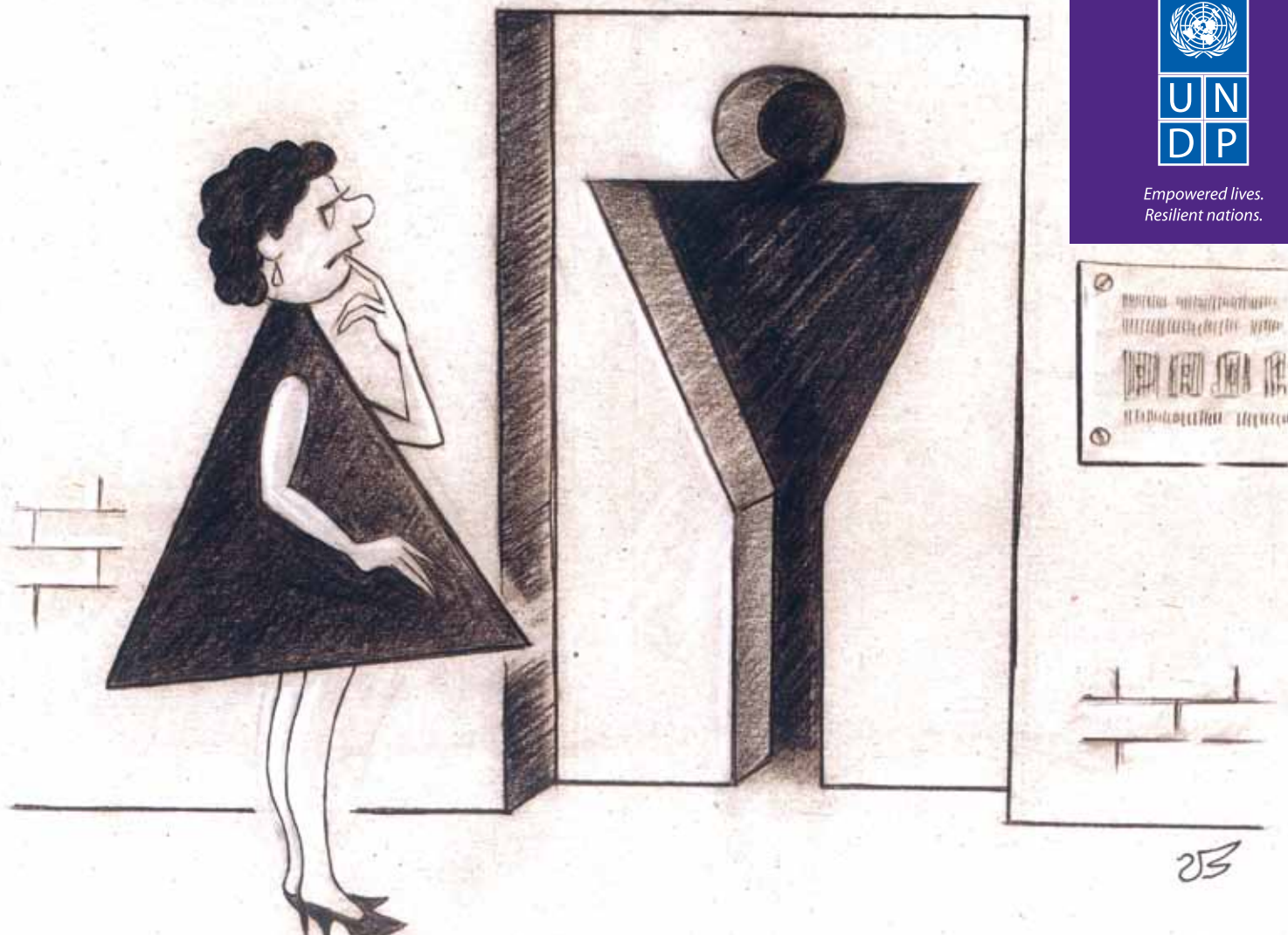




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United Nations Development Programme

BEING SMART ABOUT GENDER

Successful Approaches and Keys to Fostering Gender Equality in Ukraine 2008-2011

ANALYTICAL PUBLICATION

“Being Smart About Gender: Successful Approaches and Keys to Fostering Gender Equality in Ukraine 2008-2011”.

This publication was prepared as part of the comprehensive review process that summarizes results, lessons learnt and successful practices of the EU-UNDP Equal Opportunities and Women’s Rights in Ukraine Programme: the largest gender equality initiative in the Commonwealth of Independent States and Eastern Europe in the last 20 years.

The volume is aimed at a wide circle of interested parties, including government and non-governmental organizations and practitioners, individual researchers, academia and think tanks, similar projects and initiatives in gender equality, combat against domestic violence and women empowerment realms, as well as the international development community.

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ABBREVIATIONS

CIS	Commonwealth of Independent States
CSO	Civil Society Organization
EOWR	EU-UNDP Equal Opportunities and Women's Rights in Ukraine Programme
EU	European Union
EUROSTAT	Statistical Office of the European Union
MDGs	Millennium Development Goals
MES	Ministry of Education and Science of Ukraine (now Ministry of Education and Science, Youth and Sports of Ukraine)
MFYS	Ministry of Family, Youth and Sports of Ukraine
MIA	Ministry of Internal Affairs of Ukraine
MOD	Ministry of Defense of Ukraine
MOJ	Ministry of Justice of Ukraine
MSP	Ministry of Social Policy of Ukraine
NGM	National Gender Machinery
NSJ	National School of Judges of Ukraine
OECD	Organisation for Economic Co-operation and Development
SIDA	Swedish International Development Cooperation Agency
SP	Smart practice
SSCU	State Statistics Committee of Ukraine (now State Statistics Service of Ukraine)
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UN-HABITAT	United Nations Human Settlements Programme
UNICEF	United Nations Children's Fund

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INTRODUCTION

EU-UNDP EOWR: in the Spotlight

UNDP support for the advancement of gender equality in Ukraine, understood as equal rights and opportunities for women and men¹, began just before the Fourth



Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognizing the diversity of different groups of women and men. Gender equality is not a “women's issue” but should concern and fully engage men as well as women. Equality between women and men are seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-Centred development»

“Empowered and Equal: Gender Equality Strategy 2008 – 2011”
UNDP, 2007

World Conference on Women (Beijing Conference)². Initial efforts were targeted at fostering the emergence of a minimum legal environment and relevant statistics needed to inform policymaking. Major outcomes of UNDP's collaboration with its national counterparts during the period of 1995–2008 included the nascent legal framework for domestic violence prevention (2001)

and gender equality (2005), as well as a developing field of gender statistics.

The Equal Opportunities and Women's Rights in Ukraine Programme (EOWR), co-financed by the EU and UNDP, was a three year national-scale programme which built on the previous consecutive UNDP interventions in the gender equality area, and became the largest initiative of its kind in the CIS. It was active since September 2008 until December 2011, and was part of a bigger EU-funded action “Women and Children's Rights in Ukraine”. The overall programme strategy drew on the lessons of the Equal Opportunities Programme “Ukraine: En Route to Equality” — a project implemented by UNDP Ukraine with the support of SIDA in 2003-2010.

The overarching objective of EOWR was to support the Government and civil society efforts to promote gender equality in Ukraine according to Ukrainian international, constitutional and legal commitments, and within the framework of the Government action plans. The Programme provided assistance to the Government of Ukraine in effectively tackling gender challenges through the development and institutionalization of state mechanisms, and by building the capacity of authorities responsible for ensuring gender equality in the country.

The specific objectives of the Programme, coinciding with the three major programmatic components, included:

- Support to the Ukrainian government at national, regional and local levels in implementing and enforcing gender equality legislation and decrees in order to strengthen the National Gender Machinery (NGM);
- Promotion of culture and education without gender biases and integration of gender knowledge and gender sensitivity into the educational system;
- Promotion of an environment conducive to decreasing violence against women and children.

¹ Throughout this publication “gender equality” is understood as “the result of the absence of discrimination on the basis of a person's sex in opportunities and the allocation of resources or benefits or in access to services” (European Commission. [2011]. p. 38).

² c.f. the timeline of UNDP activities in Ukraine aimed at advancement of women and promotion of gender equality in Appendix 1.

Best vs Smart: Why This Publication?

The current publication analyses interventions, tools, techniques and initiatives that allowed EOWR to achieve its objectives, and to support the government of Ukraine as well as the civil society on the path towards a society of equal opportunities for women and men.

Traditionally examples of workable solutions and efficient tools that utilize optimal time and energy resources to achieve the desired result are referred to as “best practices” by both government³ and international⁴ bodies. Nevertheless, as almost with any concept, there is a grain of salt to be taken with the notion of “best”. Both academics and practitioners note that what may be successful and appropriate in one situation, may be mediocre or even catastrophic in a different setting. Therefore, some organizations prefer to refer to such instruments more modestly as “good practices”, stipulating that “good practices distil innovative and validated approaches — be they in programming, advocacy or management... All good practices are an attempt to better understand what works (and what does not work!), how, why and in what conditions”⁵.

In order to refrain from the gradations of *quality* in assessing practical tools or interventions, and to underline the necessity of context-dependent approaches, this publication is guided by the definition of a ‘smart practice’ suggested recently in the seminal work of Eugene Bardach (UC Berkeley). He emphasizes that instead of subjectively assigning degrees of excellence, one needs to look at what an “interesting idea embedded in some practice”⁶ may highlight for a critically oriented and inquisitive practitioner who is seeking to understand what *may work* in a given development context.

The smart practices (SPs) presented here are driven by the same logic. They embody achievements that have been made by EOWR in the course of its implementation, telling a story of how resistance could be countered and pitfalls avoided. Presented analysis attempts to paint a realistic picture of EOWR’s interventions that deserve to be ranked as *smart*, and spans 3 years of project work.

SPs from each of the three main programmatic components are considered, and factors that have contributed to positive outcomes are analyzed. SPs presented differ in duration, scope and impact on the number of beneficiaries. Therefore, the accounts of them vary in degree of detail, and sometimes combine descriptions of concrete events with a bird’s eye view of the development situation. At the same time, each of the SPs is described with the intent to provide a short synopsis and essence of the intervention (*what* happened?) followed by analysis of the national and sub-national tools, actors and decisions involved into making the smart choices (*how* did it happen and *why?*). Additionally, each SP description has a brief account of “things to remember” — summary of the most important practical lessons learned by EOWR and tips for replication of this or that practice in the future. These are, of course, culture specific and sometimes policy-specific (as other settings may not have a similar policy field), but are generalized to make them helpful.

This analysis was prepared mainly on the basis of extensive interviews and discussions with EOWR partners in the Ukrainian Government and civil society, participants of the Cascade Training Programme, as well as

³ c.f. National Governors Association Centre for Best Practices. (2011, December 30). Providing Governors Ideas That Work. Retrieved January 3, 2012, from National Governors Association Centre for Best Practices: <http://www.nga.org/files/live/sites/NGA/files/pdf/CBPBROCHURE.pdf>

⁴ c.f. United Nations Human Settlements Programme (UN-HABITAT). (2008). Gender Mainstreaming in Local Authorities: Best Practices. Nairobi: UNON/Publishing Services Section; UN-HABITAT. (2012). The Best Practices Database. Retrieved January 3, 2012, from UN-HABITAT: For a Better Urban Future: <http://www.unhabitat.org/content.asp?typeid=19&catid=34&cid=10256>;

United Nations Development Programme. (2011). Reaching the Outside World. Retrieved January 3, 2012, from Communicating for Results: <http://www.undp.org/comtoolkit/reaching-the-outside-world/outside-world-best-practices.shtml>;

⁵ UNICEF. (2011). Evaluation and good practices. Retrieved January 3, 2012, from UNICEF: Unite for Children: http://www.unicef.org/evaluation/index_goodpractices.html

⁶ Bardach, E. (2001, January 11). A Practical Guide for Policy Analysis: The Eightfold Path to More Effective Problem Solving (excerpt). Retrieved January 3, 2012, from Economic Policy Institute Archive: http://archive.epinet.org/real_media/010111/materials/Bardach.pdf. Other development scholars emphasize that “in fact, research shows that “smart practices” are better suited to adapting and sustaining exogenous innovations because they are based on the assumption that, while we can learn much from comparative study, applying what we learn must take into account variables specific to the context to which lessons are to be applied. Such research can be critical for public administrators and policy makers, as without adaptation to contingencies, they will make little or no progress” (Fitzpatrick, J., Goggin, M., Heikkila, T., Klingner, D., Machado, J., & Martell, C. (2011, November-December). A New Look at Comparative Public Administration: Trends in Research and an Agenda for the Future. *Public Administration Review*, 821-830).

EOWR specialists. Ethnographic and microstoria analysis⁷ research techniques were supplemented by extensive

desk review of project documents, publications and annual reports.

Programme Architecture as a Comprehensive Smart Practice

Before proceeding to the discussion of the specific SPs that have been approbated in the EOWR context, one may note that the design of the Programme's core architecture is the first and the biggest smart practice which underpins the rest of SPs. Selection of **three strategic sectors** — policy-making and administration, education and violence prevention and response — has allowed EOWR to address gender imbalances of the Ukrainian society through a multi-vector approach. These sectors are key entry points into the system of gender equality development within a country, and their combination under the auspice of a single programme mutually enhanced each component of this tri-partite initiative.

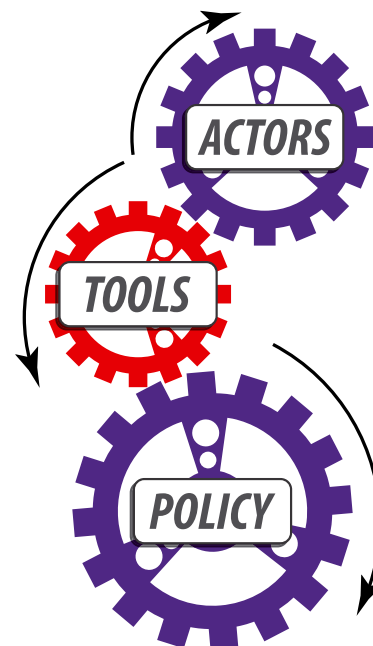
Addressing issues of policy, education and domestic violence prevention “under one roof” and, at the same time, ensuring effective internal communications within the project, EOWR made sure that (a) information exchange between the sectors is lightning fast, (b) that the resources are used efficiently and (c) considerable positive externalities from interaction between sectors emerge.

In addition to the thematic selection of areas, a choice was made to target both **national and regional levels** within Ukraine. EOWR worked on the national-level legislative initiatives and actively lobbied with the relevant Ministries in the capital while, at the same time, ensuring ongoing support to the oblast level entities (mid-level administrative division) and engaging local administrators, teachers and front-line police officers into its activities.

In addition to that, under each of the thematic areas EOWR used a systemic “**three-pronged approach**” by addressing three constituent elements: “**policy**” (meaning the higher regulatory document or ordinance that enables the activities to be undertaken: a law, decree or standard), “**tools**” (including practical manuals and guidelines, instructions and templates to be used, as well as the relevant research to inform policy-making and policy execution), and “**actors**” (the human driver

of change including public administrators or civil society activists who are engaged into the implementation process).

Finally, EOWR was a forward-looking initiative that concentrated not only on outputs and outcomes, but — rather — at the level of future sustained impact. The project's activities targeting the actors within the gender equality system of Ukraine are the best proof for this. While giving special attention to education of practicing specialists and officials, EOWR always supplanted this with investments into the future generations. Today's students who start their work as civil servants, teachers and police officers several years from now will have a profound impact on how gender equality is understood and supported in Ukraine. It is at these young women and men that many of programmatic interventions were targeted, allowing to hope for considerable and well-grounded changes in the future.



EOWR was a comprehensive programme in many senses, combining three strategic *thematic* areas with a

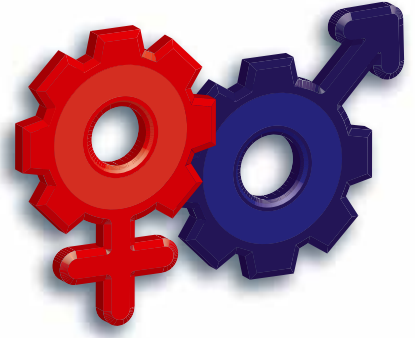
⁷ c.f. Boje, D. M. (2001). *Narrative Methods for Organizational and Communication Research*. Thousand Oaks, CA: Sage Publications Inc.

two-level *administrative* outreach and a *systemic* three-pronged approach to the interventions, always working at the crossroads of *today* and *tomorrow*. The many nodes of interaction that have been produced by the simultaneous EOWR interventions at varied levels have quickly grown into an invisible but potent network akin to a nation-

wide social fabric, but in the gender dimension. The social capital⁸ generated through such multiple interactions may become one of the strongest catalysts for furthering the ideas of gender equality and the composition of EOWR core architecture has definitely proven itself to be robust and time-tested.

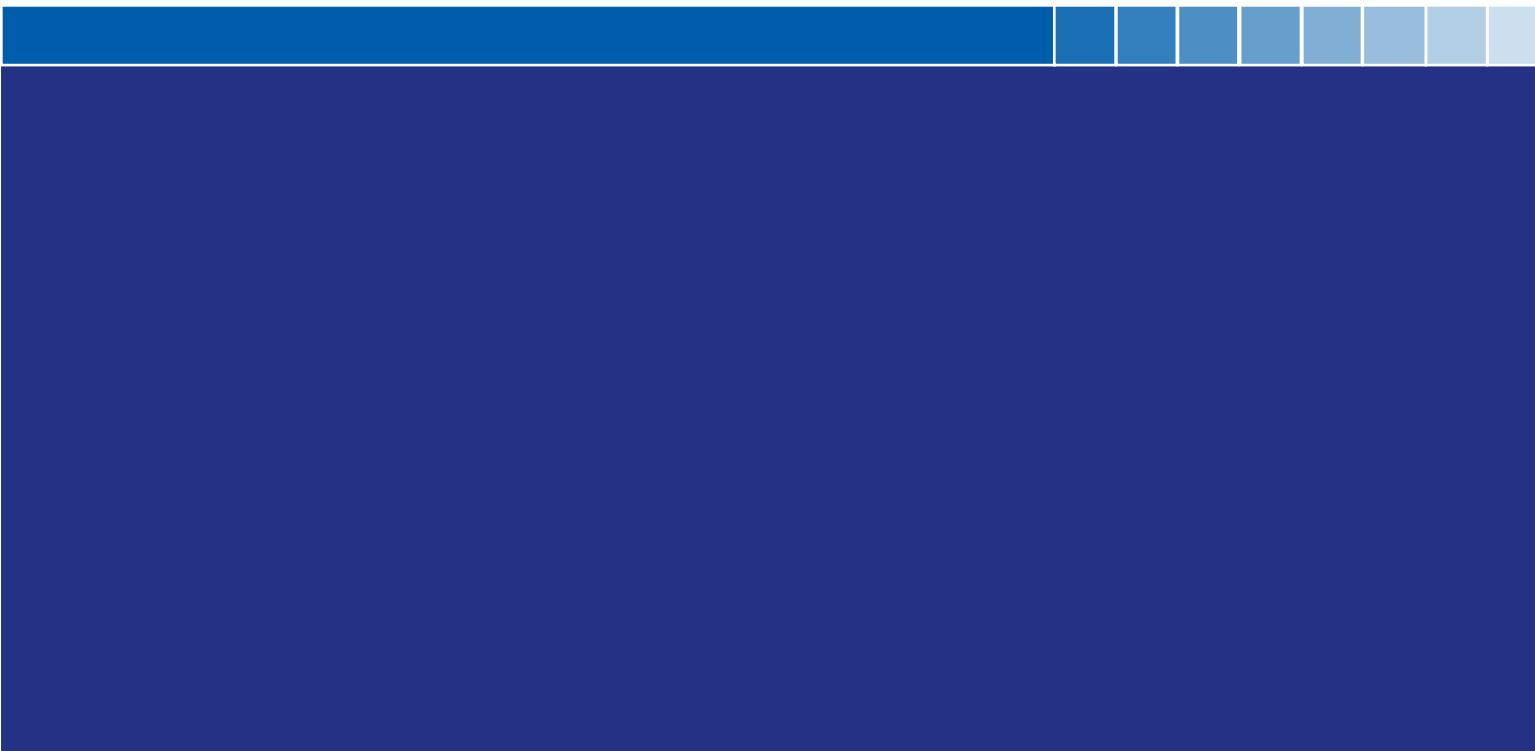
Dimensions of UNDP EOWR Programmatic architecture			
<i>Administrative</i>	<i>Thematic</i>	<i>Systemic</i>	<i>Temporal</i>
National	NGM and policy	Policy	Current
Sub-national	Education	Tools	
	Violence	Actors	Future

⁸ Putnam, R. (1995). Bowling alone: America's declining social capital. *Journal of Democracy*, 65-78.



SP 1: Reconfiguring the National Gender Machinery: Past, Present, Future

It is only logical to start the description of EOWR smart practices by dwelling on the largest and, by far, the most comprehensive initiative undertaken within the project's duration. The process of re-assembling and strengthening the National Gender Machinery of Ukraine (NGM) offers some insightful lessons and practical examples of how partnerships may be built, administrative complications overcome, and systematic solutions designed.



SYNOPSIS

Foundation Elements are Prepared...

Ukraine has been elaborating and implementing its gender policies since 1995, the date of adoption of the Beijing Platform for Action. To make gender regulations more systemic, the Parliament of Ukraine (Verkhovna Rada) adopted the Law "On Ensuring Equal Rights and Opportunities of Women and Men" in 2005. This legal instrument together with international obligations of Ukraine (Convention on Elimination of All Forms of Discrimination against Women, Millennium Development Goals for Ukraine, etc.) defined priorities and concrete targets for achieving gender equality in the country.

Amongst other provisions, the Law described the **National Gender Machinery (NGM)**⁹ as a system of bodies, linkages, documents and regulations that are directed at achieving gender-related goals of Ukraine. NGM is supposed to fulfill the tasks of

- gender mainstreaming within governmental activities,
- effective coordination of gender policies, and
- ensuring the achievement of gender-specific priorities.

Although the NGM was supposed to start its operations immediately after the adoption of the Law, its initial actions were relatively weak. In a lot of cases this was caused by superficial understanding of the roles and responsibilities of each entity within the mechanism. Moreover, the NGM lacked strong linkages between its different elements, which meant that although the institutions may have been in place, practical cooperation was hard to jumpstart. In this sense, the NGM at its fetal stage resembled a number of supposedly interlinked pieces of a puzzle that were not yet put into place properly. In addition to that, cooperation with the civil society was rather limited, which was a heavy blow to the productiveness of the mechanism¹⁰.

By the time that EOWR started its operations in late 2008, a lot of fundamental NGM elements were already in place. Importantly, the legal and policy frameworks had been established, including the 2005 Law and the State Programme for promoting gender equality until 2010. These elements and frameworks were all crucial to functioning of the mechanism, and yet were not enough to make it effective in coping with the estimated load of work. Three important characteristics can be singled out with respect to the way that the NGM was functioning in 2008.

