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# COUNTRY GENDER PROFILE UKRAINE

EU4GENDEREQUALITY  
REFORM HELPDESK

AUGUST 2021



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The EU4GenderEquality: Reform Helpdesk project, funded by the European Union and implemented by Niras, aims to ensure effective and equal results for women and men in six Eastern Partnership countries – Armenia, Azerbaijan, Belarus\*\*, Georgia, Moldova and Ukraine – by expanding the use of gender analysis in decision-making and reforms.

[\*\*The project does not provide support to the Government of Belarus; it only supports the EU Delegation and civil society].

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COUNTRY  
GENDER PROFILE  
UKRAINE

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REFORM HELPDESK

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# ABBREVIATIONS AND ACRONYMS

<b>ATC</b>	Amalgamated territorial community
<b>CGP</b>	Country Gender Profile
<b>CEDAW</b>	Convention on Elimination of all Forms of Discrimination Against Women
<b>CLIP</b>	Country Level Implementation Plan
<b>CMU</b>	Cabinet of Ministers of Ukraine
<b>CSO</b>	Civil society organisation
<b>EU</b>	European Union
<b>EUD</b>	Delegation of the European Union to Ukraine
<b>FAO</b>	Food and Agriculture Organization of the United Nations
<b>GAP III</b>	Gender Action Plan III of the European Union for 2021–2025
<b>GBV</b>	Gender-based violence
<b>GDI</b>	Gender Development Index
<b>GEWE</b>	Gender equality and women's empowerment
<b>GRB</b>	Gender-responsive budgeting
<b>IDPs</b>	Internally displaced persons
<b>ILO</b>	International Labour Organization
<b>MIA</b>	Ministry of Internal Affairs of Ukraine
<b>M&amp;E</b>	Monitoring and evaluation
<b>MP</b>	Member of Parliament
<b>NAP</b>	National Action Plan
<b>NAPA</b>	National Academy of Public Administration under the President of Ukraine
<b>NAUCS</b>	National Agency of Ukraine for the Civil Service
<b>NGO</b>	Non-governmental organisation
<b>NGU</b>	National Guard of Ukraine
<b>NPU</b>	National Police of Ukraine
<b>PAR</b>	Public administration reform
<b>SDGs</b>	Sustainable Development Goals
<b>SES</b>	State Emergency Service of Ukraine

<b>Sida</b>	Swedish International Development Agency
<b>STEM</b>	Science, technology, engineering and mathematics
<b>TVET</b>	Technical and vocational education and training
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Population Fund
<b>UNSCR</b>	United Nations Security Council Resolution
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>USAID</b>	United States Agency for International Development
<b>VRU</b>	Verkhovna Rada of Ukraine
<b>WPS</b>	Women, peace and security

# 1. INTRODUCTION

Produced in the framework of the EU4Gender Equality Reform Helpdesk project, funded by the EU, this Country Gender Profile analyses the situation of gender equality in Ukraine as of August 2021. The framework for the gender analysis is rooted in the European Commission Gender Action Plan (GAP) III.

This Country Gender Profile: i) provides an account of the country's legal and political context related to gender equality, ii) identifies and documents key gender discrepancies, barriers and challenges, focusing on the thematic areas of the GAP III, iii) collects available gender statistics and sex-disaggregated data in all of the areas covered by the profile, iv) identifies key entry points and opportunities for gender interventions, v) provides an overview of specific conflict-related and pandemic-related gender issues, vi) maps key actors operating on gender equality, and vii) proposes conclusions and recommendations for the EU Delegation in terms of developing a Country Level Implementation Plan (CLIP) and supporting the Government and civil society.

## 1.1. Methodology

The methodology of this Country Gender Profile focused on a desk review to undertake an analysis of gender equality in Ukraine. Given that the scope of the assessment encompasses all aspects of gender equality in the country – including the public sector, the private sector, non-governmental organisations (NGOs), academia and public sentiment – the approach employed aim to provide a holistic overview of all the possible gender implications across key sectors. The methodological approach selected aims to enable the development of recommendations for producing the Country Level Implementation Plan for the EU Delegation to Ukraine, alongside recommendations for the EU Delegation on supporting the Government of Ukraine (hereinafter referred to as 'the Government') and civil society on gender mainstreaming.

### 1.1.1. Specific methods used

A desk review was the key method used for developing this Country Gender Profile. The desk review involved the analysis of available surveys, statistical data, legislation, assessments and reports on gender equality in Ukraine, including the gender-related aspects of the sectors listed in the outline. These sources cover the 2018–2021 period. Wherever possible, priority was given to the most up-to-date data and information. Official statistical data on demographics, education, employment, the gender pay gap, and access to decision-making in public service were augmented by surveys conducted by private research companies and international organisations. Most recent gender surveys produced by the Government, international development partners and other stakeholders were collected and their findings are summarised in this Country Gender Profile.

Where gender statistics or sex-disaggregated data is not available, it should be *inter alia* considered to be part of interventions and planning to support the development of such data.

In response to the gaps in gender equality-related data identified by this Country Gender Profile, the EU4Gender Equality Reform Helpdesk liaised with the EU-funded WE Act project, implemented by UNFPA, to conduct focus group discussions and develop an online survey/public opinion poll. This aimed to provide missing information in the area of health and the environment. These findings were not available at the time of the development of this Country Gender Profile. They will be presented in standalone reports in the framework of the WE Act project.

## 2. NATIONAL CONTEXT

### 2.1. Gender aspects of demographic situation

As of 1 January 2021, Ukraine has a population of 41.59 million.<sup>1</sup> Almost one-third of the population lives in rural areas (30.7%, or 13 million people) and 32.7% of all households are rural. Ukraine's population has been in decline since the early 2000s, and the country is also experiencing a demographic shift in the form of rural depopulation. The decrease in the share of people living in rural areas has been driven by economic downturns, rural poverty and worsening social conditions in rural areas. Negative rural population growth is, in part, a factor of economic migration (both domestically and abroad) and declining birth rates. Between 2000 and 2017, the number of live births in rural areas decreased from 147,100 to 126,100, while the number of births remained almost consistent in urban areas.<sup>2</sup>

Across all age groups, women account for 53.7% of Ukraine's total population and 52.9% of its total rural population – of the country's 13.1 million rural residents, 6.9 million are women.<sup>3</sup> There is a 10-year gap in life expectancy between women and men in Ukraine, with women living significantly longer, on average (76.2 years), than men (66.4 years).<sup>4</sup> Women make up two-thirds of the population over the age of 65,<sup>5</sup> and 62% of the total number of pensioners.<sup>6</sup> Due to their longer life expectancy – and perhaps also due to the fact the men dominate among persons who move away from rural areas, including those who move abroad – elderly women are seen as the country's typical rural residents. Among the rural population aged 65 and above, 67% are women.

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<sup>1</sup> State Statistics Service of Ukraine, 'Population (estimated) as of 1 December 2021 and average population in January–November 2021', 2020, available at: [http://database.ukrcensus.gov.ua/PXWEB2007/ukr/news/op\\_popul.asp](http://database.ukrcensus.gov.ua/PXWEB2007/ukr/news/op_popul.asp)

<sup>2</sup> State Statistics Service of Ukraine, *Statistical Yearbook of Ukraine for 2018*, Government of Ukraine, Kyiv, 2019, p. 36.

<sup>3</sup> State Statistics Service of Ukraine, *Resident Population of Ukraine by Sex and Age*, Government of Ukraine, Kyiv, 2019, pp. 26 and 32.

<sup>4</sup> State Statistics Service of Ukraine, 'Birth, death and average life expectancy in Ukraine for 2020', available at: [http://www.ukrstat.gov.ua/operativ/operativ2020/m&w/arh\\_nsotj\\_nas.htm](http://www.ukrstat.gov.ua/operativ/operativ2020/m&w/arh_nsotj_nas.htm)

<sup>5</sup> State Statistics Service of Ukraine, *The Population of Ukraine in 2018: Demographic Yearbook*, Government of Ukraine, Kyiv, 2019.

<sup>6</sup> National Academy of Sciences of Ukraine, *Ukrainian society: The migration dimension: National report*, National Academy of Sciences, Kyiv, 2018.

This figure increases to 74% for persons aged 80 and over.<sup>7</sup>

According to national household data, women and men are almost equally represented as heads of households. Many women-headed households are, in fact, households in which there are no men. For instance, of all single-parent households in Ukraine, 90% in rural areas and 95% in urban areas are headed by single mothers.<sup>8</sup> When age groups are considered, women only outnumber men as heads of households when they have reached retirement age or are older, which reflects women's average longer life expectancy.

## 2.2. Gender-sensitive country poverty profile

Ukraine has made progress in reducing poverty owing to a two-fold increase in the minimum wage starting in January 2017. This has been a major factor in decreasing monetary poverty. The balance between the minimum wage and social transfers was sustained in 2018–2019, which ensured a further decline in monetary poverty, albeit at a slower pace.<sup>9</sup>

The decline in poverty has continued for both urban and rural populations. However, considerable disparities in poverty rates exist, with a higher incidence of poverty in rural locations. While the declining poverty rate is a positive trend, a considerably large proportion of the population continues to live below the subsistence minimum, which is calculated by the Ministry of Social Policy of Ukraine to reflect monthly changes in consumer prices.

Rural poverty is connected to a lack of employment opportunities and is also exacerbated by restrictions in property rights, in the form of a moratorium on the sale of land. Rural areas are characterised by non-monetary poverty and a *“family's residence in a rural area makes their risk of non-monetary poverty 2.5 times higher than average in Ukraine.”*<sup>10</sup> Non-monetary poverty includes poverty in terms of living conditions, also described as deprivation, social exclusion and insecurity. Deprivation is felt more acutely by rural residents who lack access to basic goods, including food and non-food goods, basic infrastructure and services – such as health care, education and social services, as well as transport links, clean water and sanitation – and opportunities for employment and social or community life.

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<sup>7</sup> Ibid, p. 28

<sup>8</sup> State Statistics Service of Ukraine, *Expenditure and Resources of Households of Ukraine in 2018*, Government of Ukraine, Kyiv, 2019, p. 42.

<sup>9</sup> Ministry of Economic Development, Trade and Agriculture, 2020.

<sup>10</sup> Food and Agriculture Organization of the United Nations, *Country Gender Assessment Series: Gender, agriculture and rural development in Ukraine*, FAO, Rome, 2019, p. 7.

Poverty is generally not considered to be 'feminised' in Ukraine. This means that, the entire female and male populations are considered, poverty rates differ little by sex. There are greater differences in the female and male populations when considering age groups, with women somewhat more likely to be impoverished at the beginning of their working lives and after retirement. However, the proportion of women and men whose monthly income puts them below the poverty line, or is below the subsistence minimum, do not differ greatly.

Nonetheless, it can be argued that many of Ukraine's poverty profiles are, in fact, gendered. Women are more likely to face multidimensional poverty. For instance, across the labour market, women's average incomes – both from wages and pensions – are lower than those of men. Poverty rates increase with the number of children within a household, and single women-headed households are especially at risk of poverty. Older women may also become impoverished when they reach retirement age, due to a lifetime of lower earnings, smaller pensions and statistically longer life expectancy. This is especially the case for older women who live alone. Women also depend more heavily on social benefits and services because they are generally responsible for household management and care-giving in the family, which reflects gender stereotypes.

Rural women are especially vulnerable to poverty in its various forms: monetary poverty, multiple deprivations and social exclusion. In fact, many of these poverty risk factors are combined among the population of rural women. As noted above, indicators of ageing show that the largest group of older persons in Ukraine are women living in rural areas, and the share of widowed older women is higher in rural areas compared to urban centres.<sup>11</sup> Factors that contribute to the rural feminisation of poverty – such as low wages, informal and unpaid work, a lack of access to basic infrastructure and services, ageing and widowhood – are discussed in greater detail in following sections of this report.

## 2.3. Country ranking in international gender indices and ratings

The three major international indices that measure progress towards gender equality are the Global Gender Gap Report, the Gender Development Index (GDI) and the Gender Inequality Index (GII). The World Economic Forum's annual Global Gender Gap Report assigned Ukraine a score of 0.721 in 2020, and a rank of 74<sup>th</sup> of 156 countries. Considering each dimension separately, Ukraine is farthest from gender parity in the sphere of political empowerment, followed by access to economic opportunities, where it ranks 103<sup>rd</sup>.<sup>12</sup>

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<sup>11</sup> Ukrainian Centre for Social Reforms and United Nations Population Fund, 2014.

<sup>12</sup> World Economic Forum, *Global Gender Gap Report 2021: Insight Report*, World Economic Forum, Cologny, 2021, p.382, available at: [http://www3.weforum.org/docs/WEF\\_GGGR\\_2021.pdf](http://www3.weforum.org/docs/WEF_GGGR_2021.pdf)

The Gender Development Index measures gender gaps in human development achievements by accounting for disparities between women and men in three basic dimensions of human development – health, knowledge and living standards. A country's GDI value is the ratio of its Human Development Index (HDI) values, calculated separately for women and men, by showing the female HDI as a percentage of the male HDI. Women's HDI value in Ukraine in 2020 was 0.746, compared to an HDI value of 0.751 for men, yielding a Gender Development Index value of 0.993.<sup>13</sup> Considering the three dimensions of the GDI, women's human development in Ukraine is hindered by their considerably more limited access to economic resources.

In 2020, Ukraine ranked 74th of 153 countries on the Gender Inequality Index, with a GII value of 0.284. The key challenges which underlie Ukraine's ranking are gender gaps in the labour force participation rate, and the share of seats held by women in parliament.<sup>14</sup>

## 2.4. Representation of women in decision-making

Women leaders in Ukraine continue to face barriers and remain underrepresented, particularly at the national level in government, political parties and parliament. Within the current 9<sup>th</sup> convocation of the Parliament of Ukraine, 79% of members of parliament (MPs) are men, while 21% are women. The new Election Code – which has been in force at the national level since 1 January 2020, and will apply to the next elections scheduled for 2024 – establishes a 40/60 gender quota for political parties' electoral lists. In 2013, a bonus system was introduced to ensure that at least 30% of candidates for parliamentary seats are of the same sex. However, it appears not to have affected women's representation among elected MPs from political parties' lists. At the local level, the 30/70 quota system has been in force since 2015. It concerns same sex representation in the electoral lists of candidates for members of local councils in multi-mandate constituencies.

