporting gender capacity development ▶ Continued dialogue and coordination ▶ Support GRB accountability initiatives
5. Evaluation and audit	Evaluate to what extent the policy dialogue and General Budget Support have supported the country in achieving national development objectives, including on gender	<ul style="list-style-type: none"> ▶ Establishment of minimum standards for gender sensitive evaluations ▶ Integrate gender expertise in joint evaluation missions ▶ Organizational gender audits

Cabo Verde is presently at the 4th stage, implementation of the General Budget Support, and as such, key actions that need to be ensured are:

- ▶ A gender sensitive monitoring of performance & assessment of the gender impacts of implementation

The challenge will be to guarantee that monitoring and evaluation systems, as well as human resources responsible for monitoring projects, are able to monitor and analyze impacts on women and men.

⁷³ Adapted based on the *Resource Package on Gender Mainstreaming in EU Development Cooperation*, ICT-ILO, UN Women and European Commission (2015) <http://eugender.itcilo.org/toolkit/online/story.html>

- The General Budget Support agreement indicators include a sex disaggregated indicator on employment and employability.⁷⁴ Several investments are envisaged in this domain, both through EUD and MS initiatives. Many gender challenges have been identified in terms of women's access/ continuity within the labor market. As such, to enable monitoring of progresses, special efforts should be undertaken, by all **implicated actors** (sectors and partners) in order to use **disaggregated data** and **gender specific indicators**.
 - Additionally, during GAO reviews, **gender measures** taken (or planned), especially on employment and employability, could be presented explicitly on specific slides/paragraphs. This could also be done for other General Budget Support agreement indicators, for instance those related to the Business Development Programme, the establishment of a National Quality Assurance System for Higher Education, etc.
 - The **Employment Observatory**, which will receive support from the Luxembourgish Cooperation, could play an important role in ensuring the use of disaggregated data, gender indicators and gender sensitive analyses.
 - The **Gender Observatory** is another mechanism that could support gender analyses. A gender annual report could be foreseen, of a more global nature, enabling a wider monitoring of progress and the continuous update of the gender situation analysis, to inform implementation.
 - The monitoring system of the PNIG (2015-2018) defines that the ICIEG shall prepare an annual report based on information provided by sectors and implementing partners: this annual report should *"be an input to the PRGSP III annual report and should be shared with the Cabinet"* (p.93). This has not been implemented so far, due to a lack of resources.
 - The General Budget Support agreement does not include **institutional support** for the ICIEG, but this would be relevant and ways of enabling such a support should be sought, with a focus on the Gender Observatory. Irrespective of how simple a monitoring system is designed, it always **requires resources otherwise it might not be delivered**.
 - The General Budget Support will be undergoing a **mid-term review** (indicative date 2018) and all suggestions made above will contribute to that process. Should the establishment of gender sensitive monitoring modalities take more time than foreseen, the mid-term review in 2018 could be used at an opportunity to launch it (gender progress report of the ICIEG/Gender Observatory and the Employment Observatory).
 - A final **evaluation** will be conducted at the end of the General Budget Support agreement (2020) and should imperatively include gender aspects. The evaluation would inform a possible new GBS cycle where gender issues should be mainstreamed right from the start.
- ▶ Support gender capacity development
- **Developing Gender capacities within sectors** will be necessary in the domains covered by the General Budget Support, taking into account the recommendations of the

⁷⁴ Note: the baseline for this indicator, dated 2014, needs to be disaggregated

analysis of the GAP-CV. In particular developing capacities for **gender sensitive planning and budgeting**, as per Government's Programme.

- The General Budget Support agreement includes **institutional support** for several institutions, which should annually identify gender priorities. The following table presents targeted institutions and indicative domains, based on the analysis of the GAP-CV, prepared in close interaction with national partners.
- Capacity strengthening of **civil society** should be included within the call for proposal mechanism for civil society and local actors, and via the *EU roadmap for civil society's engagement (2014 – 2017)*. The EUD should invest in skills training for gender sensitive project formulation. In the case of the municipalities, a specific capacity building initiative, through the **ANMCV**, could be pondered. It could build on, for example, the Women's Coalition at municipal level in Santiago and the Gender Agendas that already exist (for São Miguel and Praia).