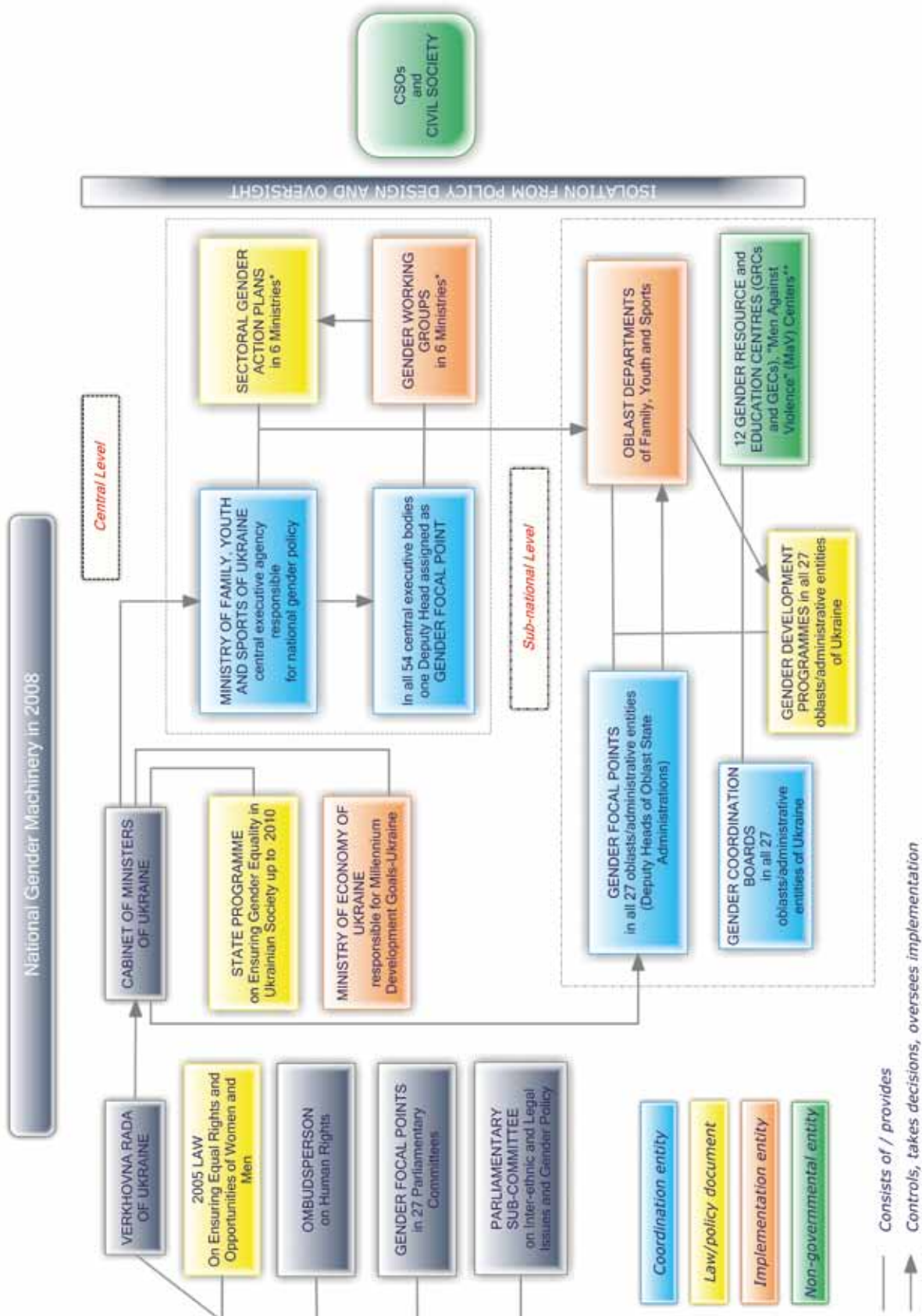
Firstly, although the core elements of the machinery were in place, they were not well fitted between one another, and the essential links that could make the system spin were only nascent, still weak or inexistent altogether.

Secondly, a lot of the bodies within the NGM had a limited capacity to coordinate gender equality promotion activities and policies, whereas the inherent flaws within the design of the State Programme sometimes led to a very superficial or distorted understanding of gender equality, especially as trickled down to the 27 Gender Development Programmes at the sub-national level.

Finally, the involvement of the civil society into the processes of policy design, implementation and oversight was extremely limited (at best). This not only deprived the NGM of qualified and willing specialists and the expertise they possessed, but also sometimes led to absence of support to government policies, which were designed without the inputs of the civil society.

⁸ For more information pertaining to different arrangements that are possible under the auspice of a country's NGM, refer to: Testolin, G. (2001). Handbook on National Machinery to Promote Gender Equality and Action Plans. Strasbourg: Council of Europe.

⁹ As Testolin (2001) notes, "A real and permanent dialogue has to be established between the national machinery on the one hand and the various interest groups, especially women's groups, from the civil society on the other hand. If a national machinery is unwilling or unable to keep alive this dialogue with the civil society, the purpose for which it was created is no longer valid" (p. 8).



ON THE MARGINS: Gender Resource Centres

The NGM includes both national and sub-national levels. At the oblast level the mechanism is represented, *inter alia*, by oblast Gender Coordination Councils, Gender Advisors to the Heads of Oblast State Administrations, Gender Resource and Education Centres (GRC and GEC), "Men Against Violence" Centres and CSOs operating in the area of gender equality.

During 2008-2011, EOWR continuously supported the establishment and operation of 12 GRCs to bolster this regional level of the national gender machinery. Amongst other interventions, EOWR developed template Terms of Reference for them. The importance of these TORs lies in standardization of the role of GRCs as advisory institutions, providing consultations on gender issues to regional authorities, implementing specific projects, and serving as a source of information and publications for all interested stakeholders.

In addition to equipping the national mechanism with a tool to guide the work of the GRCs, EOWR provided on-going support to the institutional and professional capacity of GRCs as actors within the complex network of the NGM. GRC staff built their skills through a number of workshops and conferences and actively participated in elaboration of several EOWR knowledge products (which served as hands-on training of its own kind).

The network of GRCs as of late 2011 is reported to be strong. These Centres can function without the support of EOWR and other development projects in terms of expertise and capacity, but still require financial support to conduct concrete initiatives.

Hence, in 2009, the Ministry for Family Youth and Sports of Ukraine (MFYS)¹¹ in close cooperation with EOWR elaborated recommendations to enhance the NGM. The recommendations were produced in 2009 by two expert groups that involved independent national experts, MFYS representatives (middle- to top officials), an international expert and EOWR team members. The *first* of the two working groups scrutinized the policy spelled out in the Law "On Ensuring Equal Rights and Opportunities of Women and Men" in order to produce its detailed interpretation, and guide the concrete state officials, responsible for certain aspects of the NGM functioning, along the lines provided for within this legislative piece.

The *second* group analyzed successful practices from the European countries and immersed those into the Ukrainian context, which resulted in suggestions on establishing new bodies within the NGM and elaborating the documents, guiding their functioning. *Inter alia*, the second group produced such tools as the draft regulation pertaining to the position of the gender advisor to Ministers and Heads of Oblast State Administrations, as well as the template Terms of Reference for Gender Resource Centres. Whereas the position of the gender advisor was envisaged by the Law, there was little evidence of advisors' successful functioning before 2009. The Gender Resource Centres, on the other hand, were an innovation brought into the NGM by EOWR.

The March Presidential elections of 2010 brought in a new Cabinet of Ministers, with consequent change in the MFYS leadership, as well as much of the top level executives in this Ministry. This required concerted efforts of all EOWR specialists and experts to rebuild the partnership with the new Ministerial staff and explain to them the intricacies of the NGM (at that stage), as well as fertilize the soil for further improvements and alternations. Yet, it may also be noted that in 2010 the Ministry grew and was considerably strengthened when a separate Unit on Gender Policy was established within the MFYS Department of Family and Gender Policy.

After consistent advocacy work on EOWR's behalf, MFYS, as the systemic NGM core, again demonstrated a high level of readiness to coordinate other executive agencies in the process of national gender policy implementation. In the

¹¹ This entity used to be the principal element of the NGM, as it was entrusted with coordinating gender policy in the country. Yet, after the major and most recent administrative reform that commenced in December 2010, MFYS was disbanded and, for a long time, its functions of ensuring gender equality were in "mid-air". Starting November 2011 the Ministry of Social Policy (MSP) fully incorporated a Department for Family Policy with a specific Division on Gender Policy, which restored the systemic nucleus of the NGM.

summer of 2010, the Ministry hosted an All-Ukrainian Council on Ensuring Equal Rights and Opportunities for Men and Women in the Ukrainian Society comprising, amongst other participants, Deputy Ministers from all the Ukrainian-level Ministries and Deputy Heads of all Oblast State Administrations of Ukraine — an overall of more than 90 delegates. The meeting demonstrated a commitment of MFYS to several activities. Amongst the key ones were to:

- develop and adopt the new State Programme “National Action Plan on Ensuring Gender Equality in Ukrainian Society up to 2015”, and to involve national experts, CSOs and international organizations in the process of its elaboration and implementation;
- study the necessity of amending the Law of Ukraine “On Ensuring Equal Rights and Opportunities of Men and Women” to align it with international obligations and urgent social needs.

...to Become a Coherent System...

Pursuant to the decision of the All-Ukrainian Council in June 2010, MFYS initiated the development of a Concept for the new National Action Plan on Ensuring Gender Equality (also known as the **State Gender Equality Programme**) for 2011–2015. This document was supposed to become a foundation for assisting the country in fulfilling its obligations under CEDAW and ILO Conventions, as well as in achieving Goal 3 of the Millennium Development Goals for Ukraine (UNDP, 2012). Moreover, adoption of this Programme would demonstrate financial sustainability of changes stimulated throughout EOWR duration by allocating budget funds to them. The intended elaboration of the Programme presented a unique opportunity not only to improve upon the previous policy documents and plans but also, in the process, to develop results-based management skills of all relevant actors that are essential to gender mainstreaming.

Unlike its predecessors, the draft of the new State Programme was crafted after full analysis of the existing structures and processes, and clear specification of goals, outputs and indicators for the measurement of progress. Most innovatively, from the government’s point of view, it was developed entirely as a logical framework¹², which had been a rather rare approach in state planning within Ukraine until that point.

Another major innovation that was introduced into the usual routine of the government planning process was the wide involvement of the CSO sector. Although consultations with CSOs are not unheard of in the practice of policy elaboration in Ukraine, these may often be perfunctory or be conducted

after the actual decisions have already been made, thus invalidating any useful inputs that may be brought to the table by the CSO community. In this case EOWR made sure that the consultations process was meaningful, and the opinions of various stakeholders were critically examined and taken into account.

In order to cope with elaboration of the draft State Programme, MFYS established a separate working group. This composite body consisted of representatives of 7 Ukrainian Ministries, national experts and representatives of CSOs, chaired by the MFYS Deputy Minister. The group hit the ground running with 7 full-scale meetings conducted in July–September 2010. EOWR provided technical and expert support for all the meetings. The established task force scrutinized the previous (2005–2010) State Programme and provided analysis and advice to MFYS. Amongst other things, the review revealed restricted functionality of certain elements of the gender architecture at the grassroots. For example: where gender action plans existed at village or city level they were oftentimes simply cut and pasted from the previous national plan. This was ascribed to the lack of understanding of gender as a concept and gender analysis as a policy-making practice, as well as overall limitations in planning capability. The working group found that very often there was no perception of gender inequalities, even among those with assigned responsibility to address them.

In order to ameliorate the problem and increase awareness, 9 workshops on gender sensitivity and gender

¹² c.f. Norad. (1999). The Logical Framework Approach (LFA): Handbook for objectives-oriented planning. Oslo: Norad.

mainstreaming were convened. A total of 56 state officials, including Deputy Ministers, from 17 Ministries and over 100 representatives of Oblast State Administrations participated. These workshops were both intended to spur the development of the State Programme, and, in the process, to develop greater understanding of gender issues.

The draft State Programme that emerged from this intensive consultative and research process comprised ten goals that were in line with SMART (specific, measurable, attainable, realistic and time-bound¹³) criteria. Each goal had its specified outputs and indicators, which meant that the Programme could be realistically managed and monitored. By early December 2010, the draft State Programme (2011–2015) was agreed upon by all the Ministries and submitted to the Cabinet of Ministers for final approval.

Another consultative body was initiated and set up by MFYS after the June All-Ukrainian Council. At the initiative of the Ministry, a working group to elaborate proposals for amending 11 laws and major regulations in accordance with the 2005 Law on Ensuring Equal Rights and Opportunities of Women and Men was established. The working group, which comprised MFYS specialists, representatives from the Ministry of Justice (MOJ) and independent experts, was backstopped by EOWR in terms of expert capacity and advice. As a result, it produced a comprehensive list of changes and proposals, and finalized its recommendations¹⁴ in early December 2010 — days before the fundamental institutional transformations, which will be discussed further on, took effect.

Testimony to success of the advocacy work with MFYS and other partners within the NGM in 2010, was establishment in the fall of that year of the Expert Council for Consideration of Sex Discrimination Cases. Creation of this body was foreseen in the recommendations elaborated by EOWR in 2009. The main objective of the body was to review complaints from citizens, CSOs and government bodies regarding concrete cases of gender discrimination. The Council recommended government entities or businesses structures to introduce relevant changes into the documents or regulations in order to prevent cases of discrimination in the future. The Council, under the jurisdiction of MFYS, was headed by the MFYS Deputy Minister, and comprised independent experts and Ministerial staff.

Finally, in 2010, upon the initiative of the MFYS Deputy Minister, a separate position of Gender Adviser to the Prime Minister of Ukraine (pro bono) was instituted and the EOWR Programme Coordinator was offered to take it up.

Therefore, as of early December 2010, the NGM comprised: policies and regulations (2005 Law “On Ensuring Equal Rights and Opportunities of Women and Men”, 2005 Presidential Decree “On Improving the Work of Central and Local Government Bodies for Ensuring Equal Rights and Opportunities of Women and Men”, the Draft State Gender Equality Programme); parliamentary and government bodies (MFYS, Parliamentary Sub-Committee on Gender Policy); advisory bodies (Gender advisor to the Prime Minister, to Ministers and Heads of Oblast State Administrations); and non-governmental agencies (Gender Resource Centres and Gender Education Centres in the regions).

...That Is Recovered and Strengthened for Further Operations

The Administrative Reform launched by the President on 9 December 2010 brought significant changes in the structure of the executive agencies responsible for the gender agenda, thus resulting in NGM atrophy. In particular, MFYS was liquidated.

During late 2010-early 2011, building on the strong partnerships and the increased capacity of the CSO sector, EOWR in close cooperation with the civil society actively advocated for

the establishment of a separate executive body responsible for gender issues. During her visit to Ukraine, UNDP Administrator, Ms. Helen Clark, had a series of high-level meetings, where she reiterated on the responsibility of Ukrainian government for elimination of discrimination against women and emphasized the importance of the national gender machinery in promoting women's rights in the country.

¹³ For additional meanings of the acronym c.f. Rubin, R. S. (2002). Will the Real SMART Goals Please Stand Up? *The Industrial-Organizational Psychologist*, 26-27.

¹⁴ These recommendations became the cornerstone for the draft law # 8487 “On Amendments to Some Legislative Acts Concerning Equal Rights and Opportunities for Women and Men” (developed with EOWR expert support) which was registered in Verkhovna Rada of Ukraine in May 2011 and is now under discussion in the relevant Parliamentary Committee.

STAKEHOLDER VOICES

As Galyna Zhukovska, newly appointed Head of the MSP Department of Family policy, walks us through the endless corridors towards her office, she recalls the recent fundamental government reorganizations that have impacted the very foundations of gender equality mechanisms within the country.

"System" — she emphasizes — Building a workable system of the national machinery for gender equality with multiple partners. Tough task. This was in front of us over the last couple of years.

You first look at what you have. Put cards on the table. You decide whether these parts can perform this or that function. Turns out that even if these institutions, agencies, departments have the necessary roles prescribed by law or regulation, they may not be well fitted together. The people there may think: 'Gosh, another responsibility'. So you combine efforts with your partners, with the Project, you sit down and you build ties. *You build networks, connections, knowledge. Share tasks, enhance trust.* Over time these links become stronger, the elements grow together. From elements, from varied instruments, entities, you attempt to create a mechanism to work.

By this time we reach the office and, as we walk in, a gust of wind slams the door closed. *"Then one day it is gone" — Ms. Zhukovska continues — Yes. Just like that. Bam! You understand that the heart, the engine is eliminated. Here is where the Programme played a crucial role. They mobilized partnerships, donors, the civil society. We, together, advocate, speak up, show that no, you cannot just forget about gender equality.* Fine, the Ministry of Family, Youth and Sports is gone. But the function needs to be retained!

And when you see the power of your efforts, when all the elements of this mechanism raise their voices, you feel that the point of no return is passed. You can reorganize — and this deals a very, very heavy blow — but we all feel committed and connected to keep it going.

Challenges? — she laughs. Well, who has none? But I feel that especially in the last two to three years *we have assembled something unique, something to capitalize on, to develop.* Time will show, but to date reviving this system with the Programme, with our partners: that was an unquestionable achievement. You will have to come back so that we can discuss the results of our new State Programme on Gender Equality in a couple of years!"

As we leave the building after the interview, the wind sweeps through the streets. Yet you get a feeling that even when winds of change bend the trees to the ground, there will be enough strength to re-grow and stretch to the sun as the storms subside.

During the National Forum “Ukraine — Society of Equal Opportunities”, conducted on the eve of the 100th anniversary of the International Women’s Day, the necessity to have a separate institution responsible for national gender policies was discussed and emphasized again. The EOWR-supported National Forum gathered more than 200 civil society activists, gender experts, and state officials from the Ministries and regional state administrations. Forum’s participants decided to establish a permanent “Civic Forum for Gender Equality” to ensure proactive participation of the civil society and expert community in the formulation and implementation of the national gender policies.

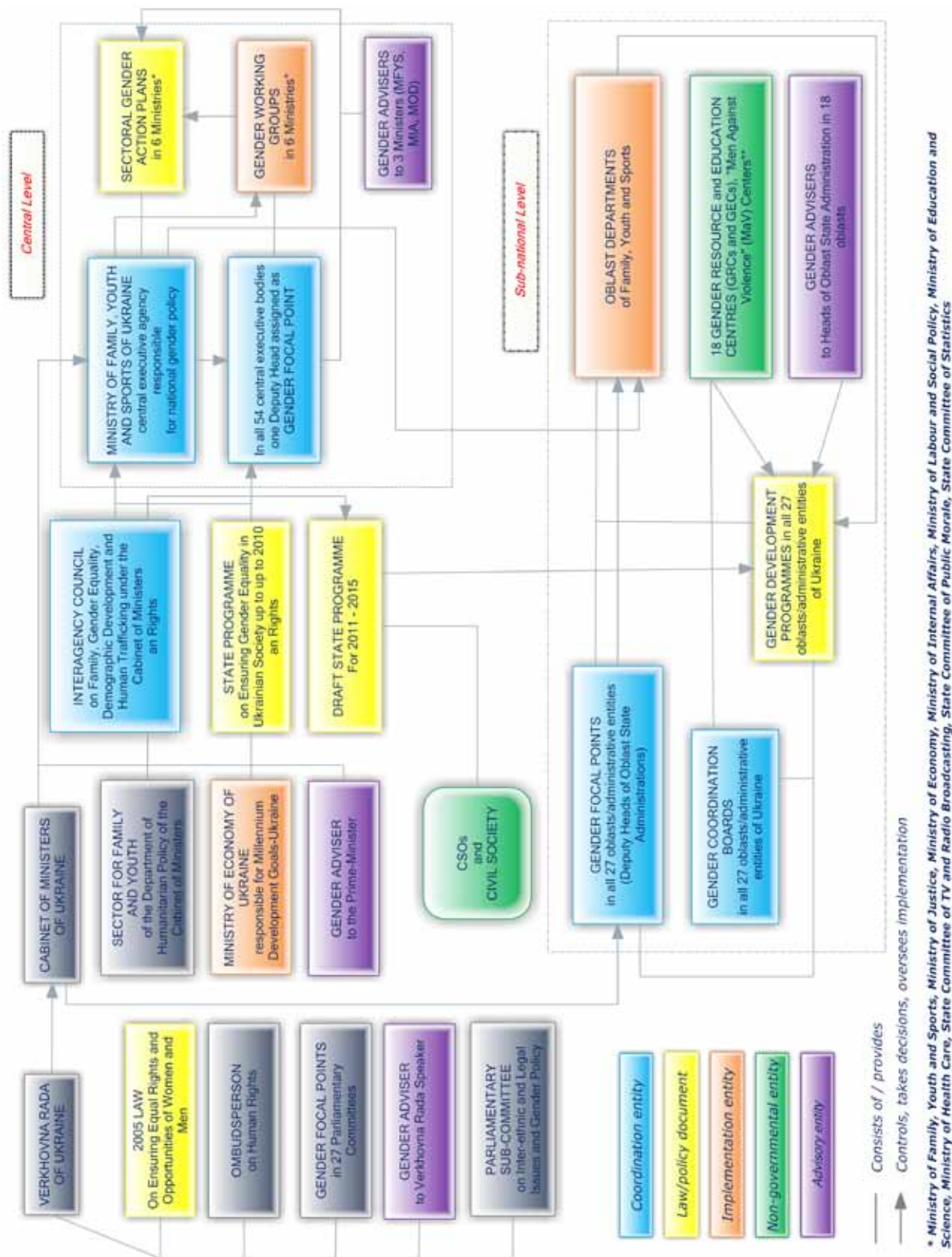
As a result of such joint advocacy efforts, the Presidential Decree No 389 as of 6 April 2011, expanded the mandate of the Ministry of Social Policy (MSP) to include responsibilities related to gender issues and domestic violence prevention and response. However, as of spring 2011, MSP had no department or division in its structure to coordinate the implementation of gender policy at the national level.

Ukraine’s Chairmanship in the Council of Europe’s Committee of Ministers (May–November 2011) offered a bully pulpit to further lobby and advocate the restoration of the NGM in Ukraine, since the government announced that the issues of human rights (and women’s rights in particular) would be among three key priorities of Ukraine within its presidency. In the framework of Ukraine’s presidency, the government planned to conduct an international conference “Current Trends on Development of National Gender Mechanisms in European Countries” and requested UNDP to partner in the preparation of the event. Conducted in October 2011, the Conference served as an excellent platform for advocacy and lobbying for the gender agenda in Ukraine. It was instrumental in speeding up the finalization of the internal structure of MSP with a separate unit responsible for national gender policy.

Just four days after the Conference, on 1 November 2011, Director of the newly created MSP Department for Family Policy with a specific Division on Gender Policy was appointed, and the work on strengthening the NGM was renewed. As this analysis is written, the Department is actively updating the Draft State Programme on Ensuring Equal Rights and Opportunities of Men and Women 2012–2016, using the previously elaborated Programme.

The 2010 version of the NGM had benefited from a number of important additions and reforms that strengthened this system for more effective operations. Firstly, EOWR stimulated the introduction of closer ties between the existing and new elements, acting — in many ways — as a conduit of new ideas, interactions and partnerships. In addition to that, EOWR fostered introduction of the office of a Gender Adviser at all administrative levels and in all sectors of the government apparatus. Importantly, the appointed advisers became part of a single network that exchanged information and know-how. The newly-created Sector for Family and Youth of the Department of Humanitarian Policy of the Cabinet of Ministers was instituted by the Ukrainian government to track the work of the Cabinet of Ministers in terms of (amongst other things) gender policy implementation. In addition to these bodies, the Interagency Council on Family, Gender Equality, Demographic Development and Human Trafficking was established with support from EOWR under the Cabinet of Ministers as a discussion and decision-making platform for gender policy elaboration. Although the name of this body suggests a mission almost too broad to be meaningful, the Council became a successful and dynamic body that gathered all the Deputy-Ministers responsible for gender policy, and stimulated such crucial processes as the launch of elaboration of the new State Programme for 2011–2015. Finally, and importantly, EOWR proactively involved the civil society sector into the process of NGM functioning.