The participation of women in local decision-making reflects the shape of a pyramid – the lower is the level of authority, the higher the share of women. In October 2020, the latest local elections took place and a 40% gender quota was applied. As such, parties could not get their electoral lists registered with election committees unless they had at least two (2) candidates of one sex for every five (5) candidates on the list.

As a result, the number of women elected to local councils increased in Ukraine's last local elections. In regional councils, 28.2% of recently elected members are women.

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<sup>13</sup> United Nations Development Programme, *Human Development Report 2020. The next frontier: Human development and the Anthropocene*, UNDP, New York, 2020, available at: <http://hdr.undp.org/sites/default/files/hdr2020.pdf>

<sup>14</sup> United Nations Development Programme, *Gender Inequality Index*, UNDP, New York, 2019, available at: <http://hdr.undp.org/en/content/table-5-gender-inequality-index-gii>

In district councils, women comprise 33.7% of members. In councils of settlements with more than 10,000 voters, women make up 32.8% of members, while in councils of settlements with up to 10,000 voters, they comprise 41.6% of council members.<sup>15</sup>

The same kind of a pyramid is observed in the public service system, with low levels of women's representation among decision makers in executive authorities. Although women generally predominate among civil servants, their representation declines in senior management positions. Women account for just 33% of civil servants who hold 'A' grade positions as of 2016.<sup>16</sup> As of 2018, women account for only 8.3% of state secretaries in ministries, the Cabinet of Ministers of Ukraine, and deputy state secretaries of the Cabinet of Ministers of Ukraine.<sup>17</sup>

One 'promising' indicator of gender equality in the judicial sector, and of women's access to decision-making more broadly, is the ratio of men and women among judges. In Ukraine, women slightly outnumber men among judges – 2,661 women, compared to 2,361 men.<sup>18</sup> Among the leadership of judicial institutions, there are slightly more men, although this gap is not critical. In the recently established High Anti-Corruption Court of Ukraine, there are 24 men and 14 women judges.

At the amalgamated community level, the share of women in councils is 30%–35% on average. However, women's representation as leaders of amalgamated territorial communities (ATCs) was as low as 18.9% in 2015, before decreasing further to 14.5% in 2016 and 14.3% in 2018.<sup>19</sup> Therefore, women tend to have poorer access to decision-making positions that are associated with resource control and distribution.

## 2.5. Donor interventions and cooperation on gender equality and women's empowerment

Throughout the last several years, the key stakeholders involved in promoting gender equality and women's empowerment in Ukraine include the Parliament, the Government, international development partners and local non-governmental organisations (NGOs).

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<sup>15</sup> Novoe Vremia, 'Sluha Narodu establishes Ze Zhinky (Ze Women) movement', *Novoe Vremia*, 8 March 2021, available at: <https://nv.ua/ukr/ukraine/politics/sluga-narodu-partiya-zapustit-ruh-ze-zhinki-novini-ukrajini-50146360.html>

<sup>16</sup> National Agency of Ukraine for the Civil Service, *Progress report of NAUCS on implementing the activities stipulated by gender equality legislation 2017–2018*, NAUCS, Kyiv, 2019.

<sup>17</sup> Ibid.

<sup>18</sup> State Court Administration of Ukraine, *Gender composition of local courts and courts of appeal of Ukraine July 2021*, State Court Administration, Kyiv, 2021, available at: [https://dsa.court.gov.ua/userfiles/media/new\\_folder\\_for\\_uploads/dsa/gen1\\_21.pdf](https://dsa.court.gov.ua/userfiles/media/new_folder_for_uploads/dsa/gen1_21.pdf)

<sup>19</sup> Food and Agriculture Organization of the United Nations, *Country Gender Assessment Series: Gender, agriculture and rural development in Ukraine*, FAO, Rome, 2019, p. 32.

Notable international partners include the EU Delegation, the United States Agency for International Development (USAID), the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), the Swedish International Development Cooperation Agency (Sida), the Canadian International Development Agency (CIDA), the National Democratic Institute (NDI), the United Nations Population Fund (UNFPA), the International Renaissance Foundation, and the Heinrich Boll Foundation, among others. Major Ukrainian women's NGOs include the Ukrainian Women's Fund and La-Strada Ukraine, among others.

Key actors active in specific areas include the United Nations Children's Fund (UNICEF), which works to empower and protect girls, and the Office of the United Nations High Commissioner for Human Rights (OHCHR), which promotes women's rights, particularly the rights of women who are internally displaced persons (IDPs) and survivors of violence. The United Nations Development Programme (UNDP), the International Labour Organization (ILO) and other UN agencies are also active in their respective sectors of expertise in Ukraine. In addition, national women's NGOs actively work with various target groups, including Positive Women, the Ukrainian Foundation of Public Health, Insight, Liga-life, and Chirikli, alongside regional women's NGOs, including Vis (Vinnytsya), Successful Woman (Kherson), Parity (Zhytomyr), Women's Perspectives (Lviv), the Kharkiv Gender Centre and many others.

The Parliament of Ukraine has a Caucus on Equal Opportunities, and a number of MPs are extremely active at the personal and institutional levels in promoting equal opportunities, and addressing discrimination and sexism.

UN Women's Strategy for 2018–2021 encompasses three sectors: i) governance and participation, focusing on enabling women, particularly those facing compound discrimination, to participate in and benefit from gender-responsive reforms, ii) the elimination of violence against women, focusing on improving attitudes and behaviour related to women's and girls' right to enjoy lives free from gender-based violence (GBV), and iii) women, peace and security, focusing on creating an enabling environment for the implementation of women, peace and security commitments.

The UN agency implements a number of major projects in these fields, including those aimed at government capacity building. UN Women is also implementing the HeForShe campaign in Ukraine, which aims to engage men in gender transformation and women's empowerment.

The National Democratic Institute runs several projects on women's political empowerment at the national and regional level, including '[Women Are 50% of Ukraine's Success](#)'. It works with the Parliament of Ukraine, seeks to prevent and counter discrimination in the mass media and advertising, and works to support women as experts in various fields through initiatives such as Povaha. It has a wide network of contacts in the region, including but not limited to women's NGOs.

USAID is consistently integrating gender approaches into every project it supports – from the financial sector to agriculture, and from health care to anti-corruption efforts. It supported the Ukrainian Women's Fund (UWF) on a project to advance the economic empowerment of people affected by conflict, which has a gender focus. USAID also supports a project on civic engagement and strengthening civil society.

The EU Delegation has been an active supporter of gender equality transformations across all sectors in Ukraine over the past few decades. Specifically, it has supported gender mainstreaming in the Government, including the development of legal instruments, gender mainstreaming tools and capacity building. The EU also helped to integrate gender into the education system by supporting the gender-related examination of textbooks, through capacity building and the gender sensitisation of educators, and by promoting informal gender education formats. It also provides support to women's organisations on various topics – from countering gender-based violence to addressing women's rights affected by the COVID-19 crisis. Furthermore, the EU Delegation is engaged in dialogue with the Government on gender transformation at all the levels and in all sectors of governance, both directly and by supporting technical assistance projects implemented by international development partners and civil society organisations (CSOs).

UNFPA is implementing large-scale [projects](#) on promoting women's and men's equal share of domestic and child care responsibilities, championing responsible fatherhood, and preventing and responding to gender-based violence with a focus on the regions of Donetsk and Luhansk. UNFPA also works to increase gender sensitivity among the general population and support the Government to address gender-based violence. Sida has supported several projects by UN Women, the National Democratic Institute and other development partners on gender equality and women's empowerment. Between 2014 and 2020, Sida financed one of the largest gender-responsive budgeting (GRB) projects in the world, the 'Gender-responsive budgeting in Ukraine' project, which had an impact on public finance management (PFM) reforms in Ukraine.

# 3. LEGAL AND INSTITUTIONAL FRAMEWORK

## 3.1. International and regional commitments on gender equality and women's empowerment (GEWE) and national legal framework on GEWE

Since 1995, Ukraine has undertaken to uphold international commitments on the promotion of women's rights, and has developed a national legislative and policy framework with the same goal. Ukraine's entry into the European Union Association Agreement in 2014 provided additional impetus to advance gender equality commitments and ensure equal opportunities for both women and men.

The principle of equal rights of women and men before the law is enshrined in Ukraine's Constitution of 1996 (Article 24), which provides for equal treatment (*"no privileges or restrictions"*) on the basis of sex, and applies to political and cultural activity, education and training, employment and social security. Article 24 also provides for special measures for the protection of women's work and health, such as pension privileges and measures that allow women to combine employment and motherhood.

The adoption of the Law on 'Ensuring Equal Rights and Opportunities for Women and Men' in 2005 marked an important legislative and policy milestone in Ukraine. It indicates a shift from a focus on the formal aspects of equality (the absence of 'privileges or restrictions') to a proactive approach towards *"the elimination of discrimination on the grounds of gender [...and of] the imbalance between the opportunities of women and men to exercise equal rights,"*<sup>20</sup> and therefore from a focus on equality of treatment to a focus on equality of outcomes.

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<sup>20</sup> See the Preamble of the Law: <https://zakon.rada.gov.ua/laws/show/254%D0%BA/96-%D0%B2%D1%80>

The adoption of the Law on the 'Principles of Prevention and Combating Discrimination in Ukraine'<sup>21</sup> of 2012, propelled by the implementation of the EU-Ukraine Visa Liberalisation Action Plan, proceeded further in this direction. It equipped national gender machineries with a favourable legislative framework to operate in. In an attempt to comply with EU directives on non-discrimination, the law was further amended in 2014 and the Government has undertaken substantial work to apply and promote the principle of non-discrimination in practice.

In recent years, a number of specific legal developments have been put in place to promote gender equality. While Ukraine has no specific legal requirements for the economic empowerment of women, the law that prohibited women from some 450 professions was abolished in 2017.<sup>22</sup> However, legislation on employment is gender-blind, rather than gender-sensitive.

In December 2017, Ukraine strengthened its legislation to prevent and combat violence against women and domestic violence, including by criminalising such violence. The legislation came into effect in 2019,<sup>23</sup> but the legal framework still has a number of important limitations and cannot guarantee necessary protection for women. In July 2019, the new Electoral Code was adopted. As noted above, it includes a 40% gender quota for political party lists for parliamentary elections, as well as for regional and local council elections. It includes a rule stipulating that two of every five candidates on party lists should be of a different sex than the other three candidates. For parliamentary elections, the quota will be applied in 2024. For the local elections, the quota was applied in October 2020 (see Section 2.4 above on women's representation in decision-making).

The most recent legal development in the field of gender equality is a package of amendments to legislation that extend fathers' entitlement to child care leave, adopted by parliament in April 2021.<sup>24</sup> The law provides for a 14-day period of leave for fathers in the first month after their child's birth, and introduces equal rights for men and women to parental leave until their child is three years old. Previously, the law only provided these rights to employed women, and did not extend these rights to women entrepreneurs or their partners. Now, an employed father has the right to leave which is not conditional on his partner's right to leave.

As in the case of anti-discrimination legislation, the Ukraine-European Union Association Agreement triggered an active process of policy reform in the social sphere, informed by gender equality principles. This was initiated within the framework of Chapter 21, Section V, on 'Co-operation in the Field of Employment, Social Policy and Equal Opportunities'. Since 2014, quarterly reporting on the implementation plan of the Association Agreement has been undertaken.

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<sup>21</sup> See: <https://zakon.rada.gov.ua/laws/show/5207-17>

<sup>22</sup> Order of the Ministry of Health of 13 October 2017, see: <http://zakon2.rada.gov.ua/laws/show/z1508-17>

<sup>23</sup> See the Law of Ukraine 'On the Prevention and Countering Domestic Violence' of 07 December 2017: <http://zakon3.rada.gov.ua/laws/show/2229-19>

<sup>24</sup> See the Law of Ukraine 'On Amending Certain Legal Acts on Ensuring Equal Rights and Opportunities of Fathers and Mothers to Childcare': <https://portal.rada.gov.ua/news/Povidomlennya/206881.html>

Meetings of the Expert Advisory Group on the implementation of the directions of Chapter 21 and Section III, 'Justice, Freedom and Security', take place regularly within the Government.

Ukraine ratified the United Nations Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1981. To date, the country has submitted eight periodic reports on the convention's implementation, the most recent of which was reviewed in 2017. Based on the Concluding Observations of the Committee on the Elimination of Discrimination Against Women in 2017, Ukraine developed a National Action Plan on the Implementation of the Concluding Observations. Not only is this unprecedented for Ukraine, but such National Action Plans are also quite uncommon worldwide. Currently, Ukraine is preparing its ninth report to the CEDAW Committee, which will be substantially grounded on the findings collected from monitoring the National Action Plan's implementation.

In 2015, Ukraine committed to advancing the agenda of the Beijing Declaration and Platform for Action, which includes several strategic objectives regarding the risk of poverty and social marginalisation, as well as a recommendation to governments to formulate and implement policies that enhance women's access to decision-making, services and resources.

Regional instruments on gender equality that Ukraine is a part of, or navigates around, include the Council of Europe Convention on Preventing and Combating Violence Against Women and Domestic Violence (known as the Istanbul Convention) and the Biarritz Partnership for Gender Equality.

Although Ukraine signed the Istanbul Convention in 2011, it has yet to ratify the convention, despite numerous attempts to do so. In 2017, the national law on preventing and combatting domestic violence was strengthened, including with a view to align the law with the provisions of the Istanbul Convention. Nevertheless, legal provisions still lack necessary mechanisms to provide effective accountability for dealing with perpetrators and protecting survivors of violence. In 2020, a petition to act on the ratification of the Istanbul Convention was signed by 25,000 Ukrainian citizens. Civil society and international development partners also widely call for the ratification of this instrument. Nevertheless, neither the President nor parliament has taken specific action on its ratification since 2017.