Institutional capacity building within the General Budget Support	Indicative examples of gender capacity strengthening (to be planned)
<p>Good governance, strengthening public finance management</p> <p>→ «National statistics improved (support to the INE)»</p>	<p>→ <u>Capacity strengthening for the production of new data</u>: ex. data on wage gap, access to credit and its characteristics, estimation of the contribution of unpaid work to GDP and methodology for its inclusion in national accounts)</p> <p>→ <u>Capacity strengthening in the context of the Gender Observatory</u>: collaboration with the ICIEG for the continuous update of the Observatory</p>
<p>Good governance, strengthening public finance management</p> <p>→ «Improved functioning of the National Planning Directorate (National Planning Directorate)»</p>	<p>→ <u>Capacity strengthening for gender mainstreaming in the budgets of priority sectors</u>: pilot gender responsive budgeting in priority sectors (gender classifier), strengthen sector capacity to implement budget guidelines (including skills for gender sensitive planning whenever necessary)</p>
<p>Information society, investigation and innovation</p> <p>→ «Strengthened capacity of the Ministry of Education, in the area of higher education quality and for the implementation of programmes and tools for cooperation with the EU»</p>	<p>→ <u>Capacity strengthening for gender equality mainstreaming in the National Quality Assurance System for Higher Education</u> (quality criteria, monitoring indicators, etc.)</p>
<p>Security and stability</p> <p>→ <i>Security and stability action plan implemented satisfactorily (institutional strengthening of the Ministry of Justice and Ministry of Internal Administration)</i></p>	<p>→ <u>Capacity strengthening for the implementation of the GBV Law</u>: namely for the implementation of priority actions of the PNGBV (defined in coordination with the ICIEG) that are relevant to the Security and Stability Action Plan</p>
<p>Poverty reduction – competitiveness and employment</p> <p>→ «Improved capacity of institutions responsible for promoting competitiveness and employment (Ministry of Economy and Employment, Institute of Employment and Professional Training, High Council of Chambers of Commerce, Agency for Enterprise Development)»</p>	<p>→ <u>Capacity strengthening for gender equality mainstreaming in the elaboration of the Enterprise Development Programme</u>: gender situation analysis, design of women's entrepreneurial development measures, identifying key capacity strengthening needs of different actors, etc.</p>

► Continuous dialogue and coordination & support to accountability initiatives

→ In terms of **political dialogue**, the current challenge is to include/keep gender equality issues in the political dialogue agenda with the Government, sectors and civil society organizations. Among others, on issues such as gender and statistics, gender responsive planning and budgeting, women's access and continuity in the labor market, women's participation in decision making at all levels, including the private sector, human rights and eradication of violence against women and girls.

The challenge in terms of coordination will be to develop relationships with partners dedicated to gender equality, such as the ICIEG, UN Women and civil society organizations operating in this field.

→ **Coordination** is crucial to create synergies, partnerships and avoid duplication of efforts, in particular in the case of actors working on gender equality.

→ A **coordination thematic group for gender equality cooperation** should be established to ensure, among others, the monitoring of the GAP-CV implementation. This issue will be further covered in section 5 on *Gap Implementation* (section on monitoring). The establishment of such a thematic group does not invalidate internal follow up meetings on GAP-CV implementation (within the EUD and between EUD and MS), to be conducted as often as needed.

→ The liaison with the ICIEG and development partners working on gender equality can further be ensured through regular technical meetings, in particular in the case of the United Nations/UN Women. The United Nations has an internal thematic gender group, led by UN Women, to coordinate gender in the UNDAF, the UN cooperation framework with Cabo Verde. A gender coordination mechanism is envisaged for the water and sanitation sector, under the leadership of the National Water and Sanitation Agency, who coordinates the implementation of the gender strategy for the sector, through its Gender Office.

→ Several projects have potential to boost civil society organization's dynamics (as referred previously on page 28/29)⁷⁵ and promote **accountability**: as such they should be closely monitored. The national agenda offers plenty of opportunities for gender equality accountability: for instance the process of elaboration and submission, in June 2017, of the State's periodic report to the CEDAW committee, and later the dissemination of the Committee's recommendations (1 to 2 years' timeframe); the elaboration of a National Strategy for the implementation of the SDG, in 2017 (date to be defined based on the national planning calendar). Other opportunities will surely arise during the GAP-CV implementation.

Changing institutional work routines (EUD)

The challenge will be to integrate internally gender equality as a key priority and establish accountability systems for related obligations

→ The procedures in this section apply in particular to the work of the EU Delegation, but can be used by MS as well.