After the foundation-shaking reforms of late 2010 and as a result of subsequent efforts to restore the NGM for further operation, certain institutional setups were changed. Thus, for instance, the place of the main coordinating body, taken in 2010 by MFYS, was delegated to MSP and its newly-created Department of Family Policy in the end of 2011. The Gender Working Groups that existed in 10 Ministries ceased to exist in 2011, as with the absence of a coordinating centre for gender policy at the beginning of 2011, these Ministries did not pass relevant internal decrees to form the groups that have to be re-convened each year. The positions of Gender Advisers to the Ministers at MFYS, MIA and Ministry of Defense (MOD) obliterated in 2011, and the process of adopting the new State Programme for gender equality was not renewed until the end of 2011, when formalized arrangements were put in place regarding the central executive body responsible for gender policy. This notwithstanding, three administrative units of Ukraine — Vinnytsia and Luhansk Oblasts and the Autonomous Republic of Crimea — adopted their own targeted programmes that contained substantial gender equality components.



ANALYSIS

Over the years, Ukraine has taken a number of steps to align its governance and legal architecture with international norms and standards regarding women's rights and gender equality. While the broad framework of *de jure* gender equality had largely been established by the time EOWR launched its operations in 2008, the country continued to lag seriously in *de facto* equality. This lag in implementation of the relevant legislation is partly explained by the long-term climate of general political and *administrative instability* and lack of *political will* to make the required changes, especially at the most senior decision-making levels. The widespread *societal inertia* on the topic, bolstered by the entrenched gender stereotypes, initially resulted in insufficient bottom-up pressure both to adopt new legislative and administrative tools and to enforce them.

Within this environment EOWR attempted to implement its three-pronged approach to the policy-making and policy implementation realms in order to mitigate three abovementioned risks. The approach lies in:

- 1) amending the existing *legislation* or policy framework instruments to make them more in line with the current trends and needs of the society,
- 2) working out the practical *tools* to implement the existing and emerging policy instruments (such as guidelines, recommendations, policy-driven research) and
- 3) increasing the capacity of the relevant *actors*: both frontline specialists working directly on the issues “in the field” and mid- or top-level executives, as well as the civil society activists.

Despite the fact that Ukrainian public administration culture is very much person-dependent (i.e. a lot depends on *who* is in a certain position rather than *what* job description the position has), it is still heavily based on the overall legislative framework and policy documents. New incoming executives or head specialists do bring in a lot of their beliefs, attitudes and preferences to the position that they occupy. Yet, especially in the executive branch of the government, they have to align their personal attitudes with the already established legislation and administrative practices.

Therefore, by working with relevant laws, regulations, decrees and terms of reference EOWR could build — albeit a small — rampart against adversity in the face of administrative instability caused by government reshuffles. Of course, as the

situation with the comprehensive administrative reform of late 2010 showed, there always remains a risk of a massive backslide despite the strengthened policy environment. At the same time, even in that case the already developed tools (ranging from terms of reference for Gender Resource Centres and comprehensive recommendations on amending legislation in line with the 2005 Law, to the new Draft State Programme) were not forsaken, and helped to mitigate the obliteration process and to revive the NGM.

The administrative inertia, as well as absence of political will, were targeted through various outreach activities aimed at key actors: ranging from negotiations and business meetings to involvement in trainings, round-table discussions and parliamentary hearings. Evidently, such activities were crucial in overcoming initial resistance of some stakeholders and changing their attitudes towards gender equality. The latter factor — alternation of the mindset of the policy elaborators and implementers — is key, as it has a huge impact on whether an institution executes a policy properly or merely “goes through the motion”.

If one considers the activities that EOWR undertook during its eventful work on the NGM, the first two things that come to mind will be connected to two characteristics: those of **comprehensiveness** and **complementarity** of efforts.

Firstly, the activities undertaken by EOWR in this area touched upon all *three branches of government*. Intensive cooperation with the legislative branch (working on issues pertaining to the Laws of Ukraine, including the introduction of a draft Law “On Amendments to Some Legislative Acts Concerning Equal Rights and Opportunities for Women and Men”), was coupled with day-to-day work through the executive branch: MFYS and later on MSP, Oblast State Administrations and frontline policy administrators. Although the judicial branch was less of a target for this intervention, extensive consultations with MOJ as well as subsequent outreach to judges (as will be described further on in the study) were helpful keys to success.

Moreover, EOWR's activities can be characterized as both “policy-” and “institution-setting” (in a broad sense). This means that the project tried to ensure the equilibrium by both assisting with elaboration of policies and guiding tools,

and by strengthening or establishing institutions to use these instruments.

Apart from this “horizontal” division of responsibilities, EOWR took into account the “vertical” buildup of the Ukrainian governance structure. Hence, the project refrained from staying only at the topmost administrative level working with the key decision-makers or, alternatively, working only with the regional level to spark bottom-up pressure¹⁵. By bringing together the representatives of both national- and regional-level actors during trainings, discussions, round tables and meetings of working groups, EOWR catalyzed exchange of ideas and information about the challenges of elaborating and implementing gender policies at various administrative levels.

In addition to that, EOWR addressed the issue of complementarity and functionality of the NGM by approaching this body as a system, rather than a collection of motley institutions and policies that are to be assembled into something workable. The National Gender Machinery of Ukraine was viewed by EOWR as needing to have the following characteristics of a complex system: *autonomy* (the ability to make independent choices), *belonging* (importance of a steady relation between elements), *connectivity* (ability of a system to link with other systems), *diversity* (noticeable heterogeneity) and *emergence* (appearance of new properties in the course of evolution)¹⁶.

The NGM elements not only had to be well fitted between one another, but had to be individually strong in order to reinforce one another in turbulent times. As the case of NGM restoration after the demise of MFYS showed, NGM components indeed became crucial players in bringing about the transition of gender equality to MSP, which testifies to their robustness.

Another important note from EOWR experience is that extensive negotiations were needed in order to allow for meaningful engagement of the civil society into the process of elaboration of policy documents. The government partners needed to be “prepared” for the thought that the planning process will be more effective and will take into account better perspectives if the CSOs are involved. This means that in further initiatives sufficient time and resources will need to be allocated to training government counterparts in participatory planning techniques.

ON THE MARGINS: Civil Society Organizations

Ukrainian CSOs have played a major role in restoring the Ukrainian NGM to its working state, and therefore are worthy of special mention as strategic partners. Although they have not been defined as a primary target group within the project’s initial operations, it is through the bottom-up pressure of the NGOs and multiple instances of their interactions with the government structures that the decision to restore gender equality as a separate issue area within the competence of MSP was fostered. According to multiple accounts of practical interventions as well as EOWR praxis, well-established CSOs that have sufficient capacity within the gender field are not only effective watchdogs. They can also be a potent “storage facility” for institutional memory in times of administrative crisis or reform. Keeping in mind that political and/or administrative instability may be a looming risk, investment into the capacity of the NGO sector pays off in terms of viability of the national gender equality mechanisms and national ownership of the developed structures and policies. The increased trust between governmental institutions and CSOs (if achieved) could become one of the key components of the success formula of interventions, leading to a higher probability of sustainable and replicable results. Yet, as EOWR experience demonstrates, apart from building “subject area knowledge” CSO project management capacities have to be strengthened and nurtured further. At the current stage of development, a lot of regional Ukrainian CSOs would stand in need of enhancement of their managerial, budgeting and strategic planning skills. Although CSOs are usually proactive catalysts of change in the society, they need to know how to apply their ardor with enough strategic vision and administration skill.

¹⁵ Understanding that a policy has, ultimately, to be implemented at the oblast and local levels justified the work at the sub-national stratum.

¹⁶ For more details c.f. Sauser, B., & Boardman, J. (2008). Taking Hold of System of Systems Management. *Engineering Management Journal*, 3-8.

Finally, it needs to be emphasized that the overall design of the sequence of structured consultations among the various Ministries, through which the revisions to the mechanism were developed, was an innovation. This approach sparked many incidental opportunities for expanding understanding of the ways and means to advance gender equality through modern planning methods. In several cases the consultative meetings engaged personnel from departments of Government being assisted by other elements of the project such as specialists from the State

Statistics Service of Ukraine. This provided opportunity for cross-fertilization of information and learning.

Summarizing the experience of the support rendered to the NGM in Ukraine by EOWR, one may say that the project was successful in building a first comprehensively designed gender equality mechanism and then bringing it back to operation after the crippling reforms of late 2010. By approaching the NGM as a systemic body, foundations for its sustainability were laid down.

THINGS TO REMEMBER:

Political and administrative instability may always be a latent risk; working with multiple levels of government mitigates it.

An effective NGM is built at the crossroads of the legislative, executive and judicial branches. Bringing representatives from different agencies to the discussion table oftentimes opens channels of cooperation that were weak or inexistent before.

While building an NGM three strategic components are required: the overarching gender policy, the tools to effectively implement it and the actors who have sufficient capacity (and will) to operate the machinery.

Involvement of CSOs is a crucial element to elaborating a well-rounded gender strategic plan; the CSOs are also institutional memory hubs when/ if the NGM is experiencing intermittent problems in functioning. Additionally, CSOs are watchdogs that advocate for restoration of the NGM in turbulent times of reform.

In order to thrive, an NGM has to assume characteristics of a system of elements: autonomy, belonging, connectivity, diversity, emergence. If these characteristics are developed well enough, the system becomes self-sustaining and may self-regenerate even if certain elements of it are damaged.



SP 2: Gender Re(-)count: Advancing Gender Statistics in Ukraine

One of the strong foundations for evidence-based policy-making lies in receiving and interpreting relevant and high-quality statistics. Without disaggregation of statistics by sex, it is impossible to ensure meaningful, transformative change in national and sub-national policies aimed at achieving equality. On the other hand, as the EOWR partnership with the State Statistics Committee of Ukraine demonstrated, production of high-quality statistical data per se is not always enough. After all, showing up for a physician appointment you would not hope to hear more about the symptoms you experience: you go to a specialist to find out what these symptoms mean and what solutions to the concrete problem may be sought. By the same token, the numbers that are crunched by the specialists at the statistical agencies (the symptoms of societal inequalities) need to be properly analyzed and utilized by a host of government institutions that make important budgetary decisions, as well as by the civil society, which can serve as a watchdog ensuring proper progress on the road to equality.

SYNOPSIS

The 1995 Beijing Declaration and Platform for Action have clearly pronounced the relevance and crucial importance of gender statistics to the advancement of women. Under paragraph 68, Strategic Objective A.4., the Platform quotes necessity for national and international statistics bodies to “develop qualitative and quantitative statistical indicators to facilitate the assessment of economic performance from a gender perspective” and to “devise suitable statistical means to recognize and make visible the full extent of the work of women and all their contributions to the national economy, including their contribution in the unremunerated and domestic sectors, and examine the relationship of women’s unremunerated work to the incidence of and their vulnerability to poverty”¹⁷.

Taking the Declaration as one of the most potent international foundations for the process of gender equality advancement, UNDP in Ukraine reached out to the State Statistics Committee of Ukraine (today — the State Statistics Service of Ukraine) with a proposal of partnership for upgrading the system of sex-disaggregated data in the country and bringing it closer to the demands of the Platform. As a result of the initial engagement that ensued in 1997, SSCU elaborated the required methodologies to collect and process data on 115 sex-disaggregated indicators. This, of course, does not mean that previously no similar information was collected — yet, the newly established standards and procedures greatly improved the situation in this realm. The day-to-day cooperation of UNDP with SSCU continued, and in 2003 the first biannual

publication “Women and Men in Ukraine” — a statistical reference book — was published.

These developments notwithstanding, a lot of improvements were still possible in the national system of gender statistics and EOWR grasped these windows of opportunities. Most importantly, the project made the term “gender statistics” a household name in everyday discourse of statistics-producing and consuming governmental entities. The project became a driving force behind a qualitative leap that was taken by the statistical bodies in Ukraine in terms of interpreting gender statistics and promoting its development and use.

A large-scale initiative that EOWR undertook was to provide SSCU with a benchmarking account of how Ukrainian gender statistics measures up to international standards. SSCU and EOWR conducted joint research¹⁸ entitled “Gender Statistics of Ukraine” that compared the existing 115 indicators in the national system with the 73 UNECE measurements. The study demonstrated that only 2/3 of UNECE indicators had their national counterparts in Ukraine¹⁹, and promoted deeper understanding of the limitations that the Ukrainian system possessed. The report concluded in a number of recommendations regarding not only the possible amendments in the procedures of data collection or increase in data availability, but also pertaining to the “receiving end” of statistics, i.e. improvements in the capacities of data users and practical utilization of the processed indicators.

¹⁷ c.f. The Fourth World Conference on Women. (1995, September). Beijing Declaration and Platform for Action. Retrieved January 7, 2012, from UN Women: Beijing and its Follow-up: <http://www.un.org/womenwatch/daw/beijing/pdf/BDPIA%20E.pdf>

¹⁸ c.f. State Statistics Committee of Ukraine and EU-UNDP Equal Opportunities and Women's Rights in Ukraine Programme. (2011). Gender statistics of Ukraine: current state, problems and avenues for improvement. Zaporizhzhia: Drukarsky Svit.

¹⁹ This is explained by the lack of correspondence between the two systems: it would seem that if Ukraine collected more indicators than there are in the UNECE system, this would be more beneficial. At the same time, the issue is not only with the number of indicators, but also in their descriptive quality and comprehensiveness.

One of such important aspects, emphasized in the conclusions of the benchmarking review, related to practical use of gender statistics in the budgetary policy-making realm. Gender budgeting was pointed out as a significant potential evolution step in usage of gender statistics in Ukraine. Budgeting (seen as allocation of resources and funds to those areas which are deemed important) reflects a very real intent of a country or region to overcome gender gaps and inequalities — not merely by proclaiming political will without committing any financial obligations. Hence, one of the recommendations of the review was to stimulate both *gender budgeting* at various administrative levels and *gender impact analysis* of national and sub-national policies. This recommendation was partly addressed by EOWR through organizing 6 gender budgeting workshops for oblast-level government structures. These activities helped the authorities learn how to assess gender impacts of current and future oblast programmes for social and economic development, and how to mainstream gender into all relevant documents and policies.

Another major gap, identified in the gender statistics system of Ukraine in the framework of the benchmarking review, was linked to absence of data on male/female balance in such vocations as judges and journalists as well as lack of time-use survey data. The time-use composite indicator serves as a barometer to measure how much time women and men devote to their job, self-development, leisure, housework, etc. The conducted research demonstrated that Ukraine, by not gathering such data, ignores the household labor dimension, thus turning a blind eye on the household unremunerated labor. Overlooking the differences in male and female contributions to “household time overhead”, in turn, leads to inappropriate policies which have the unintended effect of raising women’s labor burdens.

Realizing that statistical tools need to be proactively used in order to make meaningful change possible, EOWR reached out to the regional decision-makers as *actors* who could effectively utilize gender statistics. To enhance their capacity for practical application of gender statistics in their regular operations and feed it into policy development, EOWR conducted 6 Gender Statistics Workshops in 2011. The workshops involved over 210 representatives of local authorities who, apart from analyzing regional gender portraits, practiced their skills of gender impact assessment (GIA) applied to local programmes and initiatives.

ON THE MARGINS: Gender Portraits

Understanding that promotion of gender statistics is necessary at all government levels, EOWR chose to supplant its direct work with the central authority for statistical issues in Ukraine by similar partnerships at the sub-national level. By working with the relevant oblast statistics units the project stimulated collection and use of gender indicators in local planning processes.

Within the framework of this cooperation, EOWR introduced, supported and promoted the idea of so-called oblast gender portraits to feed into the regional and local policy. The portrait (akin to a statistical policy brief with a short analytical component) presents a snapshot of the gender statistical breakup within the region, and points out relevant imbalances. Local decision-makers, in their turn, can take this information into account while elaborating corresponding programmes and initiatives.

In the course of programmatic activity, 12 such portraits were supported at the oblast level of Ukraine. This means that half of the country’s regional decision-makers (twelve out of twenty-four administrative units) could look into the mirror of gender statistics — many for the first time — and obtain valuable information for evidence-based policy-making. As of today, three regions of the country have committed themselves to on-going scheduled production of such gender portraits: Vinnytsia, Luhansk and the Autonomous Republic of Crimea.

«We have worked really hard at putting it together. The electronic gender map of Ukraine is a free and publicly accessible tool that has all the gender disaggregated indicators that Ukraine gathers and analyses for the period of 2000 to 2010. We hope that it will become an indispensable instrument for both researchers and practitioners, for students and government decision-makers. It is unique for Ukraine, and we hope that the work to develop it even further continues»

Iryna Kalachova, Head of the Statistical Services Department of the State Committee for Statistics of Ukraine



As cooperation between EOWR and SSCU continued, and feedback was received from regional-level initiatives, a need for consolidation of gender statistics of Ukraine in

ANALYSIS

In the course of its operations, EOWR strategically utilized successes of previous projects to introduce the notion of gender statistics into everyday operational use of its partners at SSCU, and to amalgamate existing gender statistics indicators into a coherent system. At the same time, EOWR attempted to further systematic interventions in the gender statistics realm by working with the tools and the actors in this area at different administrative levels.

Working at the oblast and local levels, EOWR attempted to address several tasks. Firstly, it aspired to put together the tools which would be localized enough to be meaningful for the relevant decision-makers and that could be easily produced with the existing capacities of the oblast statistical departments.

one convenient and easily shared tool became evident. This took shape as a venture to construct the Interactive Gender Map of Ukraine. The resulting electronic Adobe-Flash based instrument of only several megabytes is a potent knowledge product that can be used in analytical work and government planning. The Map contains 7 thematic sections (*population, families and households, employment, education, women and decision-making, healthcare, crime*) and contains data on all 115 indicators for the national and oblast levels from 2000 until 2010²⁰. The Map, finalized in late 2011 and presented at the EOWR closing ceremony, has been uploaded online and is accessible for the general public.

Finally, EOWR made sure that gender statistics became an important input into the process of designing the Draft of the State Gender Equality Programme (2011-2015) and actively utilized the findings produced by the benchmarking research as part of training programmes that it administered for stakeholders in different areas. Statistics specialists, on the other hand, actively participated in capacity-building initiatives that EOWR organized, and their gender sensitivity was built alongside other actors, crucial to functioning of the National Gender Machinery.

Thus, the idea of gender portraits emerged and was successfully implemented in half of the country.

Secondly, the project targeted both the statistics *producers* (specialists in the oblast departments) and statistics *users* (local policy-makers and officials) simultaneously to foster their interactions. In the course of joint seminars on gender statistics emphasis was made on the idea that numbers indicated in the oblast portraits and the gender gaps they depicted were symptoms of social problems. These challenges, in turn, had to be addressed by gender sensitive programming and budgeting in diverse areas: ranging from road construction to development of proper medical care.

At the same time, EOWR understood full well that production of one issue of a gender portrait and one seminar

²⁰ It needs to be noted that not all indicators are present for all years, especially at the oblast level due to data lacunae. Yet, the Map has all the indicators that are available at the SSCU.

STAKEHOLDER VOICES

Natalia Batrakova, Gender Advisor to the Head of the **Chernivtsi Oblast Administration**, calls exactly as agreed, and immediately warns that her time is short: a meeting at the Administration starts in fifty minutes and she is already on her way. We rush through some quick introductions, and then the flow of the conversation heads towards the statistical gender portraits. It feels more than familiar ground to the Advisor.

"Of course I know about it: I was the actual reviewer and author of much of it in Chernivtsi! Well, I cannot say that there was nothing before the Programme. Small things here and there, you know. There was some statistical breakup in public administration, disaggregation by sex, I mean. But it is one thing to have some indicators at hand, and a whole other one is to see the whole picture, the bird's eye view. And, of course, to actually put these numbers to work, to keep them in mind and prompt you when you design a targeted programme or do budget planning. So **creating our own gender portrait of Chernivtsi oblast in 2009 was a large step forward**. We looked not only at the oblast level itself, but also at the level of districts: a very scrupulous but important task.

But it is not just taking the numbers and putting them into two pretty columns for female and male, right? So we had specialists going to the gender statistics and gender budgeting trainings organized by EOWR, and this was extremely helpful for both statisticians and for government officials. **The portrait is now seen as an important measurement tool, a baseline, if you will. And according to this baseline we are able to see where the issues are, where the problems emerge**. Then we are able to say: here we have some gender gaps, and here we have to look more intensely at the situation with men. **And this is not theory! This is about practical decision-making as to budget funds allocation**.

Previously, our budget funds were allocated rather randomly, without taking into account gender aspects. How could we tell how much money is needed to raise a girl? Or to raise a boy? They have different needs. Or, for example, 12 UAH is allocated for one place in the hospital. But it is not efficient to count bed places, it is important to calculate practical needs of patients! Women and men will have different healthcare needs, so how can you lump them? We have to analyze how to re-distribute funds in our local healthcare budget."

As our time runs short, Ms. Batrakova summarizes her views of the things that changed: "The mindset. The change in attitudes, in understanding that cooperation between statisticians and officials in the area of gender statistics is not optional: it is a must!"

(no matter how successful) is an achievement — yet, it needs to be systematic rather than one-time. Hence, EOWR analyzed the local settings in order to use every chance to consolidate success at the sub-national level. In Crimea, for instance, EOWR utilized the opportunity of the on-going review of the Republican Programme for Education and Science, Youth, Sports and Support to Family for 2012-2016²¹ amongst other things to advocate funding for creation of an annual gender portrait of Crimea. Fruitful triangular collaboration between the Crimean Ministry of Education and Science²², the Crimean Department of Statistics and EOWR resulted in political will of the Ministry and desire by the statisticians to incorporate this practice into the relevant 4-year action plan. Having an annually-published gender portrait allows Crimean officials to utilize an up-to-date evidence-based tool for informed decision-making. Vinnytsia and Luhansk became two other oblasts where authorities committed themselves to regular production and utilization of their respective gender portraits.

Another important initiative, that makes EOWR activities at the sub-national level visionary, lies in involving the local policy-makers and administrators into gender budgeting trainings. In order to stimulate design of gender sensitive policies at the oblast and local levels, it is highly important to create an understanding of the linkage between gender budgeting and gender statistics, as well as a thorough comprehension of gender budgeting as a concept. This is particularly relevant in the light of the ongoing budget reform process throughout Ukraine. It is also important to relay the message that the use of gender budgeting in good faith demonstrates the level of commitment to international standards.

EOWR experience demonstrated that there was no single understanding of the concept of gender budgeting among different groups of stakeholders. Thus, one of the further actions deemed necessary is building capacities of not only state officials but also CSOs representatives who would then be able to serve as watchdogs for implementation of the local and national budgets.

Shifting attention from sub-national interventions, one must say that the work at the national level was equally important for EOWR in order to advance gender statistics in Ukraine. Firstly, the undertaken comprehensive review and benchmarking of the gender statistics system was not only a crucial knowledge-production exercise, allowing for important findings that prompted further interventions (such as the recommendations to enhance capacities of data users and necessity to integrate gender budgeting into policy practice). Review of the national gender statistics system also became an important partnership-generating and capacity-building event at the same time. SSCU specialists, as a result of this, were able to better understand the way that the Ukrainian statistical system was still underperforming and to combine this awareness with the valuable external information from such international forums as the UNECE Working Session on gender statistics.

Work at the national level was also crucial in that it met the bottom-up initiatives halfway. The top experts of SSCU at the national level could understand the work on gender portraits that was done in the regions and gladly responded to that, while the statistics specialists at the oblast level benefited a lot from the national initiative to come up with the Interactive Gender Map and from general administrative support and encouragement.