Ukraine officially joined the Biarritz Partnership for Gender Equality in September 2020, upon the initiative of First Lady Olena Zelenska. Under this instrument, Ukraine undertakes commitments to achieve progress in five areas: i) barrier-free public spaces that are 'friendly' to families with children and low-mobility groups, ii) teaching children the principles of equality between women and men, iii) the prevention of violence, iv) reducing the pay gap between women and men, and v) creating greater opportunities for men to care for children. In December 2020, the Government approved an Action Plan for the implementation of these commitments.<sup>25</sup>

<sup>25</sup> See: <https://www.kmu.gov.ua/news/uryad-shvaliv-plan-zahodiv-z-realizaciyi-partnerstva-biarric>

The Biarritz Partnership is yet another incentive for Ukraine to advance progress on gender equality in specific areas.

For Ukraine, closing gender gaps will be a key accelerator for achieving the Sustainable Development Goals (SDGs). A UN-led Mainstreaming, Acceleration and Policy Support (MAPS) mission identified core issues that must be addressed in order to “unlock the full potential of both women and men” and boost sustainable human development in Ukraine. These issues include disparities in women’s economic and political participation, and the persistence of discriminatory gender stereotypes.<sup>26</sup> The Government of Ukraine has adapted the Sustainable Development Goals to the national context, set targets and established relevant baselines for monitoring.

In addition to national priorities, a series of consultations were held in 2016 to help localise the 2030 Agenda for Sustainable Development and its 17 SDGs at the regional level. During the consultations, the issue of gender equality (SDG 5) ranked low among both national and regional level priorities (in the lower third of the 17 SDGs). However, the topics of gender equality and gender stereotypes were raised in connection with several other goals, such as SDGs related to education, decent work and economic growth, infrastructure, inclusion, health (eliminating hunger), and small business development. This apparent contradiction indicates that national work has so far “not emphasised gender equality as a tool for accelerating SDG progress.”<sup>27</sup> Thus, gender equality and SDG 5 targets are not well-integrated in national policies.

On a positive note, Ukraine’s Government, parliament and specific ministries have gradually taken the lead in developing and promoting new laws and amendments to legislation that strengthen the national legislative framework on gender, particularly in the last three to four years. Before this, almost every legal development was preceded by pressure from women’s organisations or civil society organisations, supported by international development partners.

## 3.2. National gender policies

In terms of national gender policies, the Government of Ukraine has three National Action Plans (NAPs) in place. These are the State Gender Equality Strategy (National Action Plan) until 2021, the National Action Plan on the Implementation of the Concluding Observations on the Eighth Periodic Report of Ukraine by the CEDAW Committee, also valid until 2021, and the National Action Plan on the implementation of United Nations Security Council Resolution (UNSCR) 1325 on ‘Women, Peace and Security’ for the 2021–2025 period. The latter is the country’s second consecutive National Action Plan on UNSCR 1325. Certain sectoral/agency instruments are also available, including the Gender Action Plan of the Ministry of Internal Affairs and the Gender Action Plan of the National Guard of Ukraine, among others.

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<sup>26</sup> United Nations Mainstreaming, Acceleration and Policy Support, *MAPS Mission: Final Report 2018*, 2018, p. 60.

<sup>27</sup> *Ibid.*, p. 61.

In 2020, the Government evaluated progress made in terms of the National Action Plan on the implementation of UNSCR 1325 for the 2016–2020 period, approving the National Action Plan for the subsequent five years (2021–2025). This national policy aims to address a wide-ranging set of issues that affect rural women. These include increasing their awareness of their legal rights, combatting gender stereotypes, improving access to educational opportunities, medical services and basic infrastructure, and combatting poverty.

These instruments provide a roadmap for the implementation of specific actions to advance women's empowerment, and help to put gender issues higher up on the Government's agenda.

While the reforms in Ukraine should, theoretically, incorporate a gender perspective, gender mainstreaming has been largely absent from the reform process. The reforms almost entirely exclude a gender equality perspective and links to international and national commitments on women's rights. Women's groups and organisations are not part of any decision-making forum, nor are they engaged in any consultations about the reforms.<sup>28</sup> In addition to limited capacity to undertake gender mainstreaming within the sectors in which reforms are occurring, government officials are often embarrassed to raise gender issues related to 'hard sectors', such as industry and energy, which are not traditionally associated with women.<sup>29</sup>

The Government of Ukraine is currently developing a National Gender Strategy which will cover the period until 2030, as well as an Action Plan on its implementation for the 2022–2024 period. The strategy is expected to be the main framework to guide the country's gender policies in the coming decade. The Government is currently in the process of conducting multi-stakeholder consultations to identify priorities that should be integrated in the strategy, organised around four topics:

- gender equality mechanisms (national gender machinery);
- peace and justice;
- human development; and
- social and economic development.

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<sup>28</sup> United Nations Country Team Ukraine, *Submission to the Committee on the Elimination of Discrimination against Women*, UNCT, Kyiv, 2017, p. 5.

<sup>29</sup> United States Agency for International Development, *Gender Analysis Report USAID: Ukraine*, USAID, Washington, DC, 2017, p. 34.

### 3.3. Gender dimension of national development strategies and gender mapping of national reforms

While Ukraine has not adopted a comprehensive document covering all of the reforms taking place in the country, an array of strategic instruments set priorities for the reforms. These are:

- The Action Plan on the Implementation of the Association Agreement with the EU (Resolution #1106 of the Cabinet of Ministers of Ukraine, of 25 October 2017).
- The Sustainable Development Strategy, 'Ukraine 2020', approved by Presidential Decree #5 of 12 January 2015.
- The National Economic Strategy, valid until 2030 and approved by Resolution #179 of the Cabinet of Ministers of Ukraine of 03 March 2021.
- Sectoral reform documents.
- The Priority Action Plan of the Government for 2021, approved by Resolution #276 of the Cabinet of Ministers of Ukraine of 24 March 2021, which mentions (or develops/specifies) a number of reforms.
- National programmes on general intersectoral priorities for industrial development that stimulate processes of innovation, and scientific, technological, export-oriented, energy-saving industrial development, as well as the development of human capital.
- National programmes in the fields of social development, health care, and environmental protection, among others.

This framework offers a comprehensive vision of reforms in all sectors of national development. They aim to spur economic development through the liberalisation of the business, tax and fiscal environment, by improving the efficiency of public administration and services provided by the Government, by delegating authority to the sub-national level, by modernising health care, education and other social sectors, and through social cohesion and recovery in conflict-affected areas.

Gender has gradually become mainstreamed into strategic reform documents over the past three to five years. In terms of gender mainstreaming, the reforms can be divided into three types:

- i) Gender equality is explicitly mentioned as a specific priority or approach to be used in the reform. This applies to the following reforms: public administration

reform (PAR), education, the development of entrepreneurship, law enforcement and defence-related reform.

- ii) Gender is not explicitly mentioned, but at a practical level, gender implications are considered and partially implemented. This is true for the reforms such as judicial, health care, social policy and labour, and digitalisation-related reforms.
- iii) Gender implications are not considered in the reforms, neither at a strategic level, nor at the level of implementation.

However, even in the reforms which capitalise on opportunities for gender mainstreaming, far more efforts need to be taken both at the level of conceptualising the reform (in terms of gender analysis) and in terms of hands-on implementation. That is, sometimes gender mainstreaming in the context of a reform only extends to adding the words 'considering gender equality issues', without any real action being taken.

A second critical consideration is that the reforms related to human capital development, in terms of health care and education, and the security and defence sector appear to be more gender-sensitive than economic reforms, especially those related to land, energy, the labour market and pensions. Reforms covering land, energy, the labour market, pensions and environmental protection seem to fall flat in terms of benefitting from gender mainstreaming.

Third, reforms seem to become more gender-sensitive when the international development partners supporting a reform place an emphasis on mainstreaming gender within the reform.

The Government of Ukraine is gradually starting to demonstrate its commitment to mainstreaming gender into reforms, especially in the sectors that have accumulated gender sensitivity and institutional memory on gender mainstreaming, such as public administration reform education, law enforcement and defence. The Government Commissioner on Gender Equality and her Office play a major role in this regard, by sustaining change within the Government in 2019 and in early 2020, and by pushing ministries to consider gender implications in the planning and implementation of reforms, as well as by providing necessary gender expertise.

The Ministry of Social Policy of Ukraine has adopted methodical recommendations on the gender impact assessment of sectoral reforms (#257 of 14 April 2020). Nevertheless, there is no available information on how ministries use this document in the reform process. Moreover, the new framework document that underlies numerous reforms – the National Economic Strategy, valid until 2030 – includes gender analysis findings and offers an array of recommendations on mainstreaming gender into a wide range of reforms, from the development of entrepreneurship to digitalisation.

In addition, Ukraine is currently implementing the three National Action Plans on gender equality, as discussed above:

- The National Action Plan (State Programme) on Ensuring Equal Rights Opportunities of Men and Women until 2021. The NAP for the next programming period is currently being developed.
- The National Action Plan on the Implementation of the Concluding Observations on the Eighth Periodic Report of Ukraine by the CEDAW Committee, valid until 2021.
- The National Action Plan on the Implementation of the UN Security Council Resolutions on Women, Peace and Security, valid until 2025.

However, only the latest National Action Plan has a specific focus on mainstreaming gender into law enforcement and military reforms. Other National Action Plans contain a number of important priorities, but largely do not elevate them to the strategic reform level.

Having noted positive developments in terms of gender mainstreaming within reforms, it is critical to highlight that only a few of the reforms in Ukraine are partially gender-sensitive at best, while others are gender-neutral or may even have a disproportionate impact on women and men. The Government still has broad opportunities to ensure effective gender mainstreaming in the reforms at all levels, including:

- i) gender equality in decision-making about the reforms;
- ii) gender analysis to identify existing inequalities and the anticipated impact of reforms on men and women; and
- iii) gender mainstreaming tools to ensure that women and men equally contribute to, and benefit from, the reforms.

Considering Ukraine's institutional and legal framework, alongside the EU Gender Action Plan III, the EU Delegation is in a position to support gender mainstreaming across Ukraine's national reform agenda, as it supports the Government in all relevant sectors/reforms.

## 3.4. Gender implications of decentralisation reform

The transfer of funding and authority from the central to the local level, in the context of decentralisation, should ideally give women more opportunities to voice their priorities in local planning. However, so far the decentralisation of *"policy making, planning, implementation, monitoring and evaluation are not guided by the international gender equality and human rights norms and standards, or by Ukraine's international commitments, or by the respective national policy and legal frameworks of Ukraine."*<sup>30</sup>

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<sup>30</sup> United Nations Entity for Gender Equality and the Empowerment of Women, *Analysis of vulnerabilities of women and men in decentralisation (Donetsk and Luhansk oblast)*, UN Women, Kyiv, 2017, p. 64.

To date, therefore, decentralisation *“does not provide for any formal participation of women’s groups or disadvantaged women facing multiple forms of discrimination.”*<sup>31</sup>

One of the critical negative outcomes of a gender-blind approach has been the *“sharp reduction in funding for social services – the closure of pre-school/childcare centres and cuts in nursing staff at clinics, when local authorities allocate funds to other projects.”*<sup>32</sup>

In addition to deteriorating access to social services that are vital for women – as the main users of these services – women comprise the majority of workers who lose their jobs in amalgamated communities when schools, kindergartens, family doctor clinics and out-patient service providers are closed as a result of the reform process.

As women are under-represented in local decision-making positions, they are not in a position to influence reforms. Most local authorities have a sub-optimal understanding of, or lack of experience in, conducting gender analysis or gender mainstreaming. Importantly, the *“Government and development partners are not always mindful of the risks to avoid ‘elite capture’ where only a small, privileged part of the population is given a voice.”*<sup>33</sup> This voice may not be representative of larger groups of women and other vulnerable groups.

A range of projects implemented by development partners – including UN Women, the National Democratic Institute, USAID, Sida, and others – offer positive examples of gender mainstreaming in decentralisation. These projects include capacity building and expert support for gender-responsive governance, gender-responsive budgeting, gender analysis of budget programmes, and gender-sensitive services. The outcomes of these initiatives are associated with local financial decisions that benefit various vulnerable groups, including disadvantaged families and people with disabilities, among others.<sup>34</sup>

### 3.5. Institutional framework/machinery

At the institutional level, Ukraine’s gender machinery is composed of:

- The Vice Prime Minister for European Integration, who oversees gender policy development and implementation.

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<sup>31</sup> United Nations Country Team Ukraine, *Submission to the Committee on the Elimination of Discrimination against Women*, UNCT, Kyiv, 2016, p. 7, cited in USAID’s 2017 Gender Analysis Report Ukraine, p. 55.

<sup>32</sup> United States Agency for International Development, *Gender Analysis Report USAID: Ukraine*, USAID, Washington, DC, 2017.

<sup>33</sup> United Nations Entity for Gender Equality and the Empowerment of Women, *Analysis of vulnerabilities of women and men in decentralisation (Donetsk and Luhansk oblast)*, UN Women, Kyiv, 2017, p. 65.

<sup>34</sup> Gender Budgeting in Ukraine Project, *Gender Budget Analysis of Programs Financed from the State and Local Budgets in Ukraine in 2016: Summary*, European Union, Kyiv, 2016, p. 55, cited in USAID’s *Gender Analysis Report Ukraine 2017*, p. 56.

- The Government Commissioner for Gender Equality, who is the key driving force for gender transformation at the legislative, strategic and executive levels across the Government of Ukraine.
- The Ministry of Social Policy, which is the central executive agency on gender policies.
- Fifty-six (56) authorised officials (usually the Deputy Heads of government agencies), who are responsible for the coordination of gender policies in their respective agencies.
- Thirty-three (33) structural units on gender equality in government agencies.
- Gender advisers in government agencies. Currently, there are over 90 gender advisers, including 59 in the Ministry of Defence system.
- Ten (10) advisory councils and working groups in government agencies.
- Twenty-five (25) authorised officials (Deputy Heads of Regional State Administrations) in every region of Ukraine.
- Twenty-five (25) structural units of Regional State Administrations, responsible for gender policies. These are usually from the Department of Social Protection of Population.
- Eight (8) gender advisers to the Heads of Regional State Administrations.
- Twenty-five (25) regional advisory councils on the family, gender policy, the prevention of gender-based violence and trafficking in persons.