⁷⁵ Projects approved by the EIDHR - *European Instrument for Democracy and Human Rights*; EU roadmap for civil society's engagement (2014 – 2017); Project Pro-PALOP/East Timor – Superior Audit Institutions

- Each of the EU actor offices is organized differently and procedures and tools will need to be adapted to their specific context.
- Strengthening internal gender capacities is a progressive process and when gender skills already exist, they should be capitalized collaboratively.
- In the case of the EUD, considering its particular work modalities, communication lines should be established, to guarantee timely information sharing, especially on areas of the GAP-CV matrix (annex 1). In particular for staff working in the areas of General Budget Support, political dialogue, national and regional cooperation programmes, projects, technical assistances, communication/visibility, etc. To achieve gender mainstreaming in all Cooperation areas, the Delegation's different sections (Political Cooperation and Communication sections) need to collaborate and share information, and have the right to participate in internal meetings on gender. The reference point for these internal meetings and any other issue on gender is the Gender Focal Point (see indicative Terms of Reference in annex 6).

Elaboration of gender analyses

- A gender analysis should be prepared for all new programmes and projects in all areas of Cooperation.
- The European Commission defines a gender analysis as *“the study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc. between girls/women and boys/men in their assigned gender roles.”*⁷⁶
- To prepare a gender analysis, care should be taken during the following steps:
 - Recruitment of consultancies for **technical assistance**: gender needs to be mainstreamed in Terms of reference (ToR) for technical assistance. This aspect is strategic considering the greater part of cooperation is implemented through specialized contracts. This means that recruited specialist/teams need to have the necessary gender skills (to be included in the required consultant profile of the ToR) and that ToR explicitly include gender tasks and products. **Tool 1 - Checklist for the elaboration of ToR** can be used to facilitate this mainstreaming during the preparation of ToR (Annex 6).
 - During and after the recruitment process of external technical assistance: a gender briefing with recruited specialists is recommended, on the gender issues and context within specific sectors. The Gender Focal Point should share with the team/specialist EU/EUD's key gender reference documents and tools, to facilitate their work.

Elaboration and revision of Action Documents (AD) (Identification and Formulation of new Projects):

- Staff responsible for the elaboration of AD should follow a Rights Based Approach. Human rights are a core principle of the New European Consensus as an inherent

⁷⁶ EU (2016) Guidance note on the EU Gender Action Plan (2016 –2020) for DEVCO HQ and EUD operational staff, p.9

principle of European Union external relations.⁷⁷ This approach is central to ensure no one is left behind as per Agenda 2030 (Leave no one behind) irrespective of ethnic origin, sex, age, religion, sexual orientation, etc. The approach includes all human rights and promotes inclusion, participation, non-discrimination, equality and equity, as well as transparency and accountability (p. 9).

- In order to ensure a gender approach, staff should use **Tool 2 - Checklist on a Rights Based Approach** and answer a list of questions for each phase of the project cycle, focusing for instance on consultations with different stakeholders (Government, civil society etc.), as well as sex disaggregated data, etc. (see annex 6).
- EUD staff needs to understand the logic and meaning of the **Gender Marker (CAD)** for Action Documents to use it correctly. Annex 6 includes **Tool 3 – Table on the Gender Marker (CAD)**, providing guidance and examples of the marker use. If the Gender Marker is rated 0, the Action Document needs to specifically indicate why. Presently 40% of development aid mainstreams gender equality as a significant or principal objective (CAD 1 and 2). By 2020 gender equality should be part of 85% of programmes, as per GAP II target (objective 5, of the institutional shift priority).⁷⁸
- Internal meetings should be held to discuss the quality of Action Documents before the QSG1 and QSG2 assessment, which is conducted at headquarters level in Brussels. These meetings should include the Gender Focal Point (GFP), to assess gender mainstreaming and the correct application of the Gender Marker. If no meeting is held, Coordinators should share the Action Documents bilaterally with the GFP and consider recommendations that might be made.
- For the elaboration of Action Documents, external experts should be consulted in relation to strategic and ad hoc gender equality issues.