In conclusion, it has to be noted that the work done with SSCU helped EOWR to build links between elements of the NGM and statistical producers and vice versa. Thus, for instance, specialists from SSCU were consistently involved in capacity building exercises with their colleagues from other agencies, they participated at all stages of development of the Draft State Programme, and helped bring a quantitative dimension into other initiatives by presenting relevant data and indicators. Representatives of other bodies within the NGM, conversely, learned that they had expert counterparts who could assist them with production of evidence-based initiatives. These twinning connections between professionals from SSCU and its

²¹ Adopted by the Verkhovna Rada of AR of Crimea on 21 December 2011: <http://www.minek-crimea.gov.ua/files/file/Obraz.rar>

²² In the Autonomous Republic of Crimea, unlike Ukraine as a whole, gender equality has not been transferred to the Crimean Ministry of Social Policy, but remained with the Crimean Ministry of Education and Science. Hence, this Ministry was EOWR's strategic partner over the second half of 2011 in the ARC.

sister-agencies from the NGM proved to be fruitful and mutually beneficial for all actors.

Implantation of gender statistics into the very core of NGM operations was seen as a particularly relevant and important goal for a number of reasons. Firstly, gender statistics is a concept and knowledge area that permeates the *legislative processes* (as it may serve as a foundation for advocating legislative changes) as well as *policy-making* and *policy administration* processes (creation of gender-sensitive socio-economic programmes and strategies at all levels). On the other hand, gender statistics

benefits from data submitted from different areas — such as industry, education, law enforcement etc. Hence, the awareness of professionals in other areas is key to high quality statistical outputs.

By constantly integrating acquired statistical information into its reports, policy briefs, training materials and research initiatives, EOWR demonstrated the importance of the work performed by SSCU. In parallel, statisticians' capacities in terms of gender sensitivity were strengthened alongside other government partners.

THINGS TO REMEMBER:

Gender statistics is a crucial tool. Yet, it will not help anyone if it is not used in good faith. Skills and capacities of the relevant statistics users need to be built to interpret gender gaps as symptoms of underlying social problems. Understanding what causes the society to ail is a prerequisite for taking action.

Capacity building for statisticians and government officials is better done in a mixed setting. Bringing the two groups (producers and users) at the one seminar table not only generates learning value added, but builds professional ties that constitute social capital.

Once gender statistics starts striking root in a government system, it is good to review it against internationally-acknowledged standards at certain increments of time. This puts things into perspective and elucidates avenues for improvement.

Time-use surveying and gender budgeting are two practices that were demonstrated as being in fetal form in Ukraine (as well as the CIS as a whole) at this point of time. Yet, these are two very potent tools that need to be advanced within a national system to a) demonstrate the real state of things with the paid/unpaid workload done by men and women and b) ensure real commitments of government bodies at various administrative levels to taking interests of women and men into account.

Do research for institutionalizing gender statistics in sub-national programmatic documents and operational strategies. Commitment of producers, willingness of consumers, coupled with adequate funding for annual research (very modest but crucial) are three components of an institutionalization equation.



SP 3: Domestic Violence Prevention and Response System: Multilateral Cooperation, Common Cause

This section presents practices used by EOWR to improve the existing system of domestic violence prevention and response in Ukraine. Although one will definitely find many analogies with the interventions aimed at strengthening the National Gender Machinery, the work on the Domestic Violence Prevention and Response System had some unique characteristics in its own right.



SYNOPSIS

Ukraine became the first country on the territory of the CIS to address the pervasive issue of domestic violence with a relevant piece of legislation. The Law of Ukraine "On Preventing Violence in the Family" was adopted in late 2001, and became the first pillar for defining domestic violence and attempting to counter it. Yet, it was clear that with such a multidisciplinary issue, it was impossible to address all of its facets comprehensively through one piece of legislation.

«We did consider different names for our caucus, but opted for "Equal Opportunities". We wanted to show that gender equality touches us all — men and women alike; it is about time to understand it is not a feminist trifle! We did not specifically ask men to join our caucus. They did it themselves as they do understand that the way to Europe starts with the realization of democratic principles of human rights and freedoms. And one of these rights is equal opportunities for women and men.»

Yuliya Kovalevska, MP, co-founder of the inter-parliamentary caucus "Equal Opportunities"



At the time that EOWR made its first steps, it was already evident that the 2001 Law was in need of updating and transformation in order to measure up to the current challenges; tangent legislative instruments also required a comprehensive review. The legislative package on domestic violence was blotted with loopholes and conflicts of laws, which weakened the national system for domestic violence prevention and

response. Examples of these inconsistencies ranged from absence of a unified terminology (e.g. different wordings for the legal term "violence"²³) to conflicting regulations and provisions, as well as cross-references between documents where one legal instrument referred to a non-existing paragraph in another document etc.

To address these gaps EOWR experts worked steadily side by side with MFYS and the Ministry of Internal Affairs of Ukraine (MIA) to develop the new draft of the Law of Ukraine "On Prevention of Domestic Violence", and to introduce corresponding changes to other relevant laws and regulations since 2009. The first presentation of the finalized Draft Law was held in the summer of 2011 at the Verkhovna Rada Committee on Human Rights, Minorities and Interethnic Relations. In late 2011, the Draft Law was submitted by the Cabinet of Ministers of Ukraine for consideration in the Parliament and was subsequently returned to MSP (as MFYS successor) for modifications. The Verkhovna Rada Committee pointed out that for the new draft law to work effectively, additional changes needed to be introduced into the cross-referenced articles of the Criminal, Criminal-Procedural and Civil-Procedural Codes of Ukraine. As of spring 2012, the working group consisting of specialists from MIA, MSP and MOJ was elaborating the required amendments to the tangent legislation to resubmit the Draft Law at the soonest. In parallel, the inter-party caucus "Equal Opportunities" that emerged in the Parliament of Ukraine in December 2011²⁴ submitted a smaller draft law advocating for amendments to the Administrative Code of Ukraine. This legislative piece aimed at introducing correctional works amongst proper sanctions against domestic violence perpetrators.

Alongside review of the relevant legislation and regulatory frameworks, EOWR initiated stock-taking of the elements and links constituting the current system for domestic violence prevention. This was done in close collaboration with specialists

²³ Although both terms "nasystvo" and "nasyllia" are possible in Ukrainian language, their parallel use in different policy documents and regulations makes these instruments incompatible from the legal point of view.

²⁴ c.f. Verkhovna Rada of Ukraine. (2011, December 6). News: An inter-party caucus "Equal Opportunities" created in Verkhovna Rada of Ukraine. Retrieved January 28, 2012, from Verkhovna Rada of Ukraine: http://portal.rada.gov.ua/control/uk/publish/article/news_left?art_id=292268&cat_id=37486

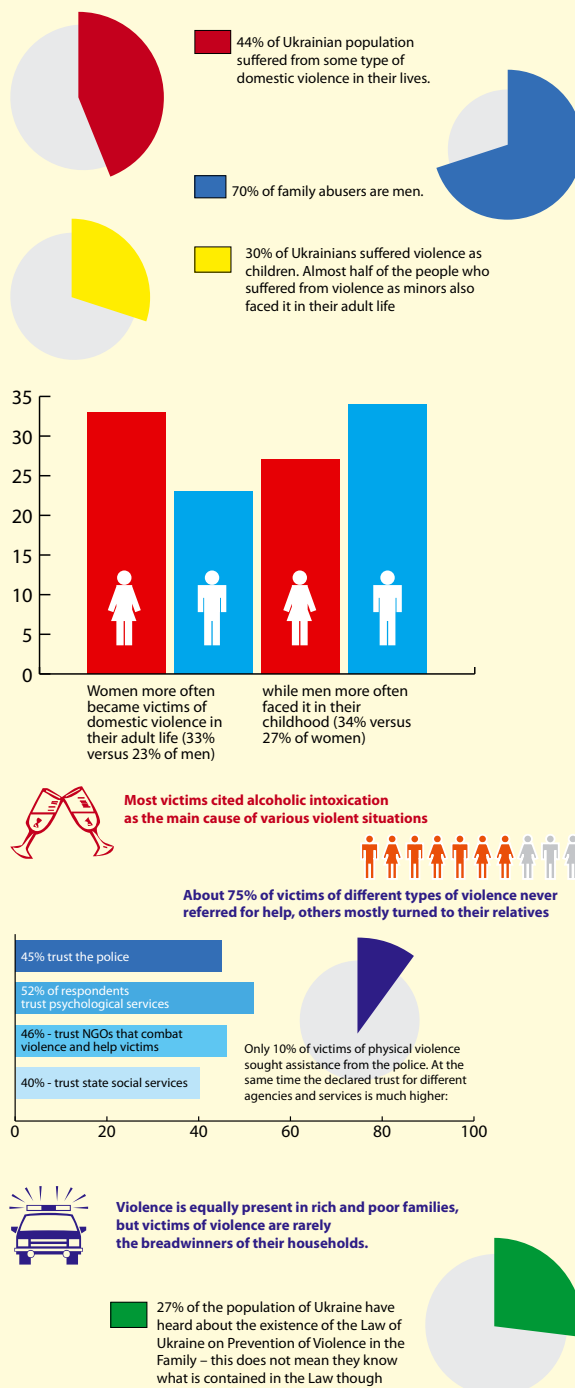
from the Supreme Court of Ukraine, MFYS, MIA, Yaroslav Mudry National Law Academy and MOJ, as well as CSO representatives. Problems were outlined, trends in the sector analyzed, and recommendations addressing gaps and inconsistencies produced. This scrupulous review process touched upon such areas as jurisprudence, medical (including forensic medicine) and social protection, as well as education, and lasted most of 2009. The results of this work were compiled in one publication entitled "Ukrainian System of Domestic Violence Prevention: Legal, Social, Psychological and Medical Aspects" (2010) which became the first research to address the above-mentioned issues to such detail and comprehensiveness²⁵.

It became the first attempt to generalize the national and international experience in this realm, and to come up with recommendations for improving the mechanism for domestic violence prevention and response. The review studied and evaluated the state-of-the-art situation with Ukrainian system for prevention and response to domestic violence, assessed its efficiency and comprehensiveness by analyzing decrees, ordinances and terms of reference, availability of social, medical, victim assistance services and preventative programmes.

Apart from drawing conclusions on the performance of the national system, this review revealed several important collateral factors that hinder the efforts of national and international stakeholders in terms of combating domestic violence.

One of the vital points that this inquiry emphasized was the lack of complete and appropriate statistics in the area of domestic violence prevention and response, including disaggregated data by sex, age and other relevant information, on the scope, nature and consequences of this phenomenon. This statistical gap, in turn, made it next to impossible to grasp the full extent of domestic violence prevalence, and made raising of public awareness complicated. In order to fill in the void of reliable statistics with at least some grounded idea as to the scale of domestic violence in Ukraine, EOWR commissioned a nation-wide opinion poll survey, which probed for the extent and prevalence of domestic violence, and demonstrated society's attitudes regarding this social evil, as well as possible measures for its prevention and response. The survey was conducted in late 2009 based on a nationally representative

On the Margins: Domestic Violence Survey Results



²⁵ c.f. Bondarovska, V., Kochemyrovska, O., Laktionova, G., Onyshko, Y., Khaar, R., & Khrystova, G. (2010). Ukrainian System of Domestic Violence Prevention: Legal, Social, Psychological and Medical Aspects. Kyiv: FOP Klimenko.
http://gender.org.ua/images/lib/stan_systemy_2011.pdf

random sample of 1,800 respondents aged 18 and above; its scope and in-depth analysis of the survey focusing on violence in Ukrainian families were indeed unprecedented for the last decade.

In the course of its operations, EOWR also contributed to upgrades in the system of social services provision to the victims of violence, which is underdeveloped in the country. EOWR's experience showed that consolidated data on providers of social services in Ukraine as well as standards for such social services provision were inexistent. Access to services was hindered by the lack of updated information about relevant centres and

More than 2/3 of all district inspectors of the country went through the Programme's domestic violence trainings. Some of those officers — twice. Now they can immediately identify domestic violence. As a result, many more cases get registered or prevented, victims receive better support. The policemen also discovered that they were not out there on their own: that they have other state bodies that are supposed to help in dealing with the causes as well as consequences of domestic violence. They cooperate with these bodies better and make sure that everyone does their share of work in this sphere.»

Valeriy Bryzhik, Head of the Unit for Personalized Prevention of Criminal Activities of the Department for District Police Inspectors, Ministry of Internal Affairs of Ukraine



institutions and their contact details. Existing handbooks and guides were not comprehensive, often outdated and their editions were limited. Although aggregation of relevant data and compilation of the roster for such entities was quoted as one of the constituent parts of the Action Plan for the National

“Stop Violence Campaign”, the government work in this direction was put on the backburner.

In order to address this shortcoming, in 2011, EOWR conducted research on state providers of social services, their contact information, facilities, scope of their activities and types of services to victims. As a result of this study, a Resource Guide on all state institutions-providers of social services to victims of domestic violence was elaborated, published and disseminated²⁶. Along with the Resource Guide, EOWR developed an analytical publication on the minimal standards of services to be provided to victims of domestic violence²⁷, which was presented to MSP in late 2011. This comprehensive knowledge product may be used to modernize Ukrainian social services, and further improve the national machinery for prevention and response to domestic violence, bridging the gap between UN and EU standards and Ukrainian practices.

At the same time, building the necessary legal frameworks and elaboration of practical tools needed to be supplanted by extensive work with the actors of the domestic violence prevention and response system. In order to better understand and ensure well-tailored capacity building initiatives for the main counterparts within this system, analysis of the nucleus of violence prevention and response mechanism in Ukraine, i.e. MIA, was conducted. The studies “Gender Parity in the Internal Affairs’ Bodies” and “Women in the Internal Affairs’ Bodies” analyzed MIA staff composition, emphasized the influence of gender policy on the Ministry’s operation and provided respective comments and recommendations. In the course of subsequent capacity building interventions with MIA, the project managed to involve 63% of district police officers of Ukraine into skill-enhancing initiatives, thus making a massive investment into the human element of the national system for domestic violence prevention and response.

Noteworthy was also the cooperation between EOWR and the judicial community of Ukraine. In 2010 EOWR reached out to the National School of Judges (NSJ) that was at that time undergoing a process of reform. These administrative alternations led to insufficient attention and commitment

²⁶ c.f. Buyalska, I., & Pavlysh, S. (2011). System of bodies and institutions that offer social services to domestic violence victims in Ukraine. Zaporizhzhia: Drukarsky Svit. http://gender.org.ua/images/lib/systema_soc_poslug.pdf

²⁷ c.f. Kochemyrovska, O., Khrystova, G., & Pavlysh, S. (2011). Standards for services to victims of domestic violence: international experience and recommendations for Ukraine. Zaporizhzhia: Drukarsky Svit. http://gender.org.ua/images/lib/standarty_soc_poslug.pdf

of the NSJ leadership at that time to engage in in-depth partnerships. At the beginning of 2011 the internal processes of major change slowed down, which opened up the avenues for more meaningful engagement. EOWR persistently pursued its goal of establishing effective working ties with the judges of Ukraine, and intensified its work with NSJ.

As interactions with the representatives of the judiciary system progressed in 2011, several important findings crystallized. The most important ones included the fact that a lot of the judges who had to face cases that involved domestic violence oftentimes failed to apply the provisions of the relevant national legislation, and had an extremely low level of awareness of the *international* norms and practices that existed in this realm. As these negotiations, meetings and discussions went on, the need for a hands-on resource-book containing guidelines for trying cases dealing with domestic violence became clear.

ANALYSIS

One of the main lessons learnt by EOWR while dealing with the system of domestic violence prevention and response is that this area is both closely intertwined with other aspects of the greater scope of gender equality promotion within the country, and — at the same time — stands aside from other realms. This dualistic nature of dealing with the system of domestic violence prevention and response may stem from the fact that the subject that it deals with is *a)* extremely sensitive (to the victims and often to perpetrators), but at the same time *b)* is rooted in many other aspects of gender relations in the society (including socially bolstered stereotypical thinking, financial dependence etc.).

Although UNDP invariably included domestic violence prevention and response into its agenda at least since 2004, the previous initiatives were somewhat selective and patchy in their nature. Therefore, EOWR could be seen as a first comprehensive project to address this complex mechanism in its entirety and in a systematic manner. As such, EOWR approached the system of domestic violence prevention and response as a new problem that was addressed — in many cases — through trial and error. This factor notwithstanding, all programmatic interventions inevitably followed a well-defined and thoroughly considered logic, where one achievement, discovery or emergent factor opened up

The extensive consultations process that spanned a number of seminars, workshops, trainings and other capacity-building activities and gathered feedback from more than 300 judges helped build a robust foundation for a truly practice-oriented and unique publication. The resource book “Hearing Cases on Domestic Violence in Ukraine: Compliance with International Standards and Avenues for Improvement” became the first practical manual of such kind, which contained overview and analysis of UN and European standards of domestic violence prevention, including the CEDAW Committee and European Court of Human Rights precedents and Ukrainian court practice. In addition, EOWR experts designed an educational course “Court Hearings on Domestic Violence Cases”, which — alongside the manual — was approved and recommended for implementation by the Scientific Board of the National School of Judges in the fall of 2011, thus ensuring institutional sustainability of the undertaken activities.

additional avenues for stimulating change and shifting the status quo. Moreover, as other EOWR initiatives, the work on domestic violence prevention and response was guided by the three-pronged approach of bolstering the policies, developing the tools and capitalizing on the abilities of the actors..

Understanding that the policy foundations are the first and necessary prerequisite for change in a systemic environment, EOWR induced its partnering agencies to start the process of reviewing the legal framework governing the area of domestic violence prevention and response. As a result of this exercise the elaborated Draft Law is based on the UN and European standards, and is innovative for the Ukrainian setting as it is “victim-oriented”. It contains several vital alternations, for instance substitution of the notion “family violence” with the term “domestic violence” to include abuse by former spouses, step-relatives, guardians, in-laws, siblings and all other relations in direct or indirect line who have lived together for not less than six months; criminalization of domestic violence, with incarceration included among the penalties; introduction of a range of prevention and response services to be put in place, including elements that addressed police methods, victim assistance services, legal advisory services and programmes for perpetrators. The changes, if adopted, will

STAKEHOLDER VOICES

Judges are usually hard to make an appointment with — especially if it is a judge of a Supreme Court within a country. **Olga Shapovalova**, a recently **retired Judge of the Criminal Chamber at the Supreme Court of Ukraine**, has been gracious with her time, though. She joins us for an interview at a small but cozy Kyiv café discussing cooperation between the judiciary and EOWR in the area of domestic violence prevention. Warming her hands on her cup, she smiles as she recalls the first encounters.

"Was it easy, you ask. Sure thing no. But this has been a very fruitful partnership: judiciary and the Programme."

Well, let's start from the fact that **historically domestic violence has been considered a private issue, a taboo for the public eye**. Not only Ukraine or Eastern Europe — if you look into recent history, say fifty to seventy years ago, in many countries it was like that: covered up and considered a private matter to be settled between the two. I recall a study done by the Programme that yielded some statistics that almost every second Ukrainian has seen, faced or fell victim to this or that form of domestic violence. The unfortunate trick is that **even judges are vulnerable to it, and they are also susceptible to stereotypes**. On top of that, even though we have the Law that is aimed at preventing domestic violence, its applicability, its current toolset are rather limited in their effectiveness.

In certain cases the judges I talked to mentioned that before really sitting down at the seminars with the Programme they often would run in one of the two situations. On the one hand, they oftentimes would classify domestic violence as 'disorderly conduct' failing to call to action the relevant law, or would not actually spot domestic violence foundation beneath many cases. So **work with EOWR led to a changed, an altered vision, a different mentality of the judges regarding domestic violence**: an eye-opener no less in some cases. It also led — as of recent — to application of the principles of the European Convention* by the judges that went through these seminars.

You also wanted concrete examples of change, right? Well, I know about an initiative in the Court of Appeals in Crimea where for the first time in history of Ukraine they came up with — how to explain that better — they came up with an analytical report reviewing the relevant court cases in the Autonomy. On domestic violence. So that is a precedent that we hope will be followed by others."

Later in the interview, Ms. Shapovalova returns to one of the original questions about the impact of EOWR: "You know, let me say this: every case where the issue of violence receives due attention by a judge in Ukraine, where attempt is made to look at it from a different point view, not through pre-set, trite solutions... when it is done thanks to the effort of the project — that is a practical example. And trust me — there are many!"

*Council of Europe Convention on preventing and combating violence against women and domestic violence

also institute court-issued restraining orders rather than police-issued preventive orders, will set up a more effective system of punishment for perpetrators, and — ultimately — provide better support to victims of violence. Moreover, suggested changes will harmonize the provisions of the Ukrainian legislation with the basic principles of the 2011 Council of Europe Convention on Preventing and Combating Violence against Women and Domestic Violence²⁸, which was signed by Ukraine on 7 November 2011.

In this thematic intervention area, apart from introducing suggested changes to the legal frameworks, EOWR came to elaborate a large number of practical tools and guidelines for three main stakeholder groups: the police, social services providers and relevant agencies, and judges. The smart feature of this approach was to pitch the same messages to various stakeholders guised in the formulae and formats comprehensible and usable by the relevant target groups. Whereas pocket guidelines for frontline police officers inevitably differ from the guidelines designed for the judges, the main messages both provide are on the same note.

In this area the idea of interdisciplinary and inter-agency cooperation and consistency in approaches worked particularly well and made progress possible. The main point made in all tools, guidelines and supplementary training materials was that no effort of one partner and no work aimed at a narrow manifestation of domestic violence will have sufficient and long-standing effect. Only when corresponding actors work as well fitted gears, driven by a common understanding, that positive shifts can be gained and sustained.

In addition, EOWR committed itself to learning from its own experience, while nurturing growth and evolution of the national system for domestic violence prevention and response.

Although there is a host of examples to be provided, two of them stand out especially.

Receptiveness to the needs of partners and stakeholders paid off extremely well in the case of elaboration of a short “what-to-do” pocket manual for police officers on dealing with cases of domestic violence. Although not originally envisaged as a separate publication, the guideline emerged after numerous requests of the police. While frontline police officers did receive information on violent crime, combating corruption and other law-enforcement topics during their in-service training sessions, domestic violence was mentioned — at best — in a very shallow manner, and no clear instructions were provided. Responding to this, EOWR developed, published and disseminated a pocket manual which contained a summary of actions of a district police inspector in cases of domestic violence. Furthermore, in order to supplant the elaborated textual materials with visual aids, EOWR produced a training film for district policemen. The film is a unique tool in its own right, since it can be used as a stand-alone video training, delivering relevant and distilled information in the most efficient manner to police practitioners.

Another case of EOWR’s practical ability to listen to the needs of partners and elucidate obscure issues in consistent dialogue relates to establishment of partnerships with NSJ. Building the connections to the judges as a professional group has not always been easy. Yet, being attuned to the needs of this stakeholder group, EOWR was able to accumulate advice and feedback from hundreds of professionals into an unprecedented reference volume. “Hearing Cases on Domestic Violence in Ukraine” resource book will likely be up-to-date and relevant for years to come, as its comprehensiveness and practicability are unlikely to be surpassed by any similar initiative any time soon.

²⁸ Council of Europe. (2011, May 11). Council of Europe Convention on preventing and combating violence against women and domestic violence. Retrieved January 6, 2012, from Council of Europe Stop Violence: <http://conventions.coe.int/Treaty/EN/Treaties/HTML/DomesticViolence.htm>

THINGS TO REMEMBER:

Domestic violence prevention and response may be a component in any large gender equality programme or initiative. At the same time, it is important not to lump it with other issue areas, while keeping it well connected to other programmatic areas.