A critical concern related to the institutional gender framework is how the authorities, and their officials, understand gender equality. First, the transition from formal egalitarian treatment (no differential treatment, and no privileges or restrictions) to substantial equality of opportunities (the removal of barriers, and the recognition of indirect and systemic forms of discrimination and disadvantage), as described above in the context of legislative evolution, appears to also be occurring at the level of individual mind-sets among government officials. This may be a reflection of a broader societal and cultural shift which is gradually taking place. However, this transition is not complete, which appears to generate ambiguities in the interpretation – and especially the application – of equality principles in the practice in terms of policy design, drafting and implementation.

The prevailing understanding of gender equality within the Government of Ukraine is still one that merely considers the absence of open discrimination and differential treatment between the sexes.

Translated into positive terms, it is understood to aim at – and manifest itself mainly as – numerical parity.<sup>35</sup> On the other hand, the ability of going beyond this, and considering how societal roles ascribed to women and men often place them in different vantage points in terms of access to equal rights and social benefits, is characteristic of a minority of government officials. Evidently, most of these officials work in gender units or serve as gender advisers within the government system.

### 3.6. Financing for gender equality and gender-responsive budgeting

In recent years, Ukraine has achieved visible progress in terms of gender-responsive budgeting. The Ministry of Finance, with the support of the 'Gender-responsive budgeting in Ukraine' project funded by Sida, implemented gender-responsive budgeting within the public finance management reform, in order to ensure equal rights and opportunities for both women and men in the budget process.

The first initiatives to introduce GRB<sup>36</sup> in Ukraine were taken in the early 2000s, implemented by NGOs with the support of donors and international projects. As of 2021, Ukraine is considered a global leader in the implementation of gender-responsive budgeting. At a Conference hosted by the International Monetary Fund (IMF), the former Managing Director of the IMF, Christine Lagarde, said, *"I take my hat off to what Ukraine and Austria are doing when implementing the GRB!"*

However, the UN Committee on the Elimination of Discrimination Against Women, in its Concluding Observations on the Eighth Periodic Report of Ukraine of 3 March 2017 (Paragraph 23b), recommended that the Government ensure effective coordination and develop a gender mainstreaming strategy to include gender budgeting. This can be used in all strategies and programmes, at all levels, in order to ensure equal opportunities for women in all aspects of life.

The unified gender-responsive budgeting approach was developed and implemented in Ukraine by three development partners: the Sida-funded 'Gender-responsive budgeting in Ukraine' project, UN Women and the Friedrich Ebert Foundation. This approach applies gender analysis and gender mainstreaming in sectoral budget programmes to ensure the fair distribution of public funds and the equal access of women, men, girls and boys to education, health, sport, social and other services.

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<sup>35</sup> International Labour Organization, *Participatory Gender Audit of the Ministry of Social Policy*, ILO, Kyiv, 2019, p. 31.

<sup>36</sup> Gender-responsive budgeting means analysing and restructuring budget revenues and expenditures so that all of the diverse needs of women, men, girls and boys are fairly represented in budget items. A gender budget analysis takes a wide range of issues to be taken into account. Addressing these issues creates equal opportunities for all members of society and enables the sustainable development of a country. A gender-responsive budgeting approach makes budgets efficient, fair and transparent. Such budgets contribute to improving the quality of services for the population, as they clearly target specific consumers, in addition to increasing economic growth, reducing poverty and enhancing resource efficiency.

The Ministry of Finance, with the support of the 'Gender-responsive budgeting in Ukraine' project, introduced and applied a gender approach in the budget process at both the state and local levels. The Ministry of Finance has included a gender-responsive approach in regulations governing the budget process. Most notably:

- The implementation of gender-responsive budgeting is included in the objectives of the Public Finance Management System Reform Strategy for 2017–2020. The integration of a gender-responsive approach in the budget process increased the efficiency and quality of public services provided, by taking into account the needs of socio-demographic groups (including by gender), and strengthened the accountability of spending units and budget transparency.
- A gender-responsive approach is included in the draft of Public Finance Management System Reform Strategy for 2021–2025 at the state and local levels. Each key spending unit is obliged to provide gender analysis for at least one budget programme per year.
- The Ministry of Finance of Ukraine, by a Decree on 2 January 2019, approved the guidelines for the application of the gender-responsive approach in the budget process. These are used by key spending units and other budget process participants in order to take gender into account in planning, implementing and reporting on budget programmes.<sup>37</sup>
- The Decree of the Ministry of Finance on Performance Indicators of the Budget Programme, No. 1536 of 10 December 2010, stipulates that quality indicators should highlight the benefits for society which the implementation of the budget programme will yield, including in terms of ensuring gender equality.<sup>38</sup>
- The Decree of the Ministry of Finance on Reviews of State Budget Expenditures, No. 446 of 23 October 2019, stipulates that the results of the gender analysis of budget programmes should be taken into account when analysing the efficiency, effectiveness and economic feasibility of relevant state budget expenditures.<sup>39</sup>
- The Decree of the Ministry of Finance on the Approval of Guidelines for the Preparation of Medium-Term Local Budgets in 2019, No. 130 of 29 March 2019, envisages the use of gender mainstreaming in the forecasting phase. This is aimed at reducing gender gaps, mitigating negative trends, and strengthening positive trends in the relevant field/sector in terms of meeting gender needs and gender interests.<sup>40</sup>

<sup>37</sup> See the Decree of the Ministry of Finance of Ukraine, 'On approval of Guidelines for the introduction and application of the gender responsive approach in the budget process': <https://zakon.rada.gov.ua/rada/show/v0001201-19>

<sup>38</sup> See the Decree of the Ministry of Finance of Ukraine, 'On Performance Indicators of the Budget Programme': <https://zakon.rada.gov.ua/laws/show/z1353-10?find=1&text=%D2%91%D0%B5%D0%BD%D0%B4%D0%B5%D1%80%D0%BD%D0%B8%D0%B9#Text>

<sup>39</sup> See the Decree of the Ministry of Finance of Ukraine, 'On Reviews of State Budget Expenditures': <https://zakon.rada.gov.ua/laws/show/z1277-19?find=1&text=%D2%91%D0%B5%D0%BD%D0%B4%D0%B5%D1%80#Text>

<sup>40</sup> See the Decree of the Ministry of Finance of Ukraine, 'On the Approval of Guidelines for Preparation of the Medium-

- The Decree of the Ministry of Finance on the Procedure for the Evaluation of the Budget Programme Effectiveness by Key Spending Units, No. 223 of 19 May 2020, envisages the use of gender budget programme analysis as one of the sources of information for:
  - performance evaluation;
  - the assessment of the effectiveness of public services and the satisfaction of the needs and interests of the recipients/users and the providers of public services, including by gender and other characteristics; and
  - measures to improve the quality and efficiency of public services – i.e. studies of the needs and interests of the recipients/users of public services, including the introduction of relevant surveys (questionnaires) and by conducting gender budget program analysis.<sup>41</sup>
- The Letter of Instruction of the Ministry of Finance to key spending units (KSUs) on the preparation of budget requests for 2021–2023 includes provisions on gender mainstreaming.
- Information on the application of the gender-responsive approach in the budget process is included in the Explanatory Note to the Draft Law on the State Budget of Ukraine for 2021.

Spending units in charge of the state and local budgets regularly practise gender-responsive budgeting. As a result, the following actions have been taken:

- Between 2014 and 2020, more than 100 state budget programmes were analysed from a gender perspective, including programmes on agricultural policy, security and defence, education and science, health care, social protection and social security, youth policy, physical culture and sports, and culture and the arts.
- During the preparation of budget requests for 2021–2023, gender was mainstreamed by 29 (35%) of key spending units of the state budget under 41 budget programmes.
- Among programmes financed by local budgets, 75% were analysed from a gender perspective, as a result of which 1,075 programmes became gender-sensitive in 2020.
- Based on the results of the gender analysis of budget programmes, the Ministry of Social Policy, the Ministry of Education and Science, the Ministry of Youth and Sports, and the State Statistics Service of Ukraine amended more than 30 regulations on gender mainstreaming.

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Term Local Budgets in 2019': <https://zakon.rada.gov.ua/rada/show/v0130201-19?find=1&text=%D2%91%D0%B5%D0%BD%D0%B4%D0%B5%D1%80#Text>

<sup>41</sup> See the Decree of the Ministry of Finance of Ukraine, 'Procedure for Evaluation of the Budget Programme Effectiveness by Key Spending Units': <https://ips.ligazakon.net/document/RE34929>

At the same time, some challenges exist in terms of implementing gender-responsive budgeting. Major challenges include:

- Low levels of awareness among civil servants and local government officials of gender equality policy. Although gender equality policies have been implemented over the past 25 years, and despite Ukraine's strong legal framework, a critical mass of civil servants and local government officials have distorted perceptions and do not share the goals and values of gender equality.
- The Ministry of Finance has a limited understanding of gender-responsive budgeting as a financial tool to increase budgetary efficiency, rather than as a tool to achieve the goals of gender equality and the empowerment of women. Such an approach leaves behind strategic gender interests, particularly in terms of changing social norms that discriminate against women and restrict their access to certain areas of activity and decision-making, as well as hindering their personal fulfilment.
- There is a lack of legislative support for the use of gender-responsive budgeting. The requirements for the use of a gender approach in the budget process, which the Ministry of Finance of Ukraine has included in regulations, are of a recommendatory rather than mandatory nature. This prevents the use of gender-responsive budgeting in a sustainable manner.
- The formal use of performance-based method has not yet become a powerful tool for ensuring the link between the financing of the budget programme and the final, socially significant outcomes expected from its implementation. As before, budget programmes are mostly focused on the maintenance of institutions, rather than on the provision of public services. It is difficult to trace in them a focus on meeting the needs and interests of women, men, girls and boys.
- The non-acceptance of changes by civil servants and local government officials is a challenge. Many are reluctant to change established approaches, procedures and formats in terms of the development of documents used in the budget process.
- Staff turnover leads to the loss of institutional memory, as well as decreased responsibility for previously made decisions.
- The lack of gender-disaggregated data and gender statistics pose an obstacle to conducting qualitative gender analysis of programmes funded by the state and local budgets.
- There is weak coordination between all stakeholders in terms of the cross-cutting, comprehensive integration of gender in strategies, policies, programmes and projects. As a result, the application of gender-responsive budgeting is not systemic. Instead, it remains at the discretion of individual spending units.

Nevertheless, gender-responsive budgeting has strongly entered the public finance management system at the state and local levels in Ukraine as it is oriented towards improving the targeting, efficiency and transparency of budgetary spending. A full analysis of national public allocations and expenditures on gender equality objectives is not possible due to a lack of data and publicly available information that is accessible online. At present, especially in the absence of a monitoring system to track and report on overall gender-responsive financing, it is also impossible to provide a rough figure of the total volume of financial resources that are invested in gender equality priorities by the Government of Ukraine.<sup>42</sup>

Direct financing of Ukraine's gender equality policy is provided through the budget of the State Programme for Ensuring Equal Rights and Opportunities for Women and Men, valid up to 2021, the State Social Programme for combatting trafficking in human beings, valid for the period up to 2020, the National Action Plan to implement UN Security Council Resolution 1325 on Women, Peace and Security, valid for the period up to 2020, and the National Action Plan for the implementation of the recommendations set forth in the Concluding Observations of the CEDAW Committee to the 8th Periodic Report of Ukraine, valid for the period up to 2021.

According to UN Women's analysis of financial resources in Ukraine, an estimated UAH 51.5 million (equivalent to USD 1.8 million) has been allocated from the state budget for the implementation of key gender equality plans and strategies during the 2016–2021 period. Its analysis finds that domestic public finance is insufficient to meet the country's ambitious gender priorities. Moreover, it significantly lags behind the USD 433 million, on average per year, in gender equality-focused official development assistance (ODA) for Ukraine committed by the members of the Organisation for Economic Co-operation and Development's (OECD) Development Assistance Committee (DAC) in 2016–2017.<sup>43</sup>

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<sup>42</sup> United Nations Entity for Gender Equality and the Empowerment of Women, *Advancing gender equality and women's empowerment in Ukraine through effective development co-operation and finance*, UN Women, Kyiv, 2021, p. 50.

<sup>43</sup> *Ibid.*, p. 7.

## 4. GENDER ANALYSIS BY SECTOR

### 4.1. Gender and employment, and the gender pay gap

Gender inequality in economic opportunities, alongside discrimination in recruitment and at work, have limited women's access to employment, incomes and career promotion in Ukraine. According to the State Statistics Service, women's labour market participation rate is 55.7%, compared to 61.4% for men.<sup>44</sup> The Gender Inequality Index calculates a greater gender gap (16%) in the labour force participation rate, estimating a 47% participation rate for women, compared to 63% for men.<sup>45</sup>

Legislation in Ukraine does not create any barriers or impediments for women or men to assume any position in any profession in the labour market, both in the public and private sectors. In 2017, the legal act which prohibited women from participating in some 450 professions was abolished.<sup>46</sup> However, legislation on women's employment is gender-blind rather than gender-sensitive, as it does not address existing imbalances and women's underrepresentation in certain economic areas.

As in other countries in the region, information is lacking on women's and men's engagement in the informal labour sector in Ukraine. Specifically, Ukraine's agricultural sector – which is known to account for a high proportion of informal employment worldwide – needs to be researched further. According to the Food and Agriculture Organization of the United Nations (FAO), men have a more diverse employment profile, even in informal work, including in construction, while rural women have very limited options.<sup>47</sup>

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<sup>44</sup> Data from the State Statistics Service of Ukraine: <http://www.ukrstat.gov.ua>. Cited in United Nations, *United Nations Development Assistance Framework (UNDAF) 2018 – 2022*, UN Ukraine, Kyiv, 2017, p. 22.

<sup>45</sup> United Nations Development Programme, *Human Development Reports 2019: Ukraine*, UNDP, New York, 2019, available at: <http://hdr.undp.org/en/countries/profiles/UKR>

<sup>46</sup> See the Order of the Ministry of Health of 13 October 2017: <http://zakon2.rada.gov.ua/laws/show/z1508-17>

<sup>47</sup> Food and Agriculture Organization of the United Nations, *National Gender Profile of Agriculture and Rural Livelihoods: Ukraine*, FAO, Kyiv, 2021, p. xvii.