Project implementation, monitoring and evaluation

- The EUD team is responsible for systematic monitoring of progress in project activity, based on the results matrix and sex disaggregated indicators. The Gender Focal Point should conduct regular internal meetings or bilateral meetings with the relevant sections of the EUD. Whenever necessary MS can be invited to follow up meetings on GAP-CV implementation, especially during reporting periods.
- Implementation partners of projects or other modalities should be made aware of their **gender reporting responsibilities**, as well as timings for such reporting. In particular when linked to (i) one of the 8 GAP-CV objectives and one of the projects mentioned in the GAP-CV matrix, or (ii) when they contribute directly to the objective on *institutional culture shift*. A specific reporting format can be developed for partner reporting purposes.
- Minimum standards need to be established for gender sensitive evaluations and gender expertise should integrate evaluation and audit missions.

⁷⁷ European Commission, Proposal for a new European Consensus on Development: Our World, our Dignity, our Future, Communication to the Parliament, the Council, the European economic and social committee and the committee of the regions

⁷⁸ Council conclusions on the Gender Action Plan 2016-2020 (26 October 2015), p. 15.

5. GAP implementation

Selected objectives and contributions of each EU actor to their achievement

The GAP-CV matrix (annex 1) presents the GAP II objectives selected by the EUD and Member States represented in Cabo Verde – Spain, Luxembourg and Portugal.⁷⁹

Some ongoing regional and thematic projects are coordinated by structures outside of Cabo Verde, and as such will report through their respective structures: a listing of these ongoing projects is provided at the end of the matrix.

For each objective the GAP-CV matrix identifies responsible actors, as well as the projects, programmes or other modalities that will contribute to achieve the selected objectives.

Revision and update of the GAP-CV matrix

Whenever new initiatives are approved, the GAP-CV matrix should be updated. Indeed, 2 EU Member States (Spain and Portugal) are presently negotiating their new cooperation programme with Cabo Verde.

A mid-term review of EU's National Indicative cooperation Programme with Cabo Verde is scheduled. This revision will include the alignment to the European Consensus on Development, on which all of EU's and Member States' development policy will be grounded. The common vision and framework of the new Consensus has a special focus on cross-cutting development aspects, including gender equality.

New data, reports and analysis on gender equality should be shared internally with EUD and MS colleagues, in particular by the Gender Focal Point. Whenever relevant to one of the GAP-CV thematic areas, the key data, analyses and recommendations can be compiled and resulting gender briefings can be incorporated or attached to the GAP-CV.

Monitoring

Taking into account the importance of gender equality issues in Cabo Verde and the number of stakeholders involved, both national and international, a **coordination thematic group for gender equality cooperation** should be established, with a wider scope than the monitoring of GAP-CV implementation, which would still be one of the aspects covered. The advantage of a more encompassing thematic group (as opposed to an internal thematic group, exclusively dedicated to GAP-CV monitoring) is a more comprehensive dialogue on gender issues, likely to promote cooperation in this domain. It would also contribute to less duplication of efforts and promote information sharing and synergies in a more comprehensive way. To this effect coordination and technical partnership with entities that work on gender equality should be pursued, especially with UN Women, with whom the European Union has signed a Memorandum of Understanding in 2012 (reaffirmed in 2016).

⁷⁹ Although France is represented in Cabo Verde, its cooperation with Cabo Verde is presently channeled through the French Development Agency

Reporting

The GAP includes annual reporting obligations, both for EUD and MS, based on a specific format defined by the GAP II: the GAP-CV results matrix (annex 1) was prepared based on this format and for the 3 priority thematic areas these two formats are aligned. Additionally, all EU actors should report on the *institutional culture shift*. Therefore, for the thematic priorities, the GAP matrix will be the basis for reporting (a separate format was prepared per EU actor, based on the commitments made by each actor).

The results of regional/thematic projects implemented in Cabo Verde, but coordinated by other EU/MS structures can be succinctly mentioned at the end of the report format.

List of annexes

Annex 1 – GAP-CV results matrix (2016-2020)

Annex 2 – List of meetings

Annex 3 – List of consulted documents

Annex 4 – Programme and presentations of the final GAP-CV workshop

Annex 5 – Analysis of specific modalities – summary table

Annex 6 – Annexes for internal use of the EUD

- ⇒ Tool 1 – Checklist for the elaboration of consultancy Terms of Reference
- ⇒ Tool 2 – Checklist Rights Based Approach
- ⇒ Tool 3 – Table on the CAD Gender Marker
- ⇒ Indicative Terms of reference for the Gender Focal Point
- ⇒ Indicative objectives of the gender thematic working group to monitor GAP-CV implementation