Work on promoting combat against domestic violence should be sensitive to the topic it is covering. Tact, flexibility, attentive listening to feedback and soft but relentless work are keys to success.

There is a multitude of stakeholders in this systemic environment. Some constitute the nucleus, some — the periphery, yet all of them are required to make the system function. Reach out to all of them, even if it may seem that spreading oneself thin is not a good idea. On the contrary — if you target some without strengthening others, the system will stall.

You cannot make standardized, “one-size-fits-all” training and outreach materials for your stakeholders. At the same time, make sure that however the information is presented for varied target groups, the main messages are coherent and consistent throughout.

In absence of reliable statistics on domestic violence (statistics may be there — but can you trust it?) surveys may provide initial data to advocate for and leverage change — especially if this data is used cleverly in consultations with partners, who can then take this to government bodies that can initiate change, e.g. the Parliament.

Sometimes the partners will have to be approached several times. Initial failure due to temporary internal reforms can be transformed into success by approaching the same agency again through careful consultation and persuasion to “not let go”.



SP 4: Cascade Training Programme: Delivering Relevant Knowledge to Agents of Change

The Cascade Training Programme may be easily quoted as one of the highlights of EOWR work with the actors in the area of gender equality promotion. It became the largest comprehensive outreach learning activity that encompassed well over 2400 trainings for professionals from different vocations, elaborated techniques for nurturing gender awareness amongst working adults, and built a network of certified trainers who are licensed to work in the state In-Service Training Centres and other government-run professional development initiatives. Although the methodology of conducting cascades itself is not an EOWR invention²⁹, the project brought in several innovations that have proven to be smart for the current Ukrainian context.

SYNOPSIS

Within the project duration, EOWR reserved special attention for interventions aimed at strengthening understanding of key stakeholders on issues of gender equality and mechanisms for its development. The selected cascade training methodology is a useful technique of intensive capacity building whereby new thinking and associated behaviors can become institutionalized relatively rapidly.

«After the trainings participants' minds are making all sorts of new connections. The aim is not to teach them everything about gender (which would be impossible), but to get their brains working in new ways, making new connections.»

Lubov Maksymovych, Western Ukrainian Centre "Women's Perspectives".

«Partnership with EOWR helped NGOs to get unprecedented access to government offices. Local administrations first got to know us as trainers through the Cascades, and then they learned about our organizations and the services we provide. Then they started referring clients to us!»

Marta Chumalo, Western Ukrainian Centre "Women's Perspectives".



subject-matter, as well as adult education skills are adequate for spearheading high-quality educational initiatives. In Phase 2, the trainings are rolled out to a wider audience consisting of the representatives of the target groups from the regional and local levels. The final component to the cascade trainings, or Phase 3, involves creating an environment conducive of sustainability of the results and proliferation of the hands-on experience in the respective institutions and organizations.

By introducing gender equality concepts to a large number of key actors through the cascades, EOWR strived at creating a critical mass to drive ongoing regional and national change in attitudes, value systems and — consequently — professional patterns of action. In line with three thematic pillars of EOWR programmatic interventions, 3 categories of specialists were selected as target-groups on the basis of their potential to (a) strengthen the implementation of relevant legislation; (b) contribute to a more gender-sensitive national culture; and (c) act as nodes of influence and front-line agents of change within the country. EOWR, therefore, reached out to its three main constituencies: civil servants, teachers and local police officers.

In Ukraine all civil servants and teachers are required to attend one- or two-week in-service training sessions every 4-5 years throughout their careers. Therefore, most of the 27 administrative entities³⁰ maintain In-Service Training Centres for civil servants and teachers. As far as the police-officers are concerned, they undergo professional training in small portions (2-3 hours per session several times a year) on a continuous basis under the guidance and jurisdiction of the oblast MIA Departments in designated locations. Keeping this in mind, a ready-made infrastructure through which gender trainings could be administered was already in place. EOWR grasped the opportunity of capitalizing on the already established structures and working through the existing channels rather than trying to establish new institutions.

The cascade training method in its most conventional form follows a three-step procedure. During Phase 1, the training of trainers (ToT) is initiated. The trainers are coached in their respective areas to ensure that their knowledge of the

²⁹ c.f. Jacobs, R. L. (2002). Institutionalizing organizational change through cascade training. *Journal of European industrial training*, 177.

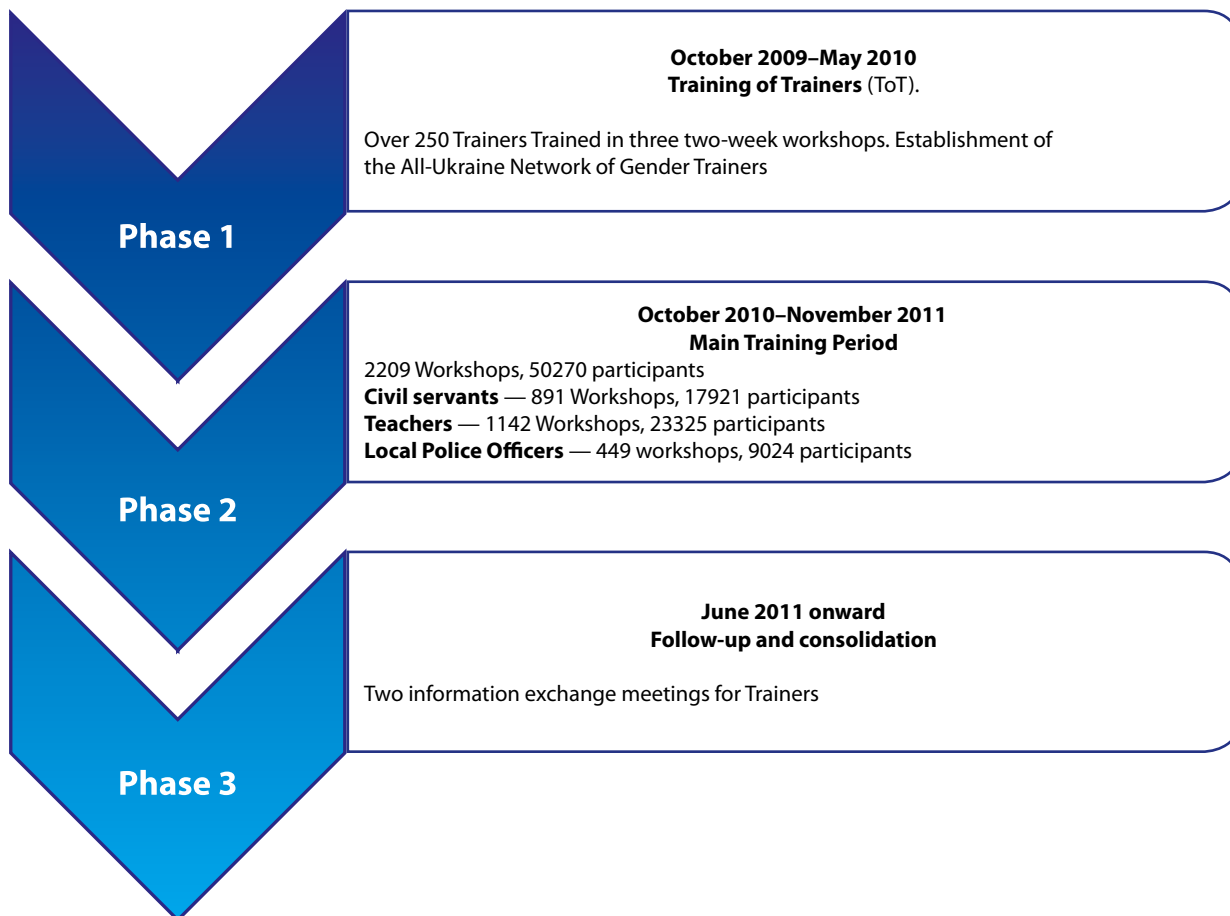
³⁰ 24 oblasts, the Autonomous Republic of Crimea, municipalities of Kyiv and Sevastopol.

³¹ c.f. Swedish Government Official Reports. (2007). *Gender Mainstreaming Manual: A book of practical methods from the Swedish Gender Mainstreaming Support Committee (JamStod)*. Stockholm: Wolters Kluwer.

The three "Rs" are Representation, Resources and Reality, which correspond with the classic summary strategic analysis framework of "Who? What? Why?" Thus the approach guides participants through a strategic planning approach, focused on gender equality.

Table 1 : Cascade Trainings in Contrast

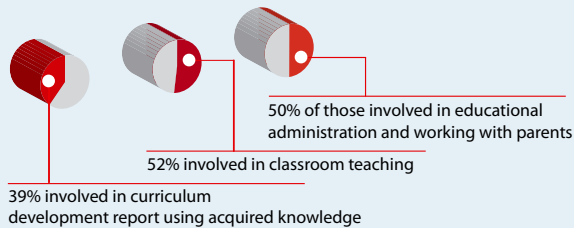
Civil Servants and Teachers		District Police Officers
Gender balance in the profession	Mainly women at middle and lower levels, mainly men in senior management. In Civil Service non-managerial career streams (experts) almost entirely women.	Mainly men at all levels.
Gender balance in workshop participants	Mainly women, especially in the teacher groups.	Almost entirely men.
Workshop objective	Conceptual clarity on gender biases and gender relations in general.	Understanding of the Law on Domestic Violence and how it is implemented.
Workshop outputs	Ability to perceive, understand and seize opportunities to enhance gender equality in all areas of personal and professional life.	Ability to apply the law effectively and with good discretion, in collaboration with other state and non-state actors providing complementary services. Ability to identify people suffering from domestic violence (latent signs of abuse, etc.). Ability to interview victims and perpetrators. Ability to prevent domestic violence cases.
Workshop methodology	Socratic, gender analysis, some experiential (self-exploration), practical exercises.	Socratic, practical exercises.



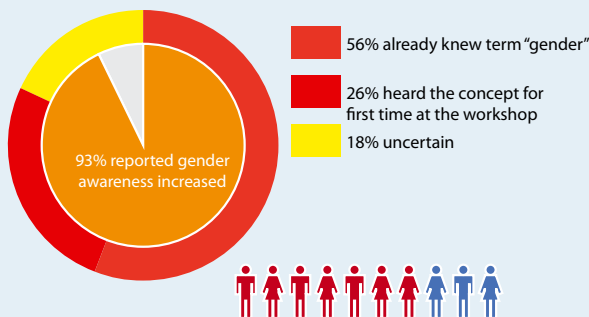
Teachers

1142 workshops, 23,325 education system personnel.
A sample of 375 surveyed (78% female):

Use of acquired knowledge



Knowledge of the term "gender" before the workshop

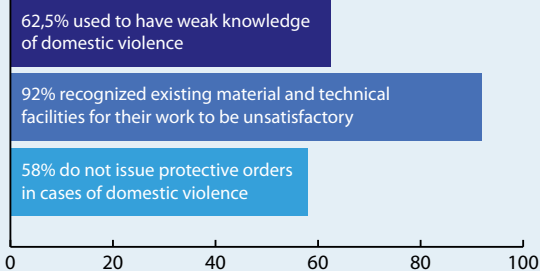


70% believe that there is gender discrimination in the workplace, which they defined as:

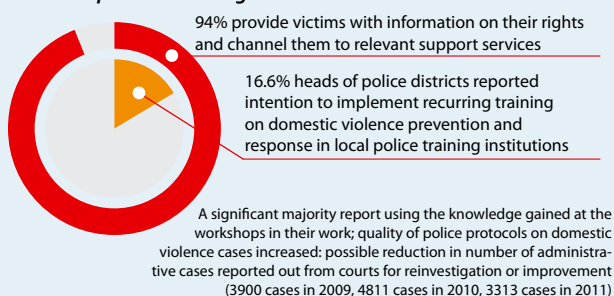
- discrimination against teachers themselves;
- discrimination in the content of education; and
- discrimination by the state against the teaching profession itself, which is overwhelmingly female

District Police Officers

449 workshops, 9024 participants (8780 district policemen, or 63,6% of total district police staffing, and 242 child criminal policemen, teachers, social and medical workers, judges)



Use of acquired knowledge



All of the trainings were based on an interactive adult learning methodology (the so-called "Socratic" or "questioning" method), although the workshop content for police officers was quite distinct from that for civil servants and teachers. Training for the latter aimed at achieving conceptual clarity on the topics of gender analysis and gender relations, and was based on the Swedish "3R's" approach. The approach includes a certain amount of self-analysis, and builds capacity to analyze gender equality both in the context of daily life and in projects/programmes. It uses a simplified results-based strategic planning framework as the vehicle through which gender issues can be explored³¹. By contrast, the workshop content for local police officers focused on practical understanding of the 2001 Law "On Preventing Violence in the Family" and related legislation, as well as responsibilities of the police in implementing these regulations.

The full complement of over 200 trainers, identified through an extensive national search, and including about 60 In-Service Training Centre staff, had been selected based on criteria of experience, motivation and knowledge. They were drawn from diverse backgrounds: current and former teachers, academics, retired government employees, experienced gender trainers on domestic violence and human trafficking, among many others.

In *Phase 1* the selected trainers were trained in 3 two-week workshops. At these, they developed expertise in the several techniques and methods that had been prepared by EOWR, and were able to pool their varied experience. The ToT phase also allowed for absorption of important inputs from the future trainers, which were then shared with their colleagues for possible further application. Hence, the ToT not only was a "teaching" exercise per se, but also a "learning" one: it allowed for crucial feedback and tweaks in the training programme designed by EOWR.

Manuals were prepared for ongoing use by the trainers, addressing theory and practice of adult learning and gender analysis, plus practical skill development through interactive learning methodologies. These manuals included an array of exercises, case studies and techniques for learning, and were reported to be used by the trainers in a wide range of their training activities outside the Cascade Programme.

As *Phase 2* set on, the 175 trainers who graduated from the ToT stage (50 trainers on gender policy, 81 trainer on gender education and 44 trainers on prevention and response to

domestic violence), delivered trainings in the field to over 50,270 participants in the 14-month period October 2010-December 2011. Outreach to such a number of professionals has resulted in a continued interest within the respective vocational areas and a sustained demand for more trainings from both the participants and the relevant state in-service training bodies. At the time of writing, the trainings continued already without EOWR support (albeit at a slower pace). This was exactly the intent of EOWR, whereby a critical mass of expertise and drive for furthering knowledge would be created in a professional setting.

As the trainings progressed, a monitoring survey was conducted in 2011 to learn about the impact of the information delivered and the degree to which the expectations of participants were met. The survey results indicated satisfaction with the learning, and both willingness and ability to incorporate the lessons learned into everyday work³².

Phase 3 of the Cascade Training Programme consisted of two major information exchange meetings for trainers. The first one held in the summer of 2011 in the west of Ukraine served as a platform for sharing preliminary results of the Cascade Training Programme and a preparation for its consolidation, phase-out and transfer of the results to the ownership of the trainers' network. The second major meeting was conducted in Crimea in the fall of 2011, and was run in parallel to an EOWR-organized conference on integrating gender-sensitive approaches into the educational system. Hosting these two events under one roof proved to be a wise decision, as trainers from other issue areas had a chance to hear discussions of their counterparts from the gender education thematic component and, in turn, share their own experience. Ultimately, both professional retreats served as means of strengthening the ties within the EOWR-supported network of trainers.

ANALYSIS

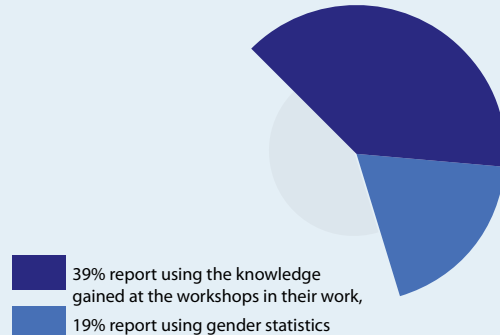
Firstly, the "smartness" of the Cascade Training Programme lay in the fact that instead of establishing new entities that would, likely, dilapidate after the project phase-out, EOWR partnered with the State In-Service Training Centres and their

Civil Servants

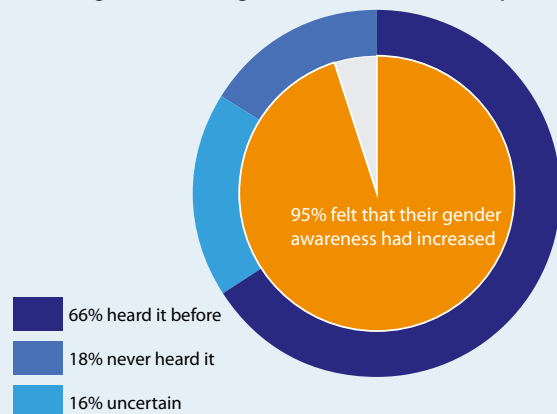
891 workshops, 17,921 participants.

A sample of 248 surveyed (75% female):

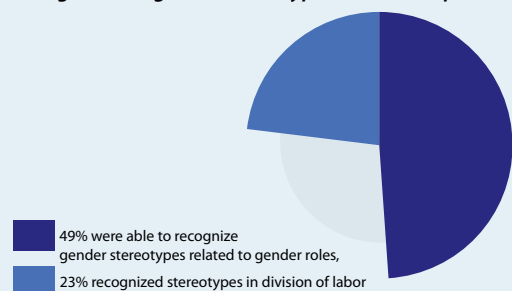
Use of acquired knowledge



Knowledge of the term "gender" before the workshop



Recognition of gender stereotypes in the workplace



71% believe that there is gender discrimination and a markedly gender segregated workforce in the public service, and were able to define this as including:

- limited career opportunities for women,
- a "glass ceiling",
- complete absence of gender parity in senior management, and
- recruitment bias ("men preferred", women assigned junior tasks)

³² Monitoring the Effectiveness of Cascade Trainings in Gender Sensitivity, Gender Awareness and Fighting against Domestic Violence. Analytic Commentary. EOWR, September 2011.

counterpart mechanisms in the case of the police. Initial use of the auspices of these institutions and training of their staff (amongst other trainers) enable the government to continuously involve credentialed specialists into their programmes. As a result, a lot of the certified trainers are, themselves, specialists at the capacity-building institutions becoming therefore agents of change in the relevant state-run adult education structures. This arrangement is beneficial for all partners in the agreement, as EOWR ensures institutional sustainability, while the Centres enjoy higher degree of qualification obtained by their staff.

Secondly, to ensure sustainability of the results, EOWR has obtained state certification for its trainers (50 trainers on gender policy, 81 trainers on gender education and 44 trainers on prevention and response to domestic violence). The process of negotiation for certification, although a tedious one, has been one of the master-strokes of the project in the cascade intervention which means that the State recognizes the relevance and importance of gender training — not only in words but also on official certificates.

Thirdly, the personalized and adaptable character of the cascade approach, as implemented by EOWR, needs to be emphasized. Instead of having a “one size fits all” solution in terms of approaches and materials, the project specialists and consultants listened carefully to the professionals they trained. Necessary amendments and improvements were introduced as the intervention progressed, and the feedback was transformed into more “learner-friendly” curricula.

In addition, the project has made wise choices while selecting the trainers to participate in the ToT phase. The quality of the graduate trainers of the Cascade Programme is extremely high. These professionals are, in most cases, deeply engaged in the topic that they have mastered, and continue conducting trainings even after the project has phased out. Phase 1 graduates also have demonstrated outstanding skills of adapting the materials offered by EOWR to the needs of their audiences and developing new techniques along the way. One of the many examples of how committed trainers have altered the operations of their home institutions comes from Vinnytsia oblast of Ukraine, where the oblast In-Service Training Centre for Civil Servants developed and published its own handbooks on various dimensions of gender equality. The Centre also presents regular exhibitions on the theme in its library. During a local council election period, the Centre

organized workshops for women heads of village councils and women activists in various districts: all as a result of its employees participating in the EOWR trainings.

The approaches utilized at the trainings require a special mention. While several of the trainers already had professional training skills, and had taught practicing professionals before, others in the group were new to that task. The teachers, in particular, found the Socratic Method both new and profoundly relevant to their daily work. Despite being an adult learning method, it is adaptable for use in schools, especially for teenagers, and is particularly useful for introducing sensitive or controversial topics, or issues that imply changes in belief. Moreover, the attitudes of equality, respect and reciprocity that underlie the method can be transformational in the classroom where there has been a tradition of hierarchical passive transfer of information from teacher to student, with very limited interaction.

Another practice that was utilized in the course of the EOWR Cascade Training Programme allowed the project to achieve at least two objectives at the same time. Involvement of two CSOs in the process of administering cascades allowed to (a) manage internal resources of EOWR more efficiently and to (b) increase the capacity of two organizations for further work with such massive interventions. The *Ukrainian Women's Fund* (UWF) and *Western Ukrainian Centre “Women's Perspectives”* benefited from running the logistics side of the Cascades in a number of ways. They upgraded their document elaboration skills, enhanced their management and oversight capacities, and took in new gender training skills, methodologies and materials. In addition to that, they built extensive contacts both with the network of trainers developed by the programme, and with the regional In-Service Training Centres (a major augmentation in their opportunities for partnership and resource mobilization). As a result, these partner CSOs were able to use strengthened abilities and resources in their training and capacity development activities with their own constituencies, including in their international work in Moldova.

Finally, and most importantly, EOWR was flexible enough to learn from its experiences early on in the process. For instance, the idea to incorporate a small share of doctors, teachers, social workers and other relevant professionals (no more than 10% in the total number of participants) into the trainings on domestic

STAKEHOLDER VOICES

Mariya Voynychenko, secondary school history teacher from Dnipropetrovsk oblast really likes recalling this story. Her "Blue Notebook Legend" — a true story at that — has become one of the symbols for EOWR success and true impact that the project brought to its beneficiaries. Ms. Voynychenko is more than glad to share it once more: "So the blue notebook story, huh? Yes, I told it to all my colleagues at the school and shared it at one of the follow-up seminars.

Well, imagine yourself being married for, like, 25 years — that usually means that you know your spouse pretty well. Pretty well! I mean it takes a lot to make a real surprise, so you get the picture, right? Well, I can still remember waking up that morning and sensing that something is out of place — not in a bad sense, just positively weird... So I get up and walk into the kitchen (and I mind you — my husband is no early bird at all!) and I see that the table is set. Omelet, toast, tea. OK, I think to myself, it is not 8 March, not my birthday (and not his either — she laughs) and definitely not our anniversary that he would forget anyway. Soooo, I look at all that in a silent question and my husband just is sitting there smiling and says — like I will never forget — he says "You know, I think you did your share over the years". I am looking at him dazzled, just barely able to speak or make sense of what is going on there! So he tells me that they had this seminar at work. And, I'm sorry, I did not tell you — he works for the local administration in their economics department. Yes. And he says that UN is organizing seminars on gender equality. So he attended one (and he points to a blue-colored notebook with the name of the Programme on it) and that is why for a couple of days he was restless once he went to bed. He would just waive my questions away, saying he is thinking: well, you know how men are brought up — keeping all their concerns inside. So he tells me he was thinking of our family and relationship and especially after they did this exercise with time-division of who does what work in the household he did his math. She chuckles. You can imagine what the results were, right?