Ukraine's State Statistics Service collects annual sex-disaggregated data on wages, both by economic sector and by region.<sup>48</sup> This information is calculated based on the results of the state statistical 'Observation of Enterprises on Labour-related Issues', which covers legal entities and separate branches of legal entities with 10+ employees. In 2018, the gender pay gap in Ukraine reported by the State Statistics Service was around 20.4%. However, in certain sectors of economic activity, the gap is more than 35%. For example, women's share of wages compared to men's share in postal and courier activities amounted to 58.9%. This rises to 63.2% in financial and insurance activities, and to 64.9% in the arts, sports, entertainment and recreation sector. The smallest gender pay gaps exist in sectors with the lowest levels of remuneration, such as agriculture (8%) and in public sectors dominated by women, such as education (5%), public management (10%) and health care (11%).<sup>49</sup>

Over the past 12 years, no substantive progress in reducing the gender pay gap has been observed,<sup>50</sup> which stood at 23% in 2009. Differences in wages are largely due to occupational segregation, with women concentrated in sectors with relatively high educational requirements, but lower wages, primarily in the public sector. System-related barriers lead to horizontal and vertical occupational gender segregation in the labour market, with women concentrated at lower remuneration levels.

However, it is important to note that there are significant limitations in sex-disaggregated data on wages in Ukraine. First, there is no representative data available about the share of the gender wage gap that can be explained by objective factors – such as education or occupational segregation – as opposed to discriminatory factors on the basis of gender. Moreover, no analysis is available on the connection between paid and unpaid work in Ukraine.<sup>51</sup>

Second, since a substantial part of Ukraine's economy is informal,<sup>52</sup> official wage statistics do not accurately reflect real wage differences between men and women. Certain businesses do not report their economic activities and, consequently, the salaries they pay their employees. Other businesses pay part of employees' salaries officially – usually amounts equivalent to the minimum wage – and report these payments. The rest is paid in envelopes, and is not reported or accounted for. Women are considered more vulnerable to such violations as they are less likely than men to negotiate for higher salaries.<sup>53</sup> There is no credible way to measure this phenomenon and reliably assess the gender pay gap in shadow employment.

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<sup>48</sup> See the database of the State Statistics Service and its data on the average monthly salary of men and women, broken down by economic sectors: [https://ukrstat.org/uk/operativ/operativ2019/gdn/smzp\\_zs/smzp\\_zs\\_ek/smzp\\_zs\\_ek\\_u.htm](https://ukrstat.org/uk/operativ/operativ2019/gdn/smzp_zs/smzp_zs_ek/smzp_zs_ek_u.htm)

<sup>49</sup> Ibid.

<sup>50</sup> International Labour Organization, *Decent Work Country Programme for Ukraine 2016–2019*, ILO, Kyiv, 2016, p. 13.

<sup>51</sup> United Nations, *Ukraine country analysis in preparation of the next United Nations Development Assistance Framework (UNDAF) 2018–2022*, UN Ukraine, Kyiv, 2017, p. 33.

<sup>52</sup> Various estimates range from 30% to 50% of GDP.

<sup>53</sup> Kovalevych, S. and I. Khoruzha, 'Particularities of legal regulation of work conditions of women', *Young Researcher*, Vol. 5, No. 1, May 2017, pp. 54–57.

Therefore, it is likely that the real pay gap between men and women is higher than officially reported by the State Statistics Service.

Finally, it should be noted that the gender pay gap is used as an important indicator. For example, it is included in the Monitoring and Evaluation (M&E) Framework of the National Action Plan on the Implementation of the Concluding Observations on the Eighth Periodic Report of Ukraine by the CEDAW Committee for 2018–2021. It is also an indicator in other M&E systems of governmental, non-governmental and international agencies as a key tool to measure progress towards gender equality. In 2017–2019, this indicator was increasingly referred to by the Prime Minister, the Minister for Social Policy and other high level officials as a manifestation of gender inequality and a challenge that must be addressed. They indicated that addressing the gender pay gap will be a government priority in the coming years.

## 4.2. Women's entrepreneurship

Women are underrepresented in important areas of decision-making in Ukraine. Notably, women's representation in economic decision-making – measured by analysing their participation in ownership and top management – is sub-optimal. Only one in four top managers in companies are women. When it comes to large companies, the share of women top managers is less than 10%.<sup>54</sup> Women represent the majority in management positions in just 13% of companies. The share of companies in which women are involved in ownership is 30%.<sup>55</sup> However, women account for 46% of individual entrepreneurs<sup>56</sup> among smaller businesses with lower levels of turnover and income. Several experts conclude that women entrepreneurs have limited access to credit and other financial instruments. Only 61% women have an account at a financial institution, compared to 73% of men.<sup>57</sup> Other factors which limit women's participation include stereotypes about women in business and the gender segregation of business niches.

The Amway Entrepreneurial Spirit Index (AESI) reveals that women in Ukraine are largely pessimistic about their chances of starting a business, although it does not differentiate findings by sector. The index measures motivational factors for starting a business, calculated as the aggregated value of three parameters: the desire to do business, the feasibility of a business in terms of skills and resources, and stability in the face of social pressure.

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<sup>54</sup> Kostiuchenko, T., *Gendered Labour Markets: Comparison of Ukraine's and Lithuania's Cases*, Ukrainian Center for European Policy, Kyiv, 2018, p. 14, available at: [http://ucep.org.ua/wp-content/uploads/2019/12/gender\\_survey\\_SUPERFINAL\\_UPD.pdf](http://ucep.org.ua/wp-content/uploads/2019/12/gender_survey_SUPERFINAL_UPD.pdf)

<sup>55</sup> World Bank Group, *Enterprise Surveys data for Ukraine*, World Bank, Washington DC, 2013.

<sup>56</sup> United Nations Development Programme, *Women and Men at Managerial Positions in Ukraine: Statistical Analysis of Open Data of EDRPOU*, UNDP, Kyiv, 2017.

<sup>57</sup> United Nations Development Programme, *Human Development Reports 2019: Ukraine*, UNDP, New York, 2019, available at: <http://hdr.undp.org/en/countries/profiles/UKR>

According to the index, as few as 24% of Ukrainian women consider themselves to be capable of running business, compared to 41% of women globally.<sup>58</sup> The index identifies a lack of financial resources and venture capital as the top reason for women's reluctance to start their own businesses.

Expert findings and copious anecdotal evidence indicate that women entrepreneurs often come up against gender inequality in Ukraine. In 2020–2021, the COVID-19 pandemic and the resulting lockdown became an additional obstacle for women's businesses, depriving 17% of self-employed women and 12% of women with their own businesses of the opportunity to work and, as a result, earn an income.<sup>59</sup> The pandemic affected women entrepreneurs more than their male counterparts because more women run business in sectors such as hospitality – such as restaurants and hotels – and small retail trade. These sectors were most affected by the lockdown.

Surveys have not been conducted to identify the barriers that women face in entrepreneurship. Thus, findings and conclusions on obstacles facing women entrepreneurs are largely based on anecdotal evidence. This Country Gender Profile would be enriched by a targeted survey of women entrepreneurs about the problems that they encounter in terms of access to finance, technologies and services, as well as a survey among the general population to measure the prevalence of stereotypes about women in business.

### 4.3. Gender and health

From a health equity perspective, there are several critical imbalances that impact both women's and men's effective access to health services and their participation in the health workforce in Ukraine. These include, but are not limited to, the following issues:

- i) Sex is a decisive factor in terms of the barriers that the population faces in access to health care. According to a 2017 survey, almost 70% of women and 40% of men report that the main barrier to accessing health care is “health services being too expensive.”<sup>60</sup> While there are many factors which influence this large gender disparity, the fact that women have fewer financial resources than men means that they are more affected by a lack of access to health care.<sup>61</sup>

<sup>58</sup> Amway Global, *Amway Global Entrepreneurship Report 2018 (AGER)*, Amway Global, Ada, MI, 2018, available at: <https://news.amway.ua/ager/%D0%B4%D0%BE%D1%81%D0%BB%D1%96%D0%B4%D0%B6%D0%B5%D0%BD%D0%BD%D1%8F>

<sup>59</sup> United Nations Entity for Gender Equality and the Empowerment of Women, *Rapid gender assessment of the situation and needs of women in the context of COVID-19 in Ukraine*, UN Women, Kyiv, 2020, available at: <https://eca.unwomen.org/en/digital-library/publications/2020/05/rapid-gender-assessment-of-the-situation-and-needs-of-women>

<sup>60</sup> Cockerham, W. C., B. W. Hamby, O. Hankivsky and E. H. Baker, 'Self-rated health and barriers to healthcare in Ukraine: The pivotal role of gender and its intersections', *Communist and Post-Communist Studies*, Vol. 50, No. 1, March 2017, pp. 53–63.

<sup>61</sup> Mauvais-Jarvis, F., N. Bairey Merz, P. J. Barnes, R. D. Brinton, J. J. Carrero, D. L. DeMeo, G. J. De Vries, C. N. Epperson, R. Govindan, S. L. Klein, A. Lonardo, P. M. Maki, L. D. McCullough, V. Regitz-Zagrosek, J. G. Regensteiner, J. B. Rubin, K. Sandberg, and A. Suzuki, 'Sex and gender: modifiers of health, disease, and medicine', *The Lancet*, Vol. 22, No. 396(10250), August 2020, pp. 565–582.

- ii) Women face corruption in health care more often than men. A key reason for this is that more women are engaged in the health care system than men, on average, which contributes to a higher likelihood of experiencing corruption. A survey conducted in 2018 finds that over 50% of women and 37% of men offered a bribe or were asked to pay a bribe when receiving health services in the 12 months preceding the survey.<sup>62</sup> This trend is also reflected in the preliminary findings of a survey on informal payments conducted by the Health Reform Support (HRS) project. According to the survey, women and patients who belong to vulnerable groups report providing informal payments more often than men or the general survey sample.
- iii) COVID-19 increased the gap in access to health care in Ukraine. In the spring of 2020, 79% of women experienced difficulties in purchasing medical supplies, masks and gloves, 6% were not able to receive medical care, and 10% waited longer than usual for medical care.<sup>63</sup>
- iv) Women may be at a greater risk of contracting COVID-19 as a greater proportion of women work as front line health workers. Women account for 82% of Ukraine's total health and social workers, compared to an average of 70% worldwide.<sup>64</sup> This increases their exposure to the COVID-19 virus.
- v) Men's average life expectancy at birth is 10 years shorter than women's, estimated at 76.2 years for women and 66.4 years for men in 2020.<sup>65</sup>
- vi) There is anecdotal evidence that men may be less interested in understanding their rights as health care consumers and have different expectations from health care. These attitudes tend to be universal, as international trends noted by the World Health Organization (WHO) systematically show that men visit doctors significantly less often than women.<sup>66</sup> This trend also appears to exist in Ukraine.<sup>67</sup> There are multiple reasons why this trend exists. Among the most common is the tendency for men to 'self-rate' their health as better than women, as a result of which men often do not feel the need to visit doctors.

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<sup>62</sup> United Nations Agency for International Development, *Gender Analysis and Integration Strategy – Support to Anti-corruption Champion Institutions (SACCI) Program in Ukraine. Gender, vulnerable groups, and corruption: Analysis and specific recommendations for action*, USAID, Kyiv, 2018, available at: [https://pdf.usaid.gov/pdf\\_docs/PA00SZJV.pdf](https://pdf.usaid.gov/pdf_docs/PA00SZJV.pdf)

<sup>63</sup> United Nations Entity for Gender Equality and the Empowerment of Women, *Rapid Gender Assessment of the situation and needs of women in the context of COVID-19 in Ukraine*, UN Women, Kyiv, 2020.

<sup>64</sup> United Nations Office for the Coordination of Humanitarian Affairs, *Humanitarian Needs Assessment Ukraine*, UN OCHA, Kyiv, 2021.

<sup>65</sup> State Statistics Service of Ukraine, 'Birth, death and average life expectancy in Ukraine for 2020', available at: [http://www.ukrstat.gov.ua/operativ/operativ2020/m&w/arh\\_nsotj\\_nas.htm](http://www.ukrstat.gov.ua/operativ/operativ2020/m&w/arh_nsotj_nas.htm)

<sup>66</sup> Almendrala, A., 'Here's Why Men Don't Like Going To The Doctor', *Huff Post*, 13 June 2016, available at: [https://www.huffpost.com/entry/why-men-dont-go-to-the-doctor\\_n\\_5759c267e4b00f97fba7aa3e?utm\\_hp\\_ref=healthy-living](https://www.huffpost.com/entry/why-men-dont-go-to-the-doctor_n_5759c267e4b00f97fba7aa3e?utm_hp_ref=healthy-living); Baker, P., S. L. Dworkin, S. Tong, I. Banks, T. Shand, and G. Yamey, 'The men's health gap: men must be included in the global health equity agenda', *Bulletin of the World Health Organization*, Vol. 92, No. 8, August 2014, pp. 618–620.

<sup>67</sup> 'In Ukraine, mortality rates due to heart disease are among the highest in the world', *UkrInform*, 24 September 2018, available at: <https://www.ukrinform.ua/rubric-culture/2544198-v-ukraini-pokazniki-smertnosti-cerez-hvorobi-serca-e-odnimi-z-najvisih-u-sviti.html>

Second, women globally tend to be the caregivers of children, which means they have more regular interactions with health care facilities. Third, routine screenings of reproductive health and cancers for women culminate in more lifetime health visits by women compared to men.

Gender analysis of health reform indicates that sex is not a barrier to accessing health care in most cases. However, when coupled with other factors – such as age, residing in rural areas, a lack of financial resources and other factors – it may become such a barrier.

While sex-disaggregated data is available on mortality and morbidity – including the prevalence of serious diseases among women and men – other critical data on gender in health care is missing. This includes data on women's and men's experiences of contacting the health system in terms of the quality of treatment and informal payment, as well as data on women's and men's health-related lifestyle practices, such as physical exercise, healthy eating, regular check-ups, and so on. This lack of data limits effective programming on gender-related priorities in the sphere of health.

## 4.4. Gender and education

In legal terms, all subjects in Ukrainian universities and vocational institutions are equally open to women, men, girls and boys.