So I saw that blue notebook for the first time that morning, but then just a couple of weeks later recruitment for a teacher training was organized by the Programme. And although this was not a very convenient time for me (I had to reschedule some of my arrangements). So, I came and then — and I tell you: this was what everyone in our group said afterwards — no one wanted to leave after it was over. We had good contact with our trainers, of course, so we nagged at them for more materials and we use a lot of the approaches in everyday explanations, in our view of our role, of the kids and their values. At any rate — I think that the Cascades had a profound impact on our life — on my family first and foremost. Don't know how it was for someone else, but for us it was a life-changer!"

violence prevention and response emerged when the trainings had already started. At the same time, this idea was very popular with the participants and yielded vocal support from the police officers. It turned out that whether the trainings for civil servants

and teachers were successful enough in homogenous groups, the policemen derived much more benefit if the groups were mixed and they could communicate with other stakeholders responsible for domestic violence prevention and response.

THINGS TO REMEMBER:

If there is an opportunity to work through existing structures (state capacity-building training centres), it may be a smart idea to do so. Whereas exogenous agencies created by a project may survive after its phase-out, there is no guarantee that this will happen. It may be smarter to increase the capacity of existing structures from within by recruiting some of their personnel to become trainers.

Outsourcing in large logistical arrangements may save time and energy of your staff. At the same time, you need to be careful while selecting the entity that will be your “extended agent” for implementation of the activity. In the case with the EOWR Cascade Trainings Programme the two CSOs proved to be reliable partners in the course of training management but also required.

State certification of trainers is a tremendous benefit to institutionalization of gender in adult education for professionals. It may take a lot of time and effort to attain from the state agencies, but the benefits greatly outweigh the tediousness of the process.

Successful negotiations with the topmost officials in the in-service training realm of a given Ministry are only half the deal. Although there may be a high-ranking ordinance for implementation of a relevant training programme descending to the lower administrative entities, sufficient time needs to be allocated to negotiate with local partners as well. There is always a danger that certain activities may be “sabotaged” by the lower level executives if there is no understanding of the value of gender equality.

One needs to be careful enough not to expect uniform avalanche-like changes in different target groups. It was noted, through multiple instances and observations, that the state machinery and educational system were profoundly different in their reactions. While the former, if not resistant, was very slow in absorbing new tools and mechanisms aimed at gender equality, the latter was very responsive and even proactive in embracing changes, especially at the grassroots level.

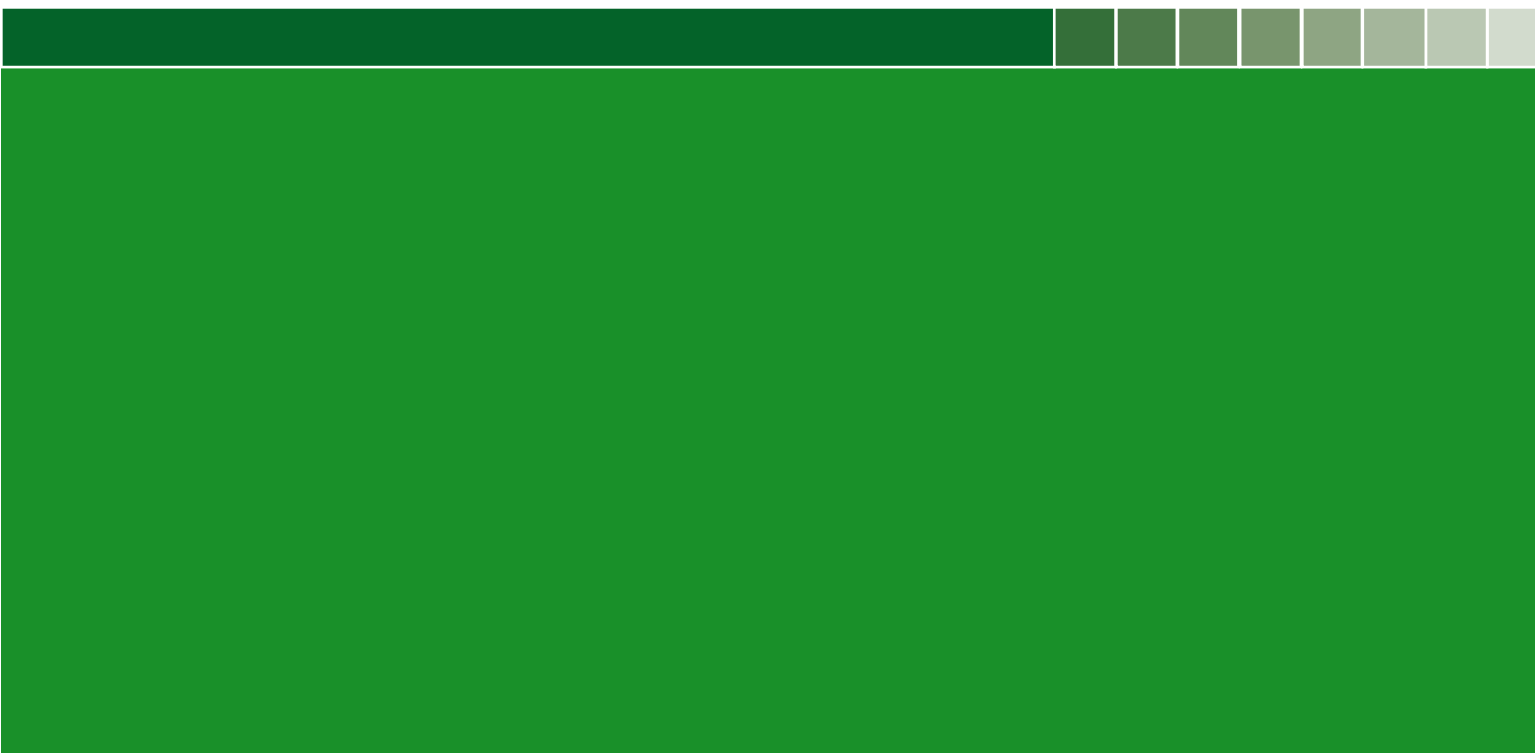
Various target groups (civil servants, educators, police) require slightly differing approaches to information learning and retention. One needs to be flexible enough and always tuned to hear the feedback from the trainers and the trainees to alter the approaches accordingly. After all, it is not the rigidity of the methodology that counts: the final result is much more valuable. The cascades, in this sense, are an enormous opportunity — akin to targeted opinion polls — to find out what the target group needs and what else can be done to assist it in its everyday operations³⁴.

³⁴ An important example can be showcased here when during the cascade trainings, police-participants identified (and MIA reconfirmed) the need for step-by-step written guidance for officers. To respond to this, EOWR developed, published and disseminated a pocket manual which contained a summary of actions of the district inspector in cases of domestic violence. The manual also equipped police practitioners with the tools to identify latent forms of domestic violence, and provided advice on how to record information in cases of violence. In order to supplant the elaborated textual materials with highly effective visual aids, EOWR produced a training film for district policemen. The film is a unique tool in its own right, since it can be used as a self-sufficient video training that delivers relevant and distilled information in the most efficient manner to line police officers.



SP 5: The Education of Tomorrow: Engendering the Future

Human attitudes and beliefs, especially at the early age, are molded strongly through two social formations: the family and the school. Pre-school and school environments become windows on the world that build a child's ability to acquire new knowledge and shape an initial worldview. University education, on the other hand, not only is an engine for generating research that propels policy and decision-making: it nurtures further intellectual development of the younger generation, the leaders of tomorrow. EOWR has consistently applied its three-pronged approach to gender mainstreaming within the realm of education, and this section deals with some ideas and techniques that were derived in this process.



ON THE MARGINS: Gender Lesson Contest — Known Tool, Smart Application

The Ministry of Education and Science, Youth and Sports of Ukraine utilizes a number of tried and tested approaches to stimulating creativity and innovation amongst Ukrainian educators. Annual teachers' competitions aimed at determining the "best in profession" are conducted widely both at the national and regional level. EOWR decided to use this conventional contest platform in order to achieve two tasks. Firstly, the project wanted to sow interest amongst Ukrainian educators to the issue of gender equality mainstreaming into a classroom setting. Secondly, EOWR knew that such initiatives usually yield multiple valuable innovations that can be disseminated to a wide professional audience, once the competition is over. The smartness of the approach taken by EOWR lay in the fact that it utilized a "conventional" vehicle, which MES had used before and, therefore, was not apprehensive of, to deliver the "unconventional" message of gender equality within a classroom setting to a broadest possible teacher audience.

In October-December 2010, MES with the support of EOWR launched the first in Ukraine National Contest for the Best Lesson on Gender Equality, which generated a surge of interest amongst educators. 20 Best Lessons were selected out of a record 425 applications, and the finalists conducted open lessons within the second stage of the competition to showcase their techniques and methodologies. To further spread the award-winning approaches for integrating gender into a secondary school classroom, the three victors of this Contest held 9 master-classes on gender mainstreaming in education across Ukraine.

The Contest proved to be a timely and highly successful initiative. It was instrumental in empowering certain schools to introduce gender lessons as a regular practice (through teachers who took part in the contest). A lot of the Contest participants were tipped off about this initiative through the informal networks that grew out of participation in the Cascade Training Programme, which was indicative of important spin-offs that stemmed from the trainings that EOWR organized.

Building on the success of the first initiative, in July 2011, a second Contest was launched, this time concentrating on the issue of domestic violence. Out of 100 applications from 19 regions of Ukraine, the jury selected 16 finalists who took part in the study tour to Poland in November 2011 and got acquainted with the best practices of domestic violence prevention. The second phase of the Contest (open lessons) was held in a school in Chernihiv where all the finalists presented their unique lessons to the students of 5-11 grades.

The Ministry of Education and Science multiple times iterated on its commitment to continue the Contest in the years to follow.

SYNOPSIS

Throughout its operations, in accordance with its three-pronged approach, EOWR intervened into the educational system in a strategic way by strengthening the three pillars of *policy, tools* and *actors*. Hence, the project aspired to provide recommendations for sensitizing the educational *standards and programmes* (which are akin to education legislation in their prescriptive power), provided practicing educators with a number of valuable *instruments*, and strived to impact the process of education of *current and future teachers*.

It needs to be emphasized from the onset that the roll-out of EOWR interventions was coupled with adoption of an important internal document by the Ministry of Education and Science (MES), which smoothened the path for programmatic interventions. MES was the first of EOWR partner Ministries to adopt a decree "On Introducing Principles of Gender Equality into the Educational System" in the fall of 2009. This ministerial regulation constituted a solid foundation for build-up of momentum for change.

Addressing the first "prong", EOWR focused on the existing educational standards and baseline subject programmes in Ukraine. Whereas educational standards determine the *general* skills and competencies that a child or adolescent shall acquire in the course of education (such as analytical skills and creative thinking), the national baseline subject programmes contain *concrete descriptions* of the knowledge areas that have to be mastered by a student at a definite educational milestone (e.g. ability to build a historical timeline of the 20th century in 11th grade or to solve a certain type of equations in 9th grade).

In order to review the standards and the relevant programmes, determine their gender sensitivity, and recommend possible changes, EOWR initiated formation of four working groups involving national experts, officials from the Ministry of Education and Science (MES), MFYS and EOWR staff. These working groups concentrated on all levels of the educational system in Ukraine, including preschool and primary education, secondary education, higher education, and professional and technical education (vocational training). The enormous task of researching thousands of pages, consulting with counterparts and shaping a more advanced vision of gender-sensitive

standards, which commenced in early spring 2009, was completed at the beginning of 2010.

The sets of recommendations for amending the educational standards and baseline subject programmes were then compiled into a solid three-volume publication which contained not only recommendations on the improvement of existing standards and programmes, but included some additional valuable tools: thus, for instance, a part of Recommendations' Volume II contains lesson templates that have been developed by finalists of the All-Ukrainian Contest for the Best Lesson on Gender Equality. Publication of the award-winning materials that were selected out of more than 400 applications from all regions of Ukraine enriched the volumes and allowed to supplant general and sometimes theoretical recommendations with vivid examples of how gender sensitivity could be incorporated into a lesson.

Proposed amendments to the educational standards and baseline subject programmes were widely disseminated in all regions of Ukraine to educators, methodology specialists, experts of State In-Service Training Centres for Teachers and educational institutions of all levels as well as MES officials at the national and regional levels. One of the direct outcomes of this activity was the consideration of presented recommendations in the ongoing process of reviewing secondary school history curricula, which testified to the acceptance of approaches proliferated by EOWR.

In parallel to scrutinizing the educational standards and baseline subject programmes, the project paid special attention to analyzing educational materials and textbooks which were used in the national system to deliver relevant knowledge to school students.

EOWR, together with a group of external experts and ministerial specialists conducted a *sample analysis* of 23 MES-approved instruction manuals (textbooks and activity books) in terms of gender sensitivity and inclusion of appropriate gender messages. Pursuant to the 2005 Law "On Ensuring Equal Rights and Opportunities of Women and Men", MES is responsible for conducting gender expertise of textbooks before approving them for print, so that these materials correspond to the principles of equal rights and opportunities of women and men. What the Law does not contain are concrete guidelines regarding such expert assessment. Hence, EOWR, external experts and MES specialists attempted to demonstrate, based on the practical example of analyzing 6th-grade textbooks, how the analysis may be conducted, and what measurements shall be used for

determining whether an instruction text is gender-blind, gender stereotyped or gender-balanced. Such indicators range from simple statistical counts of representation of male and female personages to contextual analysis of deeply entrenched gender stereotypes in the descriptive parts of textbooks and manuals as well as assignments and problem sets that they present.

Another hands-on instrument that was developed by EOWR during its operations — a resource book entitled "How to Help School Children Overcome Gender Stereotypes" — offers practical tips to secondary school teachers to help their students counter gender stereotypes and develop a more egalitarian worldview. Written in an extremely engaging manner, this book may be used by any subject teacher as a springboard to understanding importance of gender education.

Finally, in order to offer the secondary school teachers with additional tools for effective mainstreaming of gender awareness into the educational process, EOWR commissioned three 30-minute educational films: "Gender in our lives", "Gender at work and in business" and "Gender stereotypes in media". These videos are effective in equipping 10th and 11th graders with understanding of gender dimensions in various aspects of societal relations.

Within the third stream of its interventions — capacity building of the relevant actors — EOWR allocated sufficient resources and organizational efforts to making meaningful investments into the both current and future generations of teachers and educators. Whereas outreach to practicing educational specialists was mostly done through the Cascade Training Programme, practical workshops, seminars, conferences and peer-to-peer learning exercises, work with future instructors took a slightly different form.

One of the ways to focus on enhancing the capacities of future educators lay in integrating gender awareness into the teacher training processes. In 2010, EOWR experts developed two curricula for the students of pedagogical institutes and universities. One of the courses — "Gender Education: Theory and Practice" — was designed for in-class presentation to 2-4th year university students, while the second one — "Theoretical and Methodological Foundations of Gender Education" — was created as a distance-education curriculum for 2nd year university students. Both courses, based on effective and engaging techniques, build the understanding of the students on gender issues and offer them readily applicable information

on the basic tools of gender education methodology. In 2011 the two courses were approbated in at least 5 universities and,

subsequently, received Ministerial approval for further roll-out at the relevant teacher-training higher educational establishments.

ANALYSIS

The legal framework of the country, including the Law “On Education”, “On Secondary Education”, “On Higher Education”, “On Extra-curricular Education” amongst others, contains basic provisions for the national educational architecture. Within the gender equality realm, these documents are supplanted by the 2005 Law “On Ensuring Equal Rights and Opportunities of Women and Men”, which stipulates the necessity for ensuring gender equality within the educational system, including such areas as curricula and educational materials. Yet, none of the above-mentioned legislative pieces are helpful enough in addressing the gender dimension in a systemic way. Laws provide merely a *playing field*, whereas the *rules of the game* are spelled out in the educational standards and the baseline subject programmes.

Educational standards are elaborated internally by MES and do not require a higher authority for validation. They outline the general principles of delivering the information and knowledge to the students at various levels (including pre-school, primary and secondary school, vocational and technical training and university), and stipulate the skills, abilities and competencies that children and adolescents need to possess at a certain educational level. Baseline subject programmes, on the other hand, are most detailed in that they actually describe the topics that a student needs to master in the subject in a certain grade or year of university studies. It is based on the programmes that textbooks and instruction manuals are elaborated and published after getting MES approval.

Although EOWR recognized the inevitable graduality of transformations and the required constant advocacy for change, the project saw these two types of documents as most relevant targets. Development of the recommendations on amending the standards and subject programmes that span the whole educational cycle was not only an unprecedented and comprehensive policy research initiative. It was a major step forward in adopting more gender sensitive approaches across the educational system as a whole. The fact that MES specialists took active part in the elaboration process allowed them to increase their capacity and to tap into the wealth of European practices.

Books and manuals are inalienable parts of the educational process and — often — the first references of choice that bolster the in-class educational process. Hence, they have a strongest impact on what the students will learn, and under which angle.

Analysis of 23 text- and activity books initiated by EOWR based on 6th grade instruction materials, did not pursue a strategy of performing the analytical functions instead of the MES partners. The research team, instead, showcased the possible dimensions to look out to when such analysis is performed. Experts examined textbooks in a wide variety of subjects ranging from literature to geography and mathematics, and have thoroughly gone through each aspect of the textbook. Based on the content analysis methodology, the conducted expertise laid down a foundation and precedent for implementation of gender analysis of textbooks and study materials in full accordance with the 2005 Law. The conducted analysis also contains an algorithm for future reviews of textbooks through the prism of gender equality.

A separate note needs to be struck with regards to the application of tried and tested approaches for promoting gender equality and zero tolerance to domestic violence in the system of education. Selection of the teacher competition format for elucidation of new ideas in gender education had several “smart points” to it. Firstly, competitions have been conducted by MES for dozens of years and both the Ministry and the teachers were used to this format. Putting the new wine of ideas into the old contest bottles worked particularly well in this situation. Secondly, the competition generated a wealth of ideas, approaches and instruments, which have been carefully collected, analyzed and disseminated by EOWR. Importantly, these methodologies are seen as being “native”, elaborated by the Ukrainian teachers, and, therefore, are not perceived as alien by fellow educators. Finally, the contest allowed for development of immense social capital amongst the contest finalists. Their common study tour visit to Lithuania, which was organized as an intermediary prize for 20 contest finalists in 2010, and a tour to Poland for 16 finalists in 2011, became uniting mechanisms that brought the teachers from various parts of the country together. These study tours

STAKEHOLDER VOICES

As we talk about the cooperation between her agency and the project, *Rayisa Yevtushenko, Main Specialist of the Ministry of Education and Science, Youth and Sports of Ukraine*, pulls out several impressive volumes onto her desk — all of them joint publications between the Ministry and EOWR — , stacks them into a pile and says:

"And this is just what went into print. This does not give an idea of the number of hours that we have spent discussing, reviewing, summarizing... It is always a sad time when an initiative like that winds down, when you forge a really good partnership, take stock of the multiple results that you have been able to produce, but yes, we understand that we ultimately have to be on our own. And yet, having a strong partner like that helps much! I believe that our joint products are not only of high quality: they are also down-to-the-ground.

Here, for instance — she takes out the three topmost books — these are recommendations for updating the standards of pre-school, primary, secondary, higher education and vocational training with gender sensitive approaches and analysis of 23 textbooks. We had more than fifty (!) experts from various spheres of education working with us. And now that recommendations are in place, we see them being taken into consideration when history curricula for secondary school are amended. It takes time, but they — no doubt — will be used to upgrade programmes for other subjects. The review process is spread out in time so we do not review all subjects in one year, as you understand.

But apart from that, you know, although a lot depends on your partners, you have to be receptive to change yourself! Don't forget to put this into your report too! — she jokingly insists and continues — So even if you have great partners, you have to be open, flexible to incorporate change. And *you also have to understand that the educational system is one that has one of the most profound impacts on replication or, on the other hand, destruction of stereotypes*. People under 16 spend most of their time at school or at home and that is where attitudes are shaped, where the gender culture is nurtured".

As our discussion goes on, we cover some ground regarding the changes that are happening due to the Administrative Reform, but then get back to the issues of institutional capacity yet again, as Ms. Yevtushenko summarizes in the end: "You also have to remember that we were the first ones to issue an internal regulation as to integration of gender equality approaches into the work of the Ministry back in 2009. So we are at the forefront of change too. And as far as the teachers' potential goes, you know the old saying — never underestimate the power of a teacher: a good one or a bad one. Or the one who nurtures the value of equality. Never!"

were deliberately inserted into the contest scheme by EOWR to ensure emergence of unofficial, but nonetheless powerful networks and ties between the teachers. As experience has multiple times demonstrated, such social capital is oftentimes the major foundation and catalyst for the required change.

Finally, it is no news that any educational system is defunct without a constant inflow of highly professional young instructors. Pre-school teachers, secondary school educators and university-level faculty are those actors, who have the most profound

influence on shaping the worldviews of younger generations. Any information and methodologies that are conveyed to the future educators today are sure to crop up in their practical work several years from now. Hence, outreach to them by elaboration of two teacher education curricula allowed EOWR to invest into the future of gender education of Ukraine and to make one more step towards enhancing the capacities of the most powerful worldview shapers: the teachers.

THINGS TO REMEMBER:

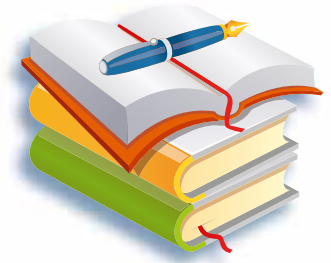
If you cannot aim at changing the baseline legislation (this indeed may be too ambitious of a task, or may not be in line with your goals), look for the guiding documents that regulate the educational sphere and attempt to integrate gender sensitive approaches there.

Teachers, who have not been exposed to trainings on gender education or still have limited capacity in this realm, benefit from simple but powerful tools such as step by step guidelines for engendering classes and visual aids materials. If there is an opportunity to develop these tools, the investment will pay off.

As in any realm where you attempt to mainstream gender — invest in the future. The teachers of tomorrow will reproduce the knowledge they discovered as university students in the classrooms they teach. Impact the young teachers and you have reached out to a whole generation!

There is no educational process without textbooks and instruction materials. Children who constantly run into gender stereotypes in these manuals are likely to reproduce such beliefs in the future. Do not try to do the work instead of your partners (“give fish”) and analyze all textbooks by pointing out their deficiencies. Involve your counterparts in a sample review instead, to give them a taste of how this expertise is to be conducted (“teach to fish”).

Seek tried channels that have been working with your counterpart for a long while and are well rooted (such as teachers’ contests), and transform them into major competition-driven activities. Teachers’ contests, master-classes, peer-to-peer teacher exchanges work well; they are potent instruments not only for enhancing the skills of the participants, but also for harvesting new creative and bold ideas, which can be shared with the general educational community.



SP 6: Gender Studies – Another Step towards Institutionalization

Universities have always been viewed and perceived as centres of academic excellence, as focal points for research, and places where knowledgeable specialists are prepared for the careers that will change the tomorrow of a country. Investment in knowledge and production of relevant and timely information are only two aspects of a university's functioning, though. Maybe a less visible, but nonetheless crucial function lies in nurturing an ethical and value-driven worldview of future professionals — the today's students. In this sense, universities are indispensable tools for addressing the “actors” dimension of EOWR three-pronged approach.

All of these aspects — production of research, knowledge generation and transfer, as well as exposure of the younger generations to value-based worldviews — have prompted EOWR to allocate special attention to continued cooperation with universities through establishment of, first, gender education centres and, later on, chairs of gender studies. Approaches and ideas which were put to practice by EOWR in this realm are summarized in this section.



SYNOPSIS

Undoubtedly, by the time EOWR commenced its operations, the global trends in viewing gender studies as a recognized branch of scholarship had started penetrating the Ukrainian academic world. Moreover, successful efforts had already been undertaken both at the grassroots — by enthusiast-professors and activists at universities countrywide — and by previous UNDP interventions. By the time EOWR commenced its systematic work with universities, centres of gender studies had sprung up in a number of higher educational establishments³⁷ with the assistance of UNDP and other international partners.

In order to establish itself within the university community and to test the ground, EOWR began with a competition for the creation of three Gender Education Centres. In early 2010 relevant memoranda were signed with Kyiv National Economics University, Mariupol State University and Precarpathian National University for the launch of Gender Education Centres that would be supported by EOWR in terms of methodology and materials as well as through a modest seed grant for computer equipment.

As the work with MFYS, MES and the university community progressed, and the first three Centres kicked off their operations, EOWR planned for the second stage of the intervention by supporting a more ambitious launch of Gender Studies Departments in Ukrainian universities. Two of the target universities, in Ternopil and Sumy, had been developing their own capacities in terms of gender research and expertise for at least 5 years, and decided to step up their efforts by launching relevant departments.

In the fall of 2010, five Gender Studies Departments — the first in the CIS — commenced their work across the country at the National University “Ostroh Academy”, National Mykhaylo Drahomanov Pedagogical University, Ternopil National Volodymyr

Hnatiuk Pedagogical University, Sumy State Anton Makarenko Pedagogical University, and Educational Management University under the Academy of Pedagogical Sciences of Ukraine. For 2011–2012 academic years these Departments achieved financial sustainability, since their relevant academic plans were vouched by their universities.

During their first year of operation, the Gender Education Centres and Gender Studies Departments hosted a number of large conferences; doctoral theses were prepared and summer camps for students organized, all on gender equality themes. Nowadays both Centres and Departments undertake such activities as running research laboratories on gender equality issues, and setting educational and methodological standards for gender equality education. These entities also function as cultural and educational centres, building local competence in schools and developing school curricula and materials. By interacting closely with other universities and In-Service Training Centres, the Centres and Departments are becoming knowledge hubs, facilitating not only knowledge accumulation and dissemination but also serving as excellent platforms to reach out to the younger generations. As such, universities have been unremitting partners of the project in conducting a variety of events, including youth camps³⁸, and advertising such initiatives as the Gene of Equality Short Film Contest³⁹.

In addition, there are signs of centres and departments ripening in other universities across the country. Thus, Nizhyn Pedagogical University and Cherkasy National University approached EOWR for consultations and guidance, and recently launched their own gender education Centres. Such initiatives are also appearing in other university settings across the country⁴⁰.

³⁷ Gender education centres were opened, at different times, in Luhansk, Vinnytsia, Zhytomyr, Ternopil, Kherson, Kharkiv, Zakarpattia, Sumy, Volyn oblasts and Kyiv.

³⁸ Two summer camps for students and postgraduates were held by GECs in Mariupol and Ivano-Frankivsk in July and August 2011 respectively.

³⁹ To be discussed in more detail in the next section on outreach and communications events.

⁴⁰ A seminar for representatives of gender education centres held in Kharkiv on 14 November 2011 gathered representatives of nine existing and nascent gender education centres of the region, which actively shared their experiences of operation. The seminar hosted one of the sessions where the experience and methodologies applied by the EOWR-supported Precarpathian National University were discussed and widely shared. c.f. Gender Museum. (2011, November 14). Семінар-тренінг для співробітників Центрів гендерної освіти ВНЗ м. Харкова. Retrieved January 18, 2012, from Gender Museum: музей історії жіноцтва, історії жіночого та гендерного руху: <http://gender.at.ua/news/2011-11-14-875>
In addition to that, the gender education centre at Kharkiv National University of Internal Affairs was opened just under a month ago — another node in the growing network of centres across Ukraine. c.f. Gender Museum. (2011, December 23). Відкриття Центру гендерної освіти в ХНУВС. Retrieved January 18, 2012, from Gender Museum: музей історії жіноцтва, історії жіночого та гендерного руху: <http://gender.at.ua/news/2011-12-23-909>

ANALYSIS

There are several aspects that make EOWR approaches to institutionalizing gender within higher educational establishments smart. Firstly, however banal it may sound, the feeling for the right moment and the right circumstances made project interventions in this area successful. This environment was in many ways prepared by EOWR initiatives and partnerships.

The project had potent predecessors who started building the foundation for infusing gender into the national academic fabric. The achievement of EOWR lay, first and foremost, in fostering the appearance of social capital, embodied in links, networks and personal ties amongst actors. Enough capital needed to be accumulated to propel institutionalization of gender within the higher educational system so that informal networks of professionals and researchers could mature and amalgamate to become self sustainable formalized entities.

The next observation lies in the fact that the project had to take a gradual approach and test the water before taking a step from establishing gender education centres towards opening gender studies departments. Gender Education Centres, which can be staffed by students or volunteers, are less structured units than Departments, which require formally designated Heads and specified numbers of staff with doctorates and other post-graduate degrees.

While venturing to establish both departments and centres of gender studies, EOWR also followed a definite logic. The types of universities and the partnerships built with them were not haphazard. Instead, the project attempted to nurture these chairs and centres as flagship entities in their respective academic realms. Thus, for instance, the Kyiv National Economics University Centre conducts research and advances gender knowledge in the sphere of economics; the Mariupol State University Centre works in the realm of ethno-gender studies; the Precarpathian National University Centre advances gender knowledge in the realm of philosophy. Gender Studies Departments also have their respective areas of concentration: whereas the National University "Ostroh Academy" Chair has the most interdisciplinary character, akin to a classical university department, the Ternopil Pedagogical University Chair has become a national centre of excellence in gender studies and

psychology; the Sumy Pedagogical University and National Mykhaylo Drahomanov Pedagogical University Departments focus on gender studies in the process of educating future teachers and instructors. Finally, the Educational Management University gender expertise lies at the core of professional training for educational managers (principals, vice-principals and other senior educational administrators).

The partnership with the Educational Management University (EMU) proved to be the most strategic one, since it had a direct and profound impact on the success of the Cascade Training Programme. The regional In-Service Training Centres for Teachers, which were used as hubs for conducting a large share of trainings for the educators, are under a double jurisdiction of MES and the Academy of Pedagogical Sciences of Ukraine. EMU, being a structural division of the Academy, proved to be a valuable partner and a point of entry for strengthening the negotiations regarding the flow of cascade trainings. At the same time, EMU not only widely supported the cascades, but also seeded gender education into the midst of education manager training.

As with almost all EOWR initiatives, there were cases where extensive negotiations needed to be conducted in order to break through red tape or to persuade university administrators of the value added of a centre or a separate department. Whereas in some cases there was simply a lukewarm attitude towards academic innovation, in others this reluctance derived from a limited understanding of the growing academic pedigree of gender studies. In order to counter these challenges, careful and persistent dialogue was sustained with the key stakeholders. EOWR specialists worked with allies, either university staff or engaged with CSOs in the nearby community.

Finally, it needs to be emphasized that EOWR assisted the higher education system of Ukraine to come closer than ever towards formalization of gender studies as a vocation. As of now gender studies is not included into the national roster of professions. Hence, even if there are strong centres of academic excellence in terms of gender-oriented research, the students affiliated with them may not receive a Bachelor's or Master's degree in "gender studies". Most likely, the degree certificate

STAKEHOLDER VOICES

"What is a *chair of gender studies*? - begins Dr. Oksana Kikinezhdi from V. Hnatiuk Ternopil National Pedagogical University - Well, in our vision it is a *knowledge hub that accumulates research, nurtures new bold ideas* regarding pedagogical approaches to incorporating gender equality at every stage of teacher training. The strategy of the very existence of a chair of gender studies or a gender education centre is to conduct everyday thorough analysis of gender relations in the society, elaborating strategies and tactics of infusing the relevant gender equality principles into day-to-day functions of any educational establishment in Ukraine. The foundation for this lies in nurturing an egalitarian worldview of future citizens, of professionals that come to their workplaces tomorrow."

There had been a gender education centre in our university for several years, but its evolution into a full-fledged chair of pedagogy and gender equality — and this was the immense input of the Programme, in their support to us on the way — this enabled us to have a systemic impact on education of future teachers. Do I really have to emphasize that it is through teachers and their attitudes do children learn of values and moral stances? — she smiles — Evident, isn't it! Also, *becoming a full-scale chair brought more credibility to us*. It also enabled us to host and co-organize a large international scientific and practical conference "Gender Education — Resource for Development of Parity-based Democracy". You may think: 'Yet another conference' — but you have to realize that it had a huge impact in terms of recognition. And it became the largest conference dedicated to the issue of gender equality in the academia here too. Also our chair is actively elaborating a number of curricula and handbooks for elementary school pedagogues, so work is going full steam."

Wrapping up the conversation we come to the traditional question of prospects for the future: "My wish for five years from now? Well, would you agree if I said 'a chair of gender studies in every Ukrainian university?' — she laughs — I believe that the test of our efforts will come when (with every school-year) influxes of young teacher-graduates come in to share the egalitarian values with children. Even then there will be a lot of work to do, but this would be a nice foundation. Our society's future stems from there: from the school and the teacher! And we are determined to make that impact last."

will contain a cognate discipline with a note of specific gender studies courses in the university transcript.

At first this looks insignificant and even positive: the fact that the field of gender studies is coupled with another knowledge realm does testify to the success of mainstreaming efforts, after all. Yet, this also has a grave flip side. *Firstly*, without a formalized profession the academic centres and departments are staffed with enthusiasts that come from a different field: psychologists, economists, ethnographers, pedagogues, etc. There are almost no specialists in gender studies per se, and the ones that are there have received this degree from a foreign university.

Secondly, with the absence of a relevant entry in the roster, the students majoring in gender studies have to defend their theses in cognate areas. While this does not detract from the quality of their work, it makes gender studies look an “invented profession” in the eyes of officials at best. *Finally*, as the evolution of the National Gender Machinery continues, there will be continued need for a pool of well-qualified young experts in the area of gender studies. It would therefore emphasize the commitment of the government to gender equality if this profession were recognized in the national roster.

THINGS TO REMEMBER:

One key component in working on gender institutionalization within the higher education system is to foster networks and build social capital that consists of connections and unofficial groups of like-minded people. Link the specialists and experts from the academic realm through joint conferences, seminars, meetings and round tables. This will not only create connections amongst them, but will make them see you as a reliable and serious partner that can help them leverage change. Once this capital is there, it is time to act on it.

As in any area pertaining to introduction of something new and unconventional into an existing system, you will encounter distrust, a lukewarm acceptance or even opposition. This is not new, but it works: talk, persuade, negotiate. If that fails, try working through allies inside of the system to circumvent centres of resistance.

Approach integration of gender studies in a systemic way — the more subject areas you link to gender studies (ethnography, psychology, economics, pedagogy), the better are chances that ideas will penetrate into various academic fields. Therefore, you will gain value added on your initial action.

Know your partners and build strategic ties. Some of them may be your entry points to larger initiatives. If entering in alliance with one institution allows you to promote other activities in the same realm, why not use this no-cost benefit?

Ideally, an initiative in the sphere of gender studies should peak in inclusion of gender studies into the relevant national list of professions, so that this study area is recognized as a vocation and is professionalized.



SP 7: Marketing Gender Equality

The EOWR programmatic architecture did not originally envisage a special component or activity aimed solely at reaching out to the general public and conducting public relations events. Yet, as experience has multiple times demonstrated, gender equality is a topic that needs to be proactively marketed both to the stakeholders and the general public. When dealing with other development issues, partners and average citizens rarely question the topicality of the problems placed on the agenda. One may take the MDG commitments, for instance, and see that few individuals would question the value of dealing with poverty and hunger, the necessity of improving maternal and child health, protecting the environment or increasing literacy rates. Yet, as soon as the issue of gender equality is raised, the unanimous support seems to dwindle and place is given to wide-spread social stereotypes and conventional patriarchal beliefs. The Ukrainian society is no exception in this general rule and, therefore, communications and expertise on advancing gender equality need to go hand in hand.

Over the years of its operations EOWR approbated and elicited a score of smart approaches and practices utilizing strategically a wide variety of communications tools and channels (including traditional and social media, outdoor advertising campaigns, sports events and advocacy through celebrities) for different constituencies in order to hit a home run. The project was brave enough to experiment and in most of the cases the innovations paid off.

This last section of this publication is somewhat different from others in its structure and presentation.

SYNOPSIS

Issue-Driven Communication: Your Cause is Always Opportune

The first major issue-driven outreach event was launched by EOWR in mid-spring 2009. Capitalizing on the idea that significant numbers of people may be effectively reached in large, organized public spaces, the project forged a partnership with the Ukrainian State Railroad Company “Ukrzaliznytsia” and the relevant trade unions to organize what could be called an *outpatient consultation clinic* dedicated to the issue of domestic violence prevention and response. This event involved 162 railway stations across Ukraine, which hosted specialists (social services representatives, psychologists) providing field consultations on countering domestic violence and seeking necessary assistance. The presence of such experts and specific locations where they could be found were announced through loudspeakers at the stations. In only one day about 200 individuals were consulted and received necessary assistance in Kyiv alone.

On the heels of this initiative was the launch of a massive awareness-raising campaign organized in partnership between MFYS, EOWR, the CSO sector, and the advertising community

Thinking about public relations, advocacy and cause-related marketing requires an open and creative mindset that is tuned to only one major objective: finding out what works — however flamboyant an idea may look at first. Therefore, the presented synopsis looks more like a kaleidoscope of tools and stories about what was successful and what may be replicated in order to successfully “market gender”. These stories are delivered under two major rubrics: *issue-driven* and *event-driven* communication⁴¹ experiences respectively.

of Ukraine. In order to bring the issue of domestic violence prevention and response “into the streets”, EOWR launched an outdoor poster campaign against domestic violence in at least 9 major cities across the country. Based on CSR work conducted by UNDP with the private sector in Ukraine, EOWR reached out the business advertising community and stroke a partnership to design and place the posters on pro bono basis. As a result of this cooperation, the posters were hosted on 187 billboards and in 320 city-lights for the period of 6 months. It was estimated that at least 30% of the increase in the calls to the national domestic violence hotline was connected to the impact of this advertisement campaign⁴².

Realizing that the young people are usually advocates of change and progress within the society, and that an activity aimed at the youth may yield not only positive results, but also a number of spin-offs, EOWR designed a specific intervention for this target audience. Under EOWR flagship, the largest in the CIS competition of short films dedicated to issues of gender equality and domestic violence prevention was launched in 2011.

⁴¹ Although the separation of issue-driven and event-driven communications may seem a bit artificial, these two groups are commonly recognized to have distinctive features. Issue-driven communications focuses not on the time when the information is presented, but rather on the information itself. In this approach there is little attention allocated to the question of when the information is to be publicized, as the answer is: “at all times”. One example of issue-driven communications is a running column in a newspaper which is consistently dedicated to the same problem in every newspaper issue. On the other hand, usually activities which are not connected to any date or major event are also classified as issue-driven.

Event-driven communications can be, simultaneously, more sporadic (in that it is not done regularly e.g. only in connection with a single event) and more predictable (if it is dedicated to one and the same date annually). An example may be an issue-article dedicated to a certain sensational news-event or to an annual celebration or memorial date. c.f. UN HABITAT. (2010, November 8-12). Project Communication Plan. Kathmandu, Nepal.

⁴² Calculations presented by “La-Strada Ukraine”, an NGO that runs the national Ukrainian hotline for victims of domestic violence.

The *Gene of Equality* Short Film Contest became, indeed, one of the most effective, resource-efficient⁴³ and engaging public relations activities in history of the project. It comprised an awareness-raising and skills-enhancement training within the framework of *Gender Camp*, and a closing gala ceremony *Gender Film Fest*, at which the winners of the contest were announced.

In order to widen the initial outreach to young people, informing them of the contest that kicked off at one of the most renowned art centres in Ukraine, EOWR invited 100 representatives from all parts of the country to participate in a specialized summer camp. *Gender Camp* exposed its young participants to basics of gender equality and domestic violence problematic, and gave them practical skills on producing short films (audio and video editing, screenplay elaboration, etc.). Participants of the camp, divided into teams, produced 15 short videos that benefited from the critique of professional filmmakers and screenplay authors. These videos became some of the first entries to the general online competition which commenced at that time.

YouTube, Facebook and other social networks became the undergirding power and engine that drew the *Gene of Equality* forward. EOWR's video channel, created for the purpose of the contest, accumulated more than 50 films submitted to the competition. The videos, also reposted on the UNDP in Ukraine Facebook page, generated a total of more than 100 000 views and Facebook "likes" — an unprecedented number for an online initiative that lasted several months.

The competition's grand finale took the form of a gala awards night — *Gender Film Fest* — that summed up the contest

results and served as an additional media-attraction event to once more emphasize the importance of gender equality for the Ukrainian society. The roaring success of the competition itself sent a strong message to the general public that Ukrainian youth considers these topics relevant and much worthy of public attention.

Another creative youth initiative that has yielded substantial interest at the regional level was piloted in Crimea. It involved transforming the nowadays popular city-quest format⁴⁴ into a gender equality awareness-raising sports game. The initial adaptation of a quest format for gender issues was undertaken under EOWR guidance and with inspiration of the Zakarpattya Gender Education Centre. At the same time, the Crimean quest was much different both in its scope and outreach capacity. Based on the cult 90's movie "The Matrix", the Crimean "*Matrix: ReGENDERation*" quest contained twice the number of bases of a usual game, had a well-elaborated science-fiction scenario and involved an unrivalled quantity of participants. Whereas a usual city-quest has a total of 50 to 70 gamers, this event had more than 145 registrants — almost all of them between 15 and 25. Management of this complicated initiative became possible due to a fruitful alliance of the project with "Multinational Activists of Crimea", a local youth NGO, which guided the teams through the marathon route in the middle of the city. Logistics of this activity also relied heavily on the use of social media, which served as an organizing platform (all registration done online) and information-sharing tool (most of the participants indicated that they heard about the upcoming event from their friends in social networks).

Event-Driven Communication: Save the Date!

Throughout its history, EOWR not only implemented a number of issue-driven communications events, but also effectively utilized event-driven opportunities to advocate for the idea of gender equality and domestic violence prevention and response. Quite logically, the International Women's Day

was extensively used by the project during all the time of its operations.

On 4 March 2009, four days before IWD, celebrities and prominent Ukrainian men, with support of EOWR, launched the "Network of Men-Leaders Against Violence"⁴⁵. At the

⁴³ The cost-quality ratio of the overall event has to be emphasized additionally: resource efficiency of this comprehensive initiative is very impressive, and the outreach generated by the contest — unprecedented.

⁴⁴ In its most general format, a city-quest or simply quest is a more complicated variation of treasure hunt, where the participants of teams go from one base to another after performing an assigned task. The tasks may be of different nature, but commonly include search of an item after receiving clues, solving puzzles or finding answers to the questions online, coming up with an artistic demonstration of a concept, etc. Generally, a team that manages to complete all tasks and run through the pre-determined route faster than its competitors wins.

⁴⁵ The idea of the network is inspired by the Network of Men Leaders under the UNiTE Campaign of the Secretary General: United Nations. (2012). The Secretary-General's Network of Men Leaders. Retrieved January 16, 2012, from United Nations Secretary General's Campaign: UNiTE to End Violence Against Women: <http://endviolence.un.org/network.shtml>

STAKEHOLDER VOICES

"One of the examples of very fruitful collaboration that I can remember — starts *Marianna Yevsiukova, Head of Legal Department of International Women's Rights Centre "La Strada Ukraine"* — is the very beginning of the Programme when they came to discuss the idea of this street outreach campaign with us. You see, our organization is the operator of the only nation-wide Hotline for Combating Violence and Protecting Children's Rights, amongst other things. Unlike in some of the countries that I know of, where this service is outsourced by the government to the NGO sector, we are self-sustaining. But that is detail. So, at any rate. Back in 2009 EOWR came up with this idea of the street poster and "light-box" campaign against domestic violence, actually against tolerating it. The message was great: it was a perfect hit for us and gave people several ideas at once. One was that *violence is not a private issue and that it is OK to talk about it in the streets*, then, of course, that something has to be done about it, that *it was not OK to bear it, to put up with it* (and hence the slogan of 'Enough putting up with such gifts'). And then, there was our number of the national hotline that La Strada operates. And yes — the image of a woman with bruises like a necklace or bracelet. Very powerful design. You may say that I am subjective — after all I don't have a degree in art! But! — she pauses — But, the numbers.

We looked at the numbers of people referring to our hotline... Here — she pulls out her notebook — let's see: in 2009 — *that is after the campaign — there were 3756 calls to the hotline per year, whereas for the five (!) years before the total number of calls is 2298!* And then there was a second series of posters — the ones with a bruised woman-boxer saying something like 'I'm toughing it out to win. Why are you?' That advertisement wave also generated a surge of calls. Again — I do not know if that qualifies as smart, but was it successful? Yes. Did it reach its audience? By all means. So it did its job superbly."

There is a stereotype that history has a male face, as women's names were not mentioned very often in old scripts and chronicles. Nevertheless, these photos are to prove the contrary — women have always participated actively in all the social processes, in shaping and making history, and we should not forget about this.»

Ravil Safiulin, Head of the State Service for Youth and Sports of Ukraine (about the exhibition "International Women's Day — history in photographs")



EOWR-organized round table and press-conference hosted at the relevant Verkhovna Rada Committee, male leaders from all walks of life spoke out to the Ukrainian society calling for a new role model based on non-violent behavior. To this date, 25 men joined the network, including famous Ukrainian actors, journalists, sportsmen, and MPs. Although the network does not take regular actions, its mere existence already is a major symbolic achievement. Moreover, in 2010, the Network became a driving force in initiating the nationwide signature of the "Declaration of Respect" at the onset of IWD. The Declaration is a symbolic document aimed at raising awareness among Ukrainians about gender problems, and renewing the commitment to gender equality in the country. A public signing ceremony involved more than 30 Ukrainian celebrities and generated extensive media coverage.

To celebrate the 100th Anniversary of International Women's Day in 2011, EOWR organized an exhibition entitled "*International Women's Day — history in photographs*". The exhibition featured 100 photographs organized by decade to demonstrate Ukrainian women's equal participation alongside men in shaping the history of the country in the past century.

Over 10,000 visitors attended the exhibition in the days leading to IWD and after it. After that the exhibit was donated to Ukraine's Museum of Women's History, where it is part of the permanent collection, and was also digitized for online viewing.

Another date — or rather a set of dates — strategically utilized by EOWR every fall, was the annual 16 Days Against Gender Violence campaign. In order to increase awareness of the society on the issue of domestic violence prevention and response, EOWR stroke a partnership with the State TV Company of Ukraine, "First National", to dedicate five issues of "Easy to Be a Woman" daily talk-show to prevention of domestic violence during the week of 22 to 26 November 2010. In addition, one of the issues of a prime-time talk-show "Most Important Things" addressed the same problematic within the framework of the 16 Days campaign. This proved to be an especially proper alliance, since First National is the only channel in Ukraine that ensures a 99.9% coverage of the country's territory⁴⁶. This means that the outreach potential of the programmes carrying the anti-violence message was utilized to the fullest, and no less than a million of TV-viewers were exposed to it.

Artistic expression was recognized by EOWR to be one of the powerful tools for advocating change in societal gender relations. By deciding on an unusual format of a caricature contest, the project attempted to challenge a culture of inequality and gender stereotypes. A humorous approach to depiction of reality — as often seen in works of caricaturists — helps average citizens to appreciate (mostly in a critical manner) the presence of inequalities and biases, and analyze their roots. As a result of the efforts taken by EOWR and the Association of Caricaturists in 2011, the *Gender Caricature Contest* received more than 200 submissions by over 50 artists from all over the country. The caricatures served as a mirror of the most widely spread and deeply entrenched stereotypes on the division of household duties in families, objectification of women, public acceptance of discrimination in the labor market and perception of domestic violence as a "private issue". Presentation of the winning works was dedicated to the International Day for the Elimination of Violence against Women to invite media to unmask gender stereotypes and to put an end to violence against women in all its forms.