The greatest gender disparities in educational enrolment exist in technical and vocational education and training (TVET). In the 2017–2018 academic year, fewer than 40% of students enrolled in TVET institutions were girls or young women, and female enrolment has been falling for a number of years. The decreasing proportion of female TVET students is associated with women's preference for tertiary education, which in turn is linked to the declining prestige of vocational training, women's growing interest in higher education, and persistent gender segregation in employment.<sup>68</sup>

Gender segregation in academic subjects occurs in both vocational and higher education. It has a direct impact on entrenched occupational segregation and women's concentration in lower-paid sectors.<sup>69</sup> Female students are channelled toward the fields of health care (where women account for 85% of students), education (82%) and the humanities and arts (78%). These fields correspond to low growth areas in the labour market as they usually lead to jobs in the public sector. Male students predominate among those enrolled in technological and industrial fields, such as transport (90%), engineering (79%) and information and communication technology (ICT) (75%).<sup>70</sup>

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<sup>68</sup> World Bank, *Country Gender Assessment for Ukraine*, World Bank, Washington, DC, 2016, p. 30.

<sup>69</sup> Ministry of Economic Development and Trade of Ukraine, *Sustainable Development Goals: Ukraine, 2017. National Baseline Report*, Government of Ukraine, Kyiv, 2017, p. 35.

<sup>70</sup> State Statistics Service of Ukraine, *Statistical Yearbook of Ukraine for 2018*, Government of Ukraine, Kyiv, 2019, p. 57.

The low share of women among students of these subjects is attributed *inter alia* to stereotypes in career choices – both stereotypes that the female high school graduates themselves share, and stereotypes that are imposed on them by their environment. Having more trained women in industrial sectors is critical for increasing women’s participation in entrepreneurship, management and the workforce of industrial companies and processes. As such, the Government of Ukraine and international development partners may consider investing in initiatives that encourage young women to choose industrial professions, especially engineering, manufacturing and other science, technology, engineering and mathematics (STEM)-related specialties. For example, partnering with [Girls STEM](#), an initiative to inspire and encourage young girls to pursue STEM careers, launched in 2016 by the Centre for Corporate Social Responsibility in Ukraine.<sup>71</sup>

One of the most critical priorities of gender mainstreaming in education is overcoming gender stereotypes in education materials and processes. The entry point for gender mainstreaming in education is the human-focused and democratic transformation of the educational process. It is about making sure that both education content and teaching methods are based on respect for women and men, tolerance, equality between men and women, women’s empowerment, and freedom from any form of violence. The Ministry of Education and Science is responsible for examining the educational curricula, textbooks and manuals of educational institutions, in line with the principles of gender equality.

## 4.5. Women, peace and security

In 2016, Ukraine adopted its first National Action Plan (NAP) on UN Security Council Resolution 1325, which is valid until 2020, as noted above. Ever since, the country has taken action to improve women’s participation in peace processes and the security and defence sector, including in terms of decision-making, as well as protecting women’s rights related to conflict and post-conflict contexts.

Over the 2016–2020 period, a number of important achievements have been made. First, the idea that it is important to recognise and respond to the different needs of women, men, girls and boys in security and defence processes in order to strengthen the rule of law, democratic governance and gender equality has been promoted across various stakeholders. These include the authorities, law enforcement agencies, the armed forces, NGOs, the media, academia, civil society and the wider population. Second, women’s representation in the security and defence sector has increased. In 2017, more than 450 positions in the law enforcement sector were opened for women, positions which women could not apply for before. Since the beginning of 2018, the Ministry of Internal Affairs has integrated gender into the process of collecting staff statistics. Sex-disaggregated data on 17 staff-related indicators is now available.

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<sup>71</sup> See: <https://girls-stem.org>

The share of women among law enforcement officers has also risen, by more than 1% in the National Police of Ukraine (NPU) and the National Guard (NGU), and by 5% in the State Emergency Service (SES). As of mid-2020, the share of women stood at 25.4% in the National Police, 11.3% in the National Guard, 20.7% in the State Emergency Service, 26.2% in the State Border Guard Service of Ukraine (SBGS), and 78.7% in the State Migration Service (SMS), where women's participation has traditionally been high. Positive dynamics are also afoot in decision-making. The number of women in decision-making positions rose by 4% in the National Police, reaching 17.7% in total, by 2% in the State Migration Service, reaching 61.0% in total, and by 1.5% in the National Guard, reaching 6.6% overall. Women's representation in decision-making also rose by 3% each in the State Border Guard Service and the State Migration Service, reaching 12.9% and 20.5%, respectively.

Approximately 58,000 women are employed by the Armed Forces of Ukraine, accounting for almost 25% of its total number of employees. Of these women, over 30,000 serve in military positions, while 28,000 are employed in non-military positions. Since 2016, the Ministry of Defence and the Armed Forces has adapted some 300 military facilities to meet women's needs.<sup>72</sup>

Women account for more than 10% of all personnel (military professionals and employees of the Armed Forces) involved in the Operation of the United Forces in the conflict area of Ukraine. In 2020, girls accounted for 13% of students enrolled in military universities,<sup>73</sup> a figure that is growing year on year. Military education institutions have also started to integrate a gender component into their curricula.

Other national-level achievements include the development and implementation of sectoral action plans on UN Security Council Resolution 1325 by the Ministry of Internal Affairs and the National Guard, and the integration of gender into the curricula of the police academy.

In 2020, the National Action Plan on UN Security Council Resolution 1325 for the next strategic period (2021–2025) was drafted. One of its key features is that it capitalises on the experience of the previous programmatic period. However, progress at the regional level remains uneven. There is room for improvement in regional capacity for developing and implementing women, peace and security (WPS) policies, as well as for integrating the strategic vision of gender mainstreaming in security and peace processes and in wider regional development processes. Support for regional coalitions should be extended, taking into account lessons learned from the previous programme cycle. Moreover, there is a risk of backlash to the promotion of the WPS agenda due to the conflicting priorities of the Government and a lack of systems to safeguard gender policies.

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<sup>72</sup> ArmyInform, 'Women in the army are the professionals rather than something unusual', *ArmyInform*, 21 January 2021, available at: <https://armyinform.com.ua/2021/01/zhinka-v-armiyi-ne-fenomen-a-fahova-profesionalka>

<sup>73</sup> Ibid.

## 4.6. Gender in the green transition

Gender in the green transition – and in the energy and environmental sectors more broadly – has never been a focus of research and policy planning in Ukraine. It is a relatively new topic for international development partners and especially for the Government. Therefore, very limited data is available on gender programming in the green transition. Moreover, the gender implications of climate change and the green transition that are highlighted by international research – for example, the fact that women are more affected by climate change because they depend more on natural resources as households' primary caregivers – are not relevant to Ukraine, as women and men have fairly equal access to natural resources. Barriers to accessing natural resources are associated with factors other than sex, including lower economic status and residing in remote areas, among others.

Women's contributions to finding long-term solutions to climate change are often unrecognised, in part because women tend to be excluded from formal decision-making at the local, national and international levels. While women are more affected by insufficient heating due to their greater share of domestic responsibilities, they are also more knowledgeable about the costs of heating due to their role in paying bills. Employment in the district heating sector is male-dominated, especially in technical and managerial positions.

Thus, it is important to identify areas of the green transition in which gender mainstreaming can bring positive results. To do so, the body of knowledge on gender in the green transition should be increased.

Available data sheds light on women's representation in the energy and environmental protection sectors. Gender balance in Ukraine's energy sector is sub-optimal. If in general, there is a balance in employment and women make up about half of those employed in the economy (54%), in energy, fewer than one in four employees is a woman (24%).<sup>74</sup> At the same time, women tend to work on administrative issues.

Their representation is especially low in the field of sales, finance and technological processes.

Women receive lower salaries than men in similar positions in the energy sector; they earn only 79% of the average salary paid to men. The largest wage gap exists in the mining industry (63%). In the mining of hard coal and lignite, women earn 48% of the average earnings received by men.<sup>75</sup>

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<sup>74</sup> Dyachuk, O., Y. Galustyan, V. Blyznyuk, R. Podolets, G. Trypolska, et al. *Women and Men in Energy Sector in Ukraine*, Heinrich Boll Stiftung, Kyiv, 2019, available at: <https://ua.boell.org/uk/2019/06/13/zhinki-ta-choloviki-v-energetichnomu-sektori-ukrayini-0>

<sup>75</sup> Ibid.

Changes in the gender balance of new energy sectors are an ongoing trend. In 2019, women held 46% of administrative positions, 32% of senior management positions and 28% of technical positions in the renewable energy sector. However, barriers to women's advancement and gender pay gaps also exist in the sector.<sup>76</sup>

In recent years, women in the energy sector have established professional associations, such as the [Women's Energy Club Ukraine](#), with the aim of improving their career prospects, knowledge and skills, as well as supporting each other in the industry. The EU Delegation can contribute to this trend by supporting professional associations of women in the green transition sector, as well as in other sectors where women are traditionally underrepresented.

## 4.7. Gender in digital transformations

Digitalisation, including the provision of e-services and e-democracy, promotes the development of effective, accountable and inclusive public institutions capable of responding to the needs of women and men who belong to different groups. For example, when digitalisation is implemented in the sector of access to justice, such services contribute to the implementation of the rule of law, so that no citizen is left behind.

By and large, women and men have equal access to e-services and digital solutions. However, older women, women living in rural areas, and women with low incomes may face more barriers than men in similar situations.

Therefore, in the Ukrainian context, gender mainstreaming in digitalisation means expanding access to digital/mobile-based services outside large cities and among the age groups and low-income groups that have not benefitted from the latest generation of telecommunications technologies (at least 3G Internet).<sup>77</sup>

Accessible civic digital education should be developed and widely implemented to help close gaps in digital knowledge and skills, as well as to bridge the digital divide between generations and groups of Ukrainians with different social backgrounds.

The overall assessment of citizens' digital literacy shows that 53% of Ukraine's citizens have below basic levels of digital skills. Analysis of the level of digital skills reflects a strong relationship between age and digital literacy. The 40 to 49-year-old group is dominated by persons who do not have sufficient digital skills, as do 85% of persons in the 60 to 70-year-old age group. However, 47% of citizens have expressed an interest in learning digital skills.<sup>78</sup> In addition to general digital competences, low levels of digital skills exist among civil servants, medical and teaching staff – groups in which women predominate.

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<sup>76</sup> Ibid.

<sup>77</sup> National Economic Strategy, valid until 2030, approved by Resolution #179 of the CMU of 3 March 2021.

<sup>78</sup> Ibid.

Men outnumber women in terms of using electronic public services – 58% of men used these services in 2020, compared to 49% of women. Women do not use e-services because of a lack skills more often than men (29% of women, compared to 17% of men), although this difference only exists in older age groups. There is no statistically significant difference between women and men under the age of 40 in this regard (9% of women, compared to 11% of men). However, in the 40+ age group, women are slightly more likely than men to indicate that they lack the skills needed to use e-services (34% of women, vs 20% of men).<sup>79</sup> Male students predominate among those enrolled in IT education (75%), and men predominate among employees in the IT sector (74%).<sup>80</sup>

Available data indicates that imbalances in access to digital services are not directly caused by sex. Instead, they are caused by age, economic status, residence in rural or remote areas. However, it is important to note that these factors are characterised by a gender dimension. When it comes to representation in the sectors that support and drive digital transformation, there is a clear divide between women and men – both among the workforce and in terms of the decision-making level. This is the area which the EU Delegation could consider for interventions.

## 4.8. Distribution of household and care work between women and men

Gender imbalances in the reconciliation of family and professional responsibilities are a critical factor that prevent women from entering the labour market, pursuing careers and taking up leadership positions across all sectors of the economy. In Ukraine, the share of unpaid care and domestic work performed by men and women is unequal. Women spend twice as many hours as men on unpaid care and domestic work – women spend 29 hours per week on such work, while men spend 15 hours per week on household activities. When it comes to the time that women and men spend on caring for children, the difference is even greater – women spend 49 hours per week on child care, while men spend an average of 22 hours per week.<sup>81</sup>

The disproportionate burden of domestic work on women increased during the lockdown prompted by the COVID-19 pandemic. As a result of the pandemic, 63.6% of women spend more time on household chores, and 74% provide child care largely on their own.<sup>82</sup>

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<sup>79</sup> United Nations Development Programme, *Electronic services: experiences, trust, accessibility. Findings of an adult population survey and focus group discussions*, UNDP, Kyiv, 2021, p. 16.

<sup>80</sup> DOU, 'Women in IT: Portrait, Career, Salary: An Analysis', 7 September 2020, available at: <https://dou.ua/lenta/articles/it-woman-2020>

<sup>81</sup> United Nations Population Fund, *Masculinity today: Men's attitudes to gender stereotypes and violence against women*, UNFPA, Kyiv, 2018, p. 7, available at: [https://ukraine.unfpa.org/sites/default/files/pub-pdf/Masculinity%20Today%20Men%27s\\_Report.pdf](https://ukraine.unfpa.org/sites/default/files/pub-pdf/Masculinity%20Today%20Men%27s_Report.pdf)

<sup>82</sup> United Nations Entity for Gender Equality and the Empowerment of Women. *Rapid gender assessment of the situation and needs of women in the context of COVID-19 in Ukraine*, UN Women, Kyiv, 2020, available at: <https://eca.unwomen.org/en/digital-library/publications/2020/05/rapid-gender-assessment-of-the-situation-and-needs-of-women>

These differences are deeply rooted in the societal stereotypes which are perpetuated and disseminated through advertising, the media, the education system, and within families, especially by older generations. Unpaid work limits women's access to and opportunities for training, employment, career development, business development and income generation. Thus, stereotypes about women's traditional gender roles, reproductive roles and family duties of caring for children and other family members, as well as performing the bulk of household work, are detrimental to their professional and community activities.

The COVID-19 pandemic has also increased the burden on women due to the closure of schools and pre-schools, or the transfer of schooling to remote/online modalities. According to UN Women Rapid Gender Assessment, 50% of women reported an increase in the amount of time they spend on cooking, and 63.5%, on cleaning during the lockdown. It is also important to note that the burden on women has increased disproportionately. Thus, as noted above, 74% of women report that they mostly take care of their children on their own, and 78% are engaged in their children's education on their own without men's involvement. Male respondents confirm these trends.<sup>83</sup> This leads to a double workload for women due to the combination of paid work (which is often performed from home) and care work. This is especially true for women who are raising children on their own, as well as for mothers with many children.

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<sup>83</sup> Ibid.