⁴⁶ c.f First National Television Channel. (2011, July 21). News of the Channel. Retrieved January 27, 2012, from First National: <http://1tv.com.ua/uk/about/news/2011/06/21/5745>

ANALYSIS

Overall, it is necessary to re-emphasize that communications, outreach, public relations and emphasis on work with concrete groups within the society are inseparable parts of gender issues' advancement. Communications helps to keep gender high on the agenda of the society at large: from youth to the elderly, from policy makers to civil society. Hence, integrating well-elaborated communications components into any programmatic intervention enhances its effectiveness. On the other hand, detachment of communications and loss of synergy with expertise in the area of gender mainstreaming may lead to an unfortunate situation of "communicating for communication's sake", thus rendering the efforts fruitless. Consequently, any

actor (ranging from an international project to a regional CSO) needs to find its own recipe for striking the balance between the substance and the communications means and channels used to deliver the main messages.

Summarizing the experience that EOWR has had over the years, one may say that innovation (in its very broad sense), reliance on the younger generations as agents for change, and relentless search for best ways to "package" gender equality ideas combined with both issue- and event-driven communications techniques are parts of the large success equation that helps to market gender equality as a crucial social cause.

The Two Approaches: Events and Issues

An overarching observation is that there are not and there should not be any limits to exercise of creative power in advancing messages of gender equality and domestic violence prevention and response. Whereas some strategies can be proven more beneficial for certain target groups in comparison with the others, the main idea is that having a wide arsenal of communication tools is much better than relying on "tried and tested" solutions over and over again. In this respect it may be noted that although use of event-driven communication is sometimes criticized in favor of issue-driven outreach, there are benefits to both approaches that have been strategically and smartly utilized by EOWR.

Firstly, event-driven communication — dedicated to a major happening, news-event, or a widely celebrated date — allows for free-of charge public attention already drawn to a problematic. Hence, it is smart to be talking of women's rights on International Women's Day: after all, it is the date to remember and capitalize on. A lot depends on how the talk is done. Event-driven occasions may also be used for building strategic partnerships (as in the case of outreach to the National Television during 16 Days Against Gender Violence) or just piggy-backing on already existing initiatives.

On the other hand, event-driven communication is often criticized for its irregularity (certain dates, such as IWD happen only once a year). Another point of criticism lies in the fact that the messages that you want the audience to hear may be muted by a cacophony of rival, oftentimes conflicting messages, which will appear on this day only. It follows that doing outreach before or after the event, without a specific tie to the date may give you more chances that your messages will be distinctive and won't be lost in the media landscape.

The benefits of issue-driven communications include, first and foremost, the regularity of messages delivered to the key constituencies (if it is a reiterating initiative) and better attention to the topic if it appears in the media without a connection to some date or event. Yet, the biggest complication with the use of issue-driven communications while working through the established media channels lies in the prevailing media culture. A study⁴⁷ commissioned by EOWR in late 2011 to assess the depiction of gender policy issues and domestic violence problematic in 7 most popular dailies and weeklies in Crimea offered insight into this argument. The researchers have gone through a 1.5 year array of articles to find out that gender issues were highlighted haphazardly, mostly in

⁴⁷ c.f. Academy of Ukrainian Press. (2011). Gender Stereotypes and Violence Mirrored by Crimean Media. Simferopol: UNDP Ukraine.

connection to “loud” events. Even more importantly, there was almost no understanding by the journalist community of the term “gender” and the issues of domestic violence were mostly depicted as “horror stories”. There was hardly any analytical material on gender inequality problematic in the 16 months analyzed. According to the report, the media in the region was characterized by sensationalism and the journalists were in dire need of better judgment and gender sensitivity. Although it

may not be appropriate to fully extrapolate the findings of the research onto the Ukrainian journalist community in its entirety, a safe conclusion is that issue-driven communications through established media may be a challenge.

Keeping all these lessons in mind, EOWR determined that only by combining both approaches of issue- and event-driven communications under one outreach strategy high-impact results may be achieved.

Pitching the Messages

At the same time, regardless of which of the two approaches was chosen by EOWR in order to score a communication goal, the project has always approached the themes that it advocated for in a highly sensitive manner and with thorough discretion.

Thus, for instance, advertizing against domestic violence was not an easy task. Although the channel was very appropriate and effective in reaching multiple constituents simultaneously, there always was a degree of risk in getting both visual and verbal messages right. Apart from selecting appropriate messages, the advertising campaign had to provoke *action* (such as a phone-call to the National Hotline or decisive actions of witnesses of domestic violence), since just informing the society about the issue of domestic violence was not considered enough. The ultimate goal of the campaign lay in increasing the number of referrals to the national hotline and, as such, the number of victims assisted, and this task was achieved.

In other cases, the project selected unconventional “shells” or “wrapping” for the ideas that it wanted to advocate. Thus, for example, EOWR promoted a culture free of stereotypes through a caricature contest. The project also used a youth sports activity — the Matrix ReGENDERation Quest — as a public awareness raising campaign, where a number of tasks were explicitly designed for the participants to perform an activity that was stereotypically reserved only for men or for women. The passers-by were often intrigued by a surge of young men who cradled “toddlers” and posed for a “responsible fatherhood photo contest”, or young women who easily coped with screwdrivers and hammers. By seeking new approaches to reiterate on the most important values, EOWR kept media interest alive, thus enabling the readers, listeners and TV-viewers to be exposed to themes of gender equality and domestic violence prevention and response.

Tools, Audiences, Catalysts

While talking of specific events, a separate focus needs to be made on the essence of the target groups and selection of appropriate and effective channels of communication and “idea vectors”. Opting for a printed newspaper while targeting the young generation may not be a fruitful idea. One of the ideas that was successfully used by EOWR in its specifically youth-focused activities such as Gene of Equality Short Film Competition, for instance, was a wide use of new social media. Experience showed that sharing information through social

networks and popular online channels (such as YouTube) allows bringing issues of gender equality and domestic violence prevention and response to the young audiences in an engaging way. By ensuring its presence in Facebook, YouTube and in an especially popular social network VKontakte⁴⁸, EOWR has not only been able to establish and maintain a certain profile among the youth as a relevant and concerned initiative: it has also been able to monitor the impact of the Competition by seeing the references to this event on the personal pages of

⁴⁸ The local version of Facebook.

the subscribers and to discuss the issues of gender equality in comments.

Analysis of the tools selected in relation to the target groups brings us to an additional question of who needs to be reached by the messages of gender equality, who may become an agent of change in the future, as an initiative phases out. EOWR experience demonstrates that communications targeted at gender awareness and formation of the gender culture of the society at large tends to resonate particularly well with the youth. Young people are a driving force of change in attitudes. They also are irreplaceable in sharing information and engaging others to participate. Young generations can bring forward new ideas and use innovative approaches in any sphere, including gender equality, which sometimes is still viewed as a controversial topic in the Ukrainian society. Therefore, one of

the lessons of EOWR practices to be shared is that innovative activities targeted mostly at the youth audience are vivid proof of how young people's enthusiasm can work towards promoting gender equality.

In addition to making smart selections of tools (channels) and target audiences, EOWR has made good use of communications catalysts — celebrities and opinion makers, who make the promoted message even more influential. EOWR's experience in attracting celebrities and well-known public figures to promotion of gender equality and fight against domestic violence has been overwhelmingly positive. At the same time, the experience of the project was that one had to be very selective in liaising with definite celebrities, since *who* promotes a message has a large impact on *what* is being promoted and *how* it is perceived by the public.

Dealing with Opposition and Taking Care with Allies

Marketing gender equality as a social cause is not an easy task in itself due to existence of entrenched stereotypes, societal traditions and the prevalent ideology. It has been EOWR's experience that even with the selection of appropriate channels and types of an outreach activity, smart choice of the target group and enhancement of this by the opinion-makers and celebrities, there always will be certain societal formations that work against gender equality. It is inevitable that in any diverse society with a pluralism of opinions such groups (in the experience of EOWR those were several kindred NGOs, oftentimes backed by faith-based contexts) will exist and will, ultimately, try to come into contact. This contact may range from a full-time heads-on public collision (such as an ardent anti-equality speech at an event) to a more peaceful "attempt to talk things over".

Whatever the manifestation may be, EOWR's experience has been that a weighted and calm response to such opinions yields best results. It may not be the most pleasant of conversations and — almost guaranteed — both you and your opponents will not alter your points of view after the exchange of ideas (even after 2 hours of calm and diplomatic explanations, as reported

in one of the cases by an EOWR specialist). Yet, such meetings are absolutely necessary if your adversaries ask for them.

Praxis shows that shying away from invitations to meet and discuss issues of gender equality (even if you know the position of your opponents perfectly already) might only bring harm to the image of a project or a programme. Such meetings may also be beneficial, allowing to learn about the headline counter-arguments. That, in its turn, enables one to counter these messages more effectively in further outreach work.

On the other side of the spectrum lie those organizations, entities and advocacy groups that will support the main principles voiced by your initiative (namely, equality of rights and opportunities of women and men), but will also try to expand them to include their own agendas. They will use you as a shield to state that what they fight for is, in fact, true gender equality. Such "bandwagoning" was commonplace in the experience of EOWR and the project had to exercise caution and be consistent and politically correct at all times to make sure that its counterparts, partners and constituencies understood what *exactly* EOWR was promoting and working for.

THINGS TO REMEMBER:

Within a project or programme on gender equality, expertise has to be coupled with a well-tuned communications mechanism. Out of all development topics, gender may be one in most need of smart communications. On the other hand, caution needs to be exercised to make sure that there is no “talk for talks’ sake”, and that public relations are firmly grounded in substantive expertise and demonstrated achievements.

It is better to be on the risky side and attempt to invent new ways of delivering knowledge and awareness of gender equality and domestic violence prevention and response than to constantly rely on several “tried and tested” solutions that may grow stale over the time. There is no limit to creativity in promoting gender.

Use public-private partnership schemes and corporate social responsibility principles to leverage corporate resources for social cause marketing. It may not work the first time you try, but it will in the end.

Do not shy away from event-driven communications and do not over-rely on it either. The same may be said about issue-driven techniques. A balanced approach in use of the two communication philosophies delivers consistent positive results and keeps your audiences well informed.

Social media ceased to be an option. They are already a must. Reaching out to young generations, which are much more receptive to gender equality messages, and will ultimately bring the attitudes shaped today into their future professions, cannot be done without at least some social media presence. Be on Facebook and relevant local networks, update regularly, encourage your colleagues to repost important news updates.

Re-packaging the stories for traditional media may help to attract attention and, thus, fill the air and printed pages. Apart from inviting the journalists to events, spend time with them, network, deliver your ideas in the course of multiple interactions. Remember, journalists are not only your potential allies — they may actually harm the cause by reproducing gender stereotypes. Therefore, be patient and build long-term meaningful connections while explaining your point.

When encountering stark opposition (especially institutionalized as a CSO), invite your adversaries to an unofficial discussion table. Do not spend too much time — since you will never persuade them otherwise — but show them that you are available for an open talk, so that they don’t have a chance to accuse you of having second agendas in front of their constituencies.

And one more time: be creative and bold. Use unconventional channels (caricature contest, quest, film fest) and you will hit the bull’s eye.

In talks with the media, with your target audiences or while discussing the issues with your partners, do not try to push for unconditional acceptance of gender equality ideas immediately. Those who turn from your opponents into allies in a matter of minutes have not probably understood much at all.

CONCLUSION

How would you understand if you achieved a goal, especially in such a complex and multifaceted area as gender equality? Is it a victory if the wage gap closes, but the latent cultural attitudes towards women remain rooted deep inside? Is it an achievement if gender quotas are introduced and held up, but the idea of an effective woman-politician is devalued? Finally, is it a success if you arrive at the point where there is a vibrant civil society network promoting gender equality, but the number of men in it is unbelievably small?

Of course, Ukraine has a winding road ahead before the wage gap closes, before legislative gender quotas are introduced or before the civil society promoting an egalitarian community in the country can be called the real force that political leaders are attuned to. At the same time, there seem to be clear indicators that demonstrate that the society is gradually turning towards the idea of gender equality. It is a painstakingly slow process, as it oftentimes involves change at the very heart of culturally marked worldviews. This is necessarily a painful process too, since nothing better and more perfect is produced without labor and efforts.

Yet, over the last three years that the EU-UNDP Equal Opportunities and Women's Rights in Ukraine Programme was functioning, some of these shifts and changes became evident as proved by the results of Cascade Training Programme, support to the State Service of Statistics, promotion of Gender Studies Departments and Educational Centres, numerous outreach events. EOWR achievements were based on its solid design, highly skilled consultations and considerable strategic dexterity. The planned reciprocity among the various project activities and outputs was an effective response to the challenging context despite which EOWR managed to develop an interlocking, mutually reinforcing network of resources and expertise and to form a matrix of practitioners with a potential to drive consistent progress in the future.

It would be preposterous to think that all of the programmatic initiatives can be replicated exactly as they were designed and already delivered by EOWR. Too many unknowns factor into the success equation for a perfect replica to be possible. At the same time, there are some generalized approaches and tips that have a pretty good chance of working if applied properly. It was exactly these highlights, lessons and practical pieces of advice that were summarized in this research.

Whereas no policy setting, society or culture are the same, there is hope that some of the elucidated points will be useful for practitioners who decide to learn from the Ukrainian experience of a truly successful initiative, which EOWR embodied.

As with any venture, new projects and programmes will eventually spring up, new challenges will be faced and bravely met, and the society will continue to its slow progress on the road towards a better and more equal tomorrow. Yet, at least in Ukraine, any initiative will for sure benefit from the foundation work that was done by EOWR and from the ideas, tools and approaches that this project seeded, nurtured and brought to fruition. Ultimately, EOWR has truly accomplished its mission by solidifying the efforts for change in the Ukrainian society and by offering its successors a rich legacy of tried and tested techniques.

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ANNEX 1: Timeline of UNDP Assistance to Ukraine in the Realm of Gender Equality

	GLOBAL EVENTS AND NATIONAL-LEVEL ACHIEVEMENTS	UNDP ASSISTANCE TO UKRAINE
1991	Ukraine becomes independent	
1994		1994–1997 UNDP project Women in Development.
	Fourth World Conference on Women adopts the Beijing Declaration and Platform for Action. Parliamentary hearings on implementation of the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW). Decree of Verkhovna Rada of Ukraine "On the Recommendations made by Participants of the Parliamentary Hearings on Implementation of the Convention on the Elimination of All Forms of Discrimination against Women".	UNDP supports participation of the Ukrainian NGO delegation in the Fourth World Conference on Women. UNDP supports an international scientific-practical conference "Woman and Democracy".
1995		
1996	The Ministry of Family and Youth of Ukraine is established.	
	The National Plan for Improving the State of Women and Increasing their Role in the Society for 1997–2000 is adopted.	1997–2000 UNDP project Gender in Development.
1997		
1998		The all-Ukrainian Congress for Women-MPs and Members of Local Councils is conducted.
	Ukraine reports on progress achieved at the "Beijing +5" Conference. General Assembly adopts the Optional Protocol to CEDAW Verkhovna Rada of Ukraine issues a decree "On the Foundations of State Policy of Ukraine Regarding Human Rights". Verkhovna Rada of Ukraine adopts the Declaration on the Foundations of State Policy of Ukraine Regarding Family and Women. The Ministry of Family and Youth of Ukraine is reorganized into the State Committee of Ukraine on Family and Youth.	UNDP supports the process of the national report preparation for "Beijing +5" Conference. Launch of extensive support to the State Statistics Committee of Ukraine in gathering gender statistics. Publication of the report "Gender Statistics for Monitoring Progress towards Equality of Women and Men". First research "Gender Analysis of the Ukrainian Society" is conducted.
1999		
	UN Millennium Summit adopts the Millennium Development Goals; Achieving gender equality is included as MDG 3. UN Security Council adopts Resolution 1325 (2000) "Women, peace and security". The UN General Assembly holds its 23 special session "Women 2000: Gender Equality, Development and Peace for the Twenty-first Century". Ukraine adapts the MDGs.	2000–2002 UNDP project Support to Gender Equality. Assistance is provided to women-farmers. Women's participation in political processes is strengthened ("OLGA" and "OLGA 2" initiatives). UNDP supports gender assessment of the Ukrainian legislation.
2000		
	President of Ukraine issues the decree "On Improving the Social Status of Women in Ukraine". The Law of Ukraine "On Preventing Violence in the Family" is adopted. The National Plan for Improving the State of Women and Fostering Gender Equality in the Society for 2001–2005 is launched.	UNDP experts partake in developing national gender policies, relevant draft legislation and regulations. Support is rendered to the International Women's Entrepreneurship and Gender Initiatives Fair.
2001		

GLOBAL EVENTS AND NATIONAL-LEVEL ACHIEVEMENTS

UNDP ASSISTANCE TO UKRAINE

2002

Ukraine submits its fourth and fifth periodic reports to the Committee on the Elimination of Discrimination against Women.

Ministry of Justice of Ukraine adopts the concept of gender monitoring of legislation.

2002–2006 — UNDP project Equal Opportunities Programme: Ukraine en-route to Equality – Phase I. “Men Against Violence” Centres are springing up and evolving into a network.

2003

The Administrative Code of Ukraine is amended with Article 173.2 that foresees administrative sanctions for committing domestic violence.

According to the ordinance issued by the Prime-Minister of Ukraine, responsibilities for ensuring gender equality are assigned to one deputy head in all central executive bodies.

Ukraine ratifies the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women.

The analytical review “Gender Developments in Ukraine: Reality and Prospects” is issued (gender analysis of the Ukrainian society).

Ukrainian legislation undergoes gender monitoring (in partnership with the Ministry of Justice of Ukraine). A network of gender resource Centres is under development.

2004

Orange Revolution.

The State Committee of Ukraine on Family and Youth becomes the Ministry of Ukraine for Family, Children and Youth.

First Parliamentary hearings “Status of Women in Ukraine: Reality and Prospects”.

Verkhovna Rada of Ukraine issues a decree “On the Recommendations made by Participants of the Parliamentary Hearings ‘Status of Women in Ukraine: Reality and Prospects’”.

Elaboration of the first textbook on the theory of gender, recommended by the Ministry of Education and Science of Ukraine: “Basics of Gender Theory”.

UNDP advocates introduction of a gender focal point in every central and local executive body and every Verkhovna Rada of Ukraine Committee.

A practical manual for gender mainstreaming into the work of executive agencies and civil servants is designed and proliferated.

The manual “Gender Mainstreaming for Verkhovna Rada of Ukraine Committees” is published.

2005

The Law of Ukraine “On Ensuring Equal Rights and Opportunities of Women and Men” is adopted.

Ukraine reports at the “Beijing + 10” Conference.

The Ministry of Ukraine for Family, Children and Youth becomes the Ministry of Family, Youth and Sports of Ukraine.

The President issues a decree “On Improving the Work of Central and Local Executive Bodies as to Ensuring Equal Rights and Opportunities for Women and men”.

UNDP conducts multiple gender trainings, seminars, round tables and other activities for various stakeholders (government, CSOs, media, educators, law enforcers, etc.). Gender equality makes a step towards institutionalization.

2006

The State Programme on Countering Human Trafficking until 2010 is adopted.

The Inter-Agency Council for Family, Gender Equality, Demographic Development and Human Trafficking is created under the Ministry of Family, Youth and Sports of Ukraine.

Parliamentary hearings “Current Issues and Important Challenges in Preventing Gender Based Violence. Equal Rights and Equal Opportunities in Ukraine: Reality and Prospects” are held.

The National Action Plan on Ensuring Gender Equality in Ukrainian Society up to 2010 is put together.

Department of Family and Gender Policy under the Ministry of Family, Youth and Sports of Ukraine is singled out as the coordinating body within the National Gender Machinery (NGM).

2006–2008 — UNDP project Equal Opportunities Programme: Ukraine en-route to Equality — Phase II. Inter-parliamentary round table “Role of Parliament in Advancing Gender Equality: International Experience”. Awareness-raising initiatives are functioning at the sub-national level in the gender mainstreaming realm. Support to the network of gender focal points in the various Ministries of Ukraine.

GLOBAL EVENTS AND NATIONAL-LEVEL ACHIEVEMENTS

UNDP ASSISTANCE TO UKRAINE

2007

The Law of Ukraine "On Preventing Violence in the Family" is amended.

Gender working groups are initiated in 6 key Ministries. Memoranda of understanding are signed with five Oblast Councils and Oblast State Administrations within the framework of the pilot initiative for gender mainstreaming at the sub-national level. UNDP focuses on increasing gender sensitivity and nurturing gender culture within the schools of the country.

2008

The UN Secretary General's Campaign Unite to End Violence Against Women is inaugurated

2008–2011 — EU-UNDP project Equal Opportunities and Women's Rights in Ukraine. Ukraine joins the UN Secretary General's Campaign. Assistance rendered to the National "Stop Violence!" Campaign. Support to "Men Against Violence" network.

2009

Gender working groups and gender action plans are activated in 10 Ministries. Ministry of Education and Science of Ukraine issues an ordinance "On Introducing Gender Equality Principles into Education". Ministry of Family, Youth and Sports issues an ordinance "On Approval of the Template Terms of Reference for a Gender Resource Centre". Amendments to the Decision of the Cabinet of Ministers of Ukraine "On Conducting Gender and Legal Expert Assessment" are introduced.

UNDP develops conceptual foundations for strengthening the NGM; foundations are built for reforming the policies aimed at combating domestic violence. UNDP kicks off the largest in CIS Cascade Trainings Programme and starts coaching its future trainers. The nation-wide questionnaire dedicated to issues of domestic violence prevention starts. A large advertizing campaign against domestic violence is conducted. UNDP helps the first Gender Museum in Eastern Europe to open.

2010

UN-Women — the new global structure for advancement of women — is created. Ukraine submits its sixth and seventh periodic reports to Committee on the Elimination of Discrimination against Women. Ukraine participates in the "Beijing +15" Conference. The Law of Ukraine "On Preventing Violence in the Family" is amended. A comprehensive administrative reform sets in.

UNDP assists in creation of the renewed National Action-Plan for Ensuring Gender Equality in the Ukrainian Society for 2011–2015. Launch of five Chairs of Gender Studies and three Gender Education Centres. Gender Education Standards are embodied in a comprehensive set of recommendations. More than 8000 civil servants, educators and police officers participate in the Cascade Trainings Programme.

2011

100-year anniversary of the International Women's Day. Ukrainian Chairmanship of the Council of Europe's Committee of Ministers. Ukraine hosts the international conference "International Conference on the Current Trends of Development of National Gender Mechanisms in European Countries". Council of Europe adopts the Convention on preventing and combating violence against women and domestic violence; Ukraine signs the Convention in the fall. The Department of Family Policy under the Ministry of Social Policy of Ukraine is singled out as the coordinating body for the NGM.

The Cascade Trainings Programme reaches its apex — this year more than 42,000 civil servants, educators and police officers participate. An curriculum for judges on trying court cases relating to domestic violence is developed; The resource book "Hearing Cases on Domestic Violence in Ukraine: Compliance with International Standards and Avenues for Improvement" goes into print. UNDP trains high-level government officials. The first Interactive Gender Map of Ukraine is completed. UNDP bolsters massive youth outreach activities: Gender Camp, Gender Film Fest, Gender Quest.

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