## 5. IMPACT OF THE COVID-19 PANDEMIC AND OTHER CRISES ON WOMEN AND MEN

Yet another challenge to women's economic status has been caused by the COVID-19 pandemic and the lockdown measures enforced by the Government of Ukraine and local authorities. According to a policy note by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), published in 2020, apart from health concerns, women in Ukraine were more likely to be affected economically by the pandemic. This is because most employees in low-paid sectors are women (up to 70%). Women also dominate among those engaged in informal employment – including in small businesses, crafts, and as salespersons in markets – and many avenues for informal work were closed due to the lockdown. As a result, they face the risk of losing their businesses and jobs, which raises the risk of increased poverty.

COVID-19 also increases the burden on women as caregivers in society – as they dominate in health care, social care, education, retail and other sectors heavily affected by the pandemic – as well as in their families. The pandemic has further aggravated stereotypes around women's 'care-giving' social roles. It has also raised the risk of greater vulnerability to domestic violence, thus contributing to a rollback of the progress achieved on gender equality and women's empowerment in the past several years.

The COVID-19 crisis highlighted additional aspects of vulnerability among different groups of women. They include women living in rural areas, especially in remote areas, who lack access to information and the skills needed in the digital economy, homeless women who lack shelter facilities to meet their specific needs, women who care for older persons or chronically ill family members, Roma women, and women (and men) from sexual minorities, especially due to unresolved civil law aspects of personal relationships.

In the context of COVID-19, **general issues** common to many women are:

- i) **A loss of, or decrease in, income.** This has been caused by job loss, switching to part-time work or restrictions on doing business, as well as a decline in the purchasing power of the population. According to a survey conducted by UN Women in April–May 2020, subject to continued quarantine restrictions, 26% of employed women expected a decrease in their earnings, and 21% expected the complete loss of their income. Approximately 6% women were put on unpaid leave. Moreover, 17% of self-employed women and 12% of women who were running their own business lost the opportunity to work and, consequently, their income.<sup>84</sup>
- ii) **An increased burden of care work on women.** In part, this occurred due to the closure of schools and pre-schools, or the transfer of schooling to remote/online modalities. According to UN Women's survey, during the lockdown, 50% and 63.5% women reported an increase in the amount of time they spent cooking and cleaning, respectively. As noted above, the burden on women increased disproportionately, as 74% of women reported having to care for their children mostly on their own, while 78% engaged in their children's education on their own without men's involvement. Male respondents confirmed these trends.<sup>85</sup> Working women faced a double workload due to the combination of paid work, which was often performed from home, and an increase in care work. This has especially been true for women who are raising children on their own, as well as for mothers with many children.
- iii) **Stress and a growing psychological burden on women.** According to UN Women's survey, 53% of women reported an increase in the amount of time spent on providing psychological and emotional support to adult members of their families. Women reported experiencing despair, a lack of hope, a lack of communication, and fatigue from their double and/or triple workload. Challenges were especially acute for women engaged in certain professions, most notably in social work, banks, transport and retail, as consumers often vented their negative emotions – prompted by the pandemic and the lockdown – on these employees.<sup>86</sup>
- iv) **Deteriorated access to resources and services during the lockdown.** According to UN Women's survey, at the beginning of the lockdown, 79% women experienced difficulties in purchasing medical supplies, masks and gloves. While 17% of women were unable to receive social services for themselves or their family members, 6% did not receive medical care, and 10% waited longer than usual for medical care. Due to the accelerated spread of the virus in the autumn, these problems were further exacerbated.

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<sup>84</sup> Ibid.

<sup>85</sup> Ibid.

<sup>86</sup> Ibid.

Respondents also reported being unable to buy food (9%) and difficulties in using public transportation (60%).<sup>87</sup>

- v) **The transfer of processes and services online.** Due to the lockdown, a large number of processes were transferred online, including the organisation of children's education, searches for information and certain social services and support. This has been problematic for families who do not have enough access to technology, the internet, mobile communications and related equipment for all children and family members. Other problems include a lack of necessary technical skills among women, and a lack of software to support group video chats.
- vi) **Increased risks of domestic violence.** International and national research has demonstrated that the lockdown and related stress have exacerbated these risks. According to the Ministry of Internal Affairs of Ukraine, in March–April 2020, there was no significant increase in the number of calls to the police (102 calls) due to domestic violence, compared to the previous months.<sup>88</sup> However, during the lockdown, calls to the national domestic violence hotline doubled (reaching 1,547 calls).<sup>89</sup> This national hotline for the prevention of domestic violence provides information and psychological support, but does not offer police services.<sup>90</sup> Moreover, in the first five months of 2020, the National Police of Ukraine registered 84,237 complaints of domestic violence (63,964 of those who complained are women), which is 49% more than in the same period of the previous year (56,638 complaints).

During consultations, women's NGOs highlighted an increase in the incidence of domestic violence and other negative factors related to the lockdown. These include i) a lack of systematic information on where survivors can seek help, and the fact that many survivors do not have opportunities to find such information, ii) the closure or restriction of shelters for survivors of violence, and iii) the decreasing prioritisation of domestic violence. As a result of domestic violence not being a priority, action and investments to strengthen the system for providing services to survivors of violence were postponed. The rise in domestic violence against women is linked to the unusually long time spent in one space, limited mobility, the economic crisis and rising unemployment, psychological stressors and uncertainty.

Strategic planning should also take into account factors that create restrictions for specific groups of women, and prevent them from exercising their rights, in addition to the issues discussed above.

<sup>87</sup> Ibid.

<sup>88</sup> See: [https://mvs.gov.ua/ua/news/30800\\_YAK\\_MVS\\_Ukraini\\_protidi\\_domashnomu\\_nasilstvu\\_v\\_umovah\\_karantinu.htm](https://mvs.gov.ua/ua/news/30800_YAK_MVS_Ukraini_protidi_domashnomu_nasilstvu_v_umovah_karantinu.htm)

<sup>89</sup> United Nations Development Programme, *Impact of COVID-19 on Women's Rights in Ukraine* (draft November 2020), UNDP, Kyiv, 2020.

<sup>90</sup> United Nations Population Fund, 'Home of (insecurity): how the Ministry of Internal Affairs of Ukraine counteracts domestic violence in quarantine conditions', 4 May 2020, available at: [https://ukraine.unfpa.org/uk/news/MoIA\\_DV](https://ukraine.unfpa.org/uk/news/MoIA_DV)

For instance, discrimination and restrictions on the rights of **women with disabilities** have been exacerbated during the lockdown and in the wake of the COVID-19 pandemic. During consultations, representatives of women's NGOs noted several challenges, such as a lack of access to medical supplies, personal protective equipment and medical services due to unavailable infrastructure, transport constraints, and reduced incomes. Second, women with disabilities face increased risks of infection, given that women with visual impairments use their hands to navigate in public spaces and women with musculoskeletal disorders are obliged to touch surfaces more often than people without disabilities. Third, women with disabilities have experienced impaired access to social services as social workers fear contracting COVID-19, and because certain services cannot be provided remotely. Fourth, women who are blind or partially sighted cannot receive visual information about the pandemic and quarantine measures, which increases their risk of infection and causes stress.

**Roma women** also continue to face multiple forms of discrimination exacerbated by the pandemic because of stereotyping and unfounded beliefs that they can spread the virus. Lockdown restrictions create additional barriers for Roma women in terms of finding sources of income, as well as accessing food, personal protection, medical care, and information on ways to prevent and treat COVID-19 infection. Most Roma women do not have the opportunity to arrange for remote/distance learning for their children due to a lack of equipment and limited access to the internet/mobile communications. For some women, the inability to read in Ukrainian is also a limitation, as it makes it difficult to find information and help children with their studies.

**Women living with HIV** have faced difficulties in accessing essential medical services, as well as special goods and food. They face the risk of their antiretroviral therapy being interrupted, especially in small settlements and remote areas. There is also the risk that their HIV may be disclosed, alongside difficulties in obtaining a certificate confirming that they have a disability (if necessary).

For women who are **internally displaced persons**, in addition to the factors listed above, including the exacerbation of psychological stress and burden, they are affected by the inability to travel to the temporarily occupied territories. This is due to the closure of checkpoints or interruptions in their work. They also run the risk of losing rented housing due to a lack of income. According to UN Women's survey, this problem is relevant for half of all displaced women.

Given that local elections were held in Ukraine at the end of October 2020, attention should also be paid to **women who were running for local councils** or for the positions of heads of settlements/amalgamated territorial communities. Due to limited access to financial resources, women are more likely to use face-to-face electoral tactics, such as meetings with voters. The lockdown restrictions imposed on meetings, as well as the need to ensure information and epidemiological security, has made it difficult to use these tactics.

This problem is likely to occur again in the localities where local elections will be conducted later on.

**New groups of women** have become vulnerable because of the lockdown and the pandemic. They include women doctors, women in the security sector – such as police officers and members of the emergency services – those working in public transportation, and women social workers, among others. According to women's NGOs, many women in these groups were not provided with personal protective equipment at the beginning of the lockdown. As a result, there are numerous cases of increased stress, burnout, dismissal or taking unpaid leave.

The lockdown continues to affect women's rights and opportunities more than the pandemic itself: declining incomes, job losses, and deteriorating access to resources and services.

During the pandemic, women and men alike lost jobs and registered with employment centres. However, data from the Public Employment Centre indicates that women are much less likely to find new jobs. The gender pay gap that existed before the COVID-19 crisis has remained virtually unchanged during the pandemic. Women continue to earn wages that are 20.4% lower than those earned by men. Overall, women workers faced more challenges during the pandemic than men. As of November 2020, more than one in three employed women had switched to teleworking, which in some cases has led to an increase in their workload due to a combination of domestic work and professional responsibilities.<sup>91</sup>

Women entrepreneurs have also been more negatively affected by COVID-19, as more of them are involved in economic activities that subject to lockdowns and related restrictions.

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<sup>91</sup> Ibid.

# 6. CONCLUSIONS

## National context

In terms of most demographic and poverty-related indicators, the population of Ukraine differs not by sex, but by other factors, such as age, the location of their residence (in rural/urban areas) and disability status. However, when coupled with the factor of sex, such differences produce significant inequalities that contribute to gender inequality in Ukraine.

Ukraine faces considerable challenges which affect women's enjoyment of equal opportunities and rights, particularly women who face compound forms of discrimination. These challenges are rooted in patriarchal attitudes and stereotypes, as well as in deeply-rooted systemic gaps which have not been addressed. These include the weak rule of law, the low levels of capacity of the institutional mechanism on gender equality, and a lack of political will. Conflict, the COVID-19 pandemic and the ensuing socio-economic crisis have exacerbated these challenges while prompting new challenges and violations of women's human rights.

Ukraine ranks 74<sup>th</sup> of 156 countries on the most recent Global Gender Gap Report, having fallen 15 places in the report's ranking since 2020. Considering each dimension of the Global Gender Gap separately, Ukraine is farthest from achieving gender parity in the sphere of political empowerment, followed by access to economic opportunities.

## Legal and institutional framework

Gender equality is enshrined in Ukraine's Constitution, as well as in a specific law on gender equality. During the 2010s, a number of important legal amendments were put in place to advance gender equality in various fields, including elections, employment and in terms of combatting domestic violence. It is vital that national authorities – including the Government, parliament and specific ministries – gradually take ownership of these advances and become active in developing and promoting new laws, strategies and action plans on gender transformation in Ukraine.

The Government of Ukraine is currently implementing three National Action Plans related to gender equality: the State Gender Equality Strategy (National Action Plan), valid until 2021, the National Action Plan on the Implementation of the Concluding Observations on the Eighth Periodic Report of Ukraine by the CEDAW Committee, also valid until 2021, and the National Action Plan on the Implementation of UN Security

Council Resolution 1325 on 'Women, Peace and Security', valid for 2021–2025. A range of sectoral Gender Action Plans are also in place. Moreover, the Government is developing a National Gender Strategy, covering the period until 2030, and a Government Communications Strategy on Gender Equality.

However, progress remains slow on mainstreaming gender in other reforms. While gender equality is explicitly mentioned as a priority in some reforms – such as reforms related to public administration reform education, entrepreneurship development, law enforcement and defence – other reforms fall flat in terms of capitalising on opportunities for gender mainstreaming. More efforts are needed to ensure that every reform is guided by gender analysis and goes hand-in-hand with gender mainstreaming. Ukraine's institutional framework for gender mainstreaming is being gradually developed, with gender coordinators and gender focal points available across most national executive agencies and in regional administrations. Gender units and advisory boards have been set up in certain agencies. However, the process of developing national gender machinery should be coupled with gender sensitisation and the capacity building of staff. In this regard, it is critical to note that the transition from formal egalitarian treatment (no differential treatment, and no privileges or restrictions) to substantial equality of opportunities (the removal of barriers, and the recognition of indirect and systemic forms of discrimination and disadvantage) is just beginning.

Gender mainstreaming tools launched in Ukraine include the gender analysis of governmental policies and reforms, gender-focused legal expert assessments of laws and draft legislation, gender audits and gender-responsive budgeting. While guidelines on how to use these tools are largely available, their use in practice is extremely limited. The reasons for this are related to officials' sub-optimal capacity to use these tools, officials' limited understanding of the benefits of these tools, and the absence of examples/cases and a database on how these tools help to improve government policy-making and implementation. Coordination by the Ministry of Social Policy, as the Government's gender focal point, also needs to be strengthened.

### **Gender analysis by sectors**

Gender inequality exists in economic opportunities, as does gender-based discrimination in recruitment and at work. These factors have limited women's access to entrepreneurship, employment, incomes and career progression. The gender wage gap is 20.4%, on average, and reaches 75% for some economic activities.<sup>92</sup> System barriers lead to horizontal and vertical occupational gender segregation in the labour market, with women concentrated at lower levels of remuneration. At the same time, men dominate in sectors characterised by low-skilled physical labour, such as mining, building and construction. This exposes them to dangerous and potentially harmful labour conditions.

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<sup>92</sup> State Statistics Service of Ukraine, 'Average monthly salary of men and women with a breakdown by economic sectors', available at: [https://ukrstat.org/uk/operativ/operativ2019/gdn/smpz\\_zs/smpz\\_zs\\_ek/smpz\\_zs\\_ek\\_u.htm](https://ukrstat.org/uk/operativ/operativ2019/gdn/smpz_zs/smpz_zs_ek/smpz_zs_ek_u.htm); DOU, 'Women in IT: Portrait, Career, Salary: An Analysis', 7 September 2020, available at: <https://dou.ua/lenta/articles/it-woman-2020>

The greatest gender differences in earnings are recorded in sectors with the highest levels of remuneration, which are traditionally dominated by men – the sectors of finance and ICT.

A key reason for occupational gender segregation is the divide between the fields in which women and men pursue their education. Gender segregation in academic subjects – both in vocational education and in higher education – has a direct impact on entrenched occupational segregation and women's concentration in lower-paid sectors. More trained women in industrial sectors vital critical for increasing women's participation in entrepreneurship, management and the workforce of industrial companies and processes. As such, the Government of Ukraine and international development partners may consider investing in initiatives that encourage young women to choose industrial professions, especially engineering, manufacturing and other STEM-related specialties. Other gender-related challenges in the education sector include gender stereotypes in education materials and processes.

Difficulties in reconciling work and family life is another critical reason for gender imbalances. Women's disproportionate burden of care work prevents them from entering the labour market, pursuing careers and taking up leadership positions across all sectors of the economy. In Ukraine, women spend twice as many hours as men on unpaid care and domestic work. COVID-19 has further increased the double/triple burden of work borne by women, especially women with children. A recent positive development is the extension of fathers' entitlements to child-related leave. However, more time and efforts are needed to encourage fathers to use this entitlement, thus providing women with more opportunities to engage in productive activities, such as entrepreneurship or employment, while enabling men to reap the benefits of participating in care-giving.

In terms of health, significant gender imbalances exist in Ukraine, most notably a 10-year difference in life expectancy, which disfavours men. Women face a number of barriers and burdens, both as health workers – especially in the context of COVID-19 – and as patients, including given women's role as the primary caregivers of children and other family members. Gender analysis of health reform indicates that sex is not usually a barrier to accessing health care. However, when coupled with other factors, such as age and residence in rural areas, sex can become a barrier to effective access. Additional surveys are needed to analyse women's and men's experiences of dealing with the health care system, as well as women's and men's attitudes towards their health.

The women, peace and security (WPS) sector has witnessed especially significant progress over the past five years. Growing numbers of women are joining the armed forces and law enforcement agencies. This is challenging long-standing occupational segregation that had relegated women to a marginal role in the security and defence sector. Understandings of the needs and perspectives of women and men in peace-building and recovery processes are improving. These perspectives are increasingly being reflected in national and regional strategies and action plans on women, peace and security.

The green transition and digital transformation are 'new' sectors for gender mainstreaming in Ukraine. In both sectors, women have been traditionally unrepresented in the workforce and at the decision-making level, as well as among entrepreneurs. However, women's engagement in these sectors has increased in recent years. This is evident in the formation of new women's associations, such as the Women's Energy Club Ukraine, and the increased share of women in the IT sector, which rose from 11% in 2011 to 25% in 2020.<sup>93</sup> In terms of digital transformation, other critical considerations for Ukraine include overcoming the gender divide in digital literacy, access to and the use of digital services.

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<sup>93</sup> DOU, 'Women in IT: Portrait, Career, Salary: An Analysis', 7 September 2020, available at: <https://dou.ua/lenta/articles/it-woman-2020>

# 7. RECOMMENDATIONS

## 7.1. Recommendations for the Government

### 1. Integrate **gender approaches in public administration reform**:

- Design and include, across public administration reform, specific mechanisms to address gender inequalities in public services, especially at the decision-making level (e.g. quotas, trainings, and self-support groups of women officials).

### 2. **Apply gender-responsive budgeting** in a sustainable manner:

- Introduce gender-responsive budgeting in the Budget Code of Ukraine.
- Ensure the mandatory use of gender-responsive budgeting by all key spending units.

### 3. Increase the **gender-sensitivity of public officials**:

- Provide training, deliver communication campaigns, and produce and disseminate materials to sensitise officials, with a view to facilitating their understanding of the connection between gender equality, the mission/mandate of public authorities, and the benefits of gender equality for beneficiaries.
- Address the issue of sexual harassment and inappropriate behaviour in public services by adopting a 'zero tolerance' approach to sexual harassment. Develop or revise existing regulations to establish clear procedures for dealing with reports and cases of harassment. Systematically and periodically inform existing (and new) staff about these procedures through memos and circulars, information leaflets, and by providing training that explains what sexual harassment is and how to recognise it.

### 4. Support the **regular capacity building** of public officials on gender equality topics:

- Develop modules/trainings aimed at increasing the gender sensitivity of public officials and integrate these in the curricula for public officials. This should involve coordination between the Government, the National Agency of Ukraine for the Civil Service (NAUCS), the National Academy of Public Administration (NAPA) and other providers of in-house skills development programmes for public officials.

- Arrange for the systematic assessment of the knowledge and competence gaps/ needs of public officials in terms of gender equality and gender mainstreaming tools.
- Develop targeted trainings on specific gender mainstreaming tools – such as gender analysis, gender audits, expert gender legal assessment, and gender-responsive budgeting – and provide these trainings to the public officials responsible for gender equality policies in central and regional authorities.
- Include competencies related to gender analysis, gender impact assessment, the use of gender statistics, and gender-responsive budgeting in the job descriptions of staff responsible for gender equality policies in central and regional authorities.
- Explore opportunities for peer-to-peer learning and the cascading of gender training and other capacity building initiatives in public authorities, so that there is the room to deliver peer-to-peer gender training both horizontally (in other departments/units) and vertically (in regional administrations).

#### 5. Develop and use **sex-disaggregated statistics**:

- Continue expanding the list of indicators on which data is collected with sex disaggregation. Identify priorities on new indicators in consultation with the United Nations Economic Commission for Europe (UNECE) and government agencies as the users of these statistics.
- Ensure the publication and promotion of the biannual statistical digest, 'Women and Men in Ukraine'.
- Encourage public authorities to use sex-disaggregated statistics in policy planning, including by integrating the requirement on analysing available sex-disaggregated statistics in the guidelines that regulate the development of by-laws, draft laws and draft action plans of authorities at the national and regional levels.
- Support regional authorities to update and disseminate regional gender profiles (currently available in all 25 regions) and encourage them to use data from these profiles in policy planning.

#### 6. Encourage the use of specific **gender mainstreaming tools** across government agencies:

- Develop methodological tools (e.g. report templates, checklists and guidelines) that will help public officials to conduct gender analysis, gender audits, gender expert legal assessments, and plan and implement gender-responsive budgeting initiatives.

- Enrich methodological tools (guidelines and instructions) with adequate advice and consultations which the Ministry of Social Policy and external experts will provide to public officials from other agencies. Ensure that these are: i) comprehensive enough to cover the foundations of gender equality and non-discrimination, and ii) customised around specific policy issue areas which are relevant for individual working units.
- Create a repository of case examples and good practices of gender-sensitive and gender-mainstreamed policy documents that are produced across different public authorities (national and regional), as a way to recognise good performance and provide opportunities for peer-to-peer learning and the dissemination of good practices.
- Develop a framework for the systematic integration of gender-responsive budgeting principles in existing government processes related to the budgeting of service provision to citizens in all areas.

#### 7. Ensure **gender mainstreaming in reforms**:

- Conduct detailed gender analysis of each reform initiative.
- Develop methodological guidelines on gender mainstreaming in reforms.
- Make gender analysis mandatory in all of the reforms initiated by public authorities at any level.

#### 8. Promote **gender mainstreaming in decentralisation reform**:

- Design and include, in the decentralisation reform, specific mechanisms to empower women in local decision-making (e.g. quotas, trainings, and self-support groups).
- Encourage the territorial communities to conduct gender analysis in the communities, including by using the [Gender Equality Toolbox](#), producing their gender profiles and using their findings in strategic and operational planning for community development.
- Facilitate the collection of success stories of gender mainstreaming in the decentralisation process, and disseminate these success stories among territorial communities.

#### 9. Intensify **gender transformation in education**:

- Plan and implement measures to encourage girls to pursue vocational technical and higher education in STEM fields.

- Expand the practice of gender expert assessments of school textbooks and other teaching materials.
- Strengthen the gender component and make it a mandatory part of the curriculum of in-house capacity building centres for teachers, with a view to increasing teachers' gender sensitivity.

10. Consult **international partners and donor organisations** currently active in the country on issues related to gender equality. Explore opportunities to create synergies/ secure resources and expertise for the implementation of specific interventions.

11. Cooperate with **civil society organisations and international partners** on the finalisation and implementation of the National Gender Strategy, valid until 2030, and the Government Communications Strategy on Gender Equality. Ensure that their programming is aligned with these strategic documents.

## 7.2. Recommendations for civil society

1. Seek opportunities for **capacity building at the individual and organisational levels**:

- Conduct organisational and individual needs assessment in terms of capacity building, with a focus on constituency relations (i.e. representing the interests of the populations whom the organisation serves), gender analysis, project planning and implementation, advocacy, communications, and gender-responsive budgeting.
- Seek and apply for programmes that aim to strengthen the organisational capacity of NGOs.
- Support individual capacity building opportunities for NGO staff and volunteers (e.g. trainings, exchange visits, study tours, and burnout prevention programmes).
- Explore and implement modalities for the digitalisation of NGOs and their work.

2. Serve the interests of **target groups by incorporating their voices and perspectives** into programming and service delivery:

- Conduct various types of analysis – including surveys, focus groups and statistical analysis – to identify the needs of target groups and their preferred channels of receiving information/services.
- Engage representatives of target groups in programming, advocacy, project planning and implementation, and monitoring and evaluation.

- Seek resources from international partners and private businesses to implement specific programmes and projects on gender equality and women's empowerment.
- Develop and implement coordination modalities – including both internal modalities (between CSOs) and external modalities (between CSOs, the Government, international partners and other stakeholders) – to better serve the needs of women and specific target groups facing compound discrimination.

3. Focus on **women's empowerment and developing strategic solutions** to address inequality and discrimination in civil society programming:

- Invest in women's digital, financial and civic literacy and agency, with a focus on specific target groups facing compound discrimination, in terms of realising their rights and securing their basic needs.
- Support women's entrepreneurship by providing training, mentorship, grants, access to cooperatives and services for entrepreneurs, as well as by facilitating experience-sharing and association-building between women entrepreneurs.
- Support women in the online transition, by training women in online professions or on doing business online.
- Support programmes that aim to engage men in household activities and caring for children and other family members.
- Conduct advocacy with mobile and internet providers and local authorities to expand rural areas' connectivity to mobile services and the internet, and to connect rural libraries and other service providers to the internet.

4. Build **coalitions of the CSOs** working on gender equality and women's empowerment:

- Identify the priorities for coalition-building at the national and regional levels (for example, a national coalition around the women peace and security agenda, and a regional coalition on preventing and countering gender-based violence).
- Engage a wide spectrum of CSOs in these coalitions, including CSOs which represent people with disabilities, people living with HIV, and youth, among other groups.
- Seek opportunities for improving knowledge and skills, and for learning from Ukrainian and foreign experiences of coalition-building around women's rights, gender equality and women's empowerment.
- Seek resources from international partners and private businesses to support projects implemented by coalitions to benefit women.

- Use the power of coalitions to advocate for gender equality and women's empowerment with the Government, as well as to raise public awareness of gender equality and women's empowerment.
- Undertake advocacy activities to expand women's access to, and influence over, public decision-making on all areas of political, social and economic development of the country, regions and communities.
- Undertake advocacy activities to ensure that government programmes, strategies and action plans, at all levels, are informed by gender analysis and duly reflect women's perspectives and needs.

5. Strengthen the **women's movement as a transformational tool** for gender equality and women's empowerment:

- Support dialogue between various groups of women activists – including inter-generational, inter-regional and intersectional dialogue – so that women activists with different backgrounds, visions and whose efforts focus on different issues can unite/join the women's movement.
- Capitalise on the experiences and accomplishments of coalitions of women's/gender CSOs to develop and strengthen the women's movement.
- Organise periodic consultations between women's/gender CSOs to identify priorities for the development of the women's movement.
- Engage CSOs working in sectors other than gender equality and women's rights in the women's movement, in order to expand their reach and maximise efforts.
- Establish non-governmental think tanks/analytical centres to produce research and provide policy advice on gender equality priorities to the Government and international development partners.
- Conduct regular public activities and strengthen the presence of champions for gender equality and women's empowerment in the media, including social media, to raise public awareness of the women's movement and encourage more women to join it.

## 7.3. Recommendations for the EU Delegation and other international partners

### Gender mainstreaming in the Government

1. Support the Government on **gender mainstreaming in public administration reform** – specifically, in terms of designing and including specific mechanisms in public administration to address gender inequalities in public service.
2. Support the Government to **increase the gender-sensitivity and build the capacities of public officials** on gender equality and women's empowerment:
  - Provide support for the organisation of trainings, communication campaigns, and the production and dissemination of sensitisation materials that facilitate understandings of the connection between gender equality, the mission/mandate of public authorities and the benefits for beneficiaries.
  - Encourage the Cabinet of Ministers, the National Agency of Ukraine for the Civil Service, the National Academy of Public Administration, and other providers of in-house skills development for public officials, to continue efforts on institutionalising gender training for public officials.
  - Expand opportunities for peer-to-peer learning and experience-sharing between Ukrainian and foreign public officials working on gender equality and women's empowerment.
3. Support the development and use of **sex-disaggregated statistics** by the Government, civil society, experts, academia and other stakeholders:
  - Support the State Statistics Service to expand the list of indicators on data is collected with sex disaggregation, including based on the experiences of other countries and international organisations.
  - Support the wide-scale publication of gender statistics produced by the Government – including the State Statistics Service and other agencies – as well as by private research companies.
  - Encourage public authorities to use sex-disaggregated statistics in policy planning and monitoring.
  - Support training and advice on the use of gender statistics in policy planning and monitoring, including based on international experiences.

#### 4. Support the Government to use specific **gender mainstreaming tools**:

- Support the Government – specifically the Ministry of Social Policy – to develop methodological tools (e.g. report templates, checklists and guidelines) that will help public officials to conduct gender analysis, gender audits, gender expert legal assessments, and the planning and implementation of gender-responsive budgeting initiatives.
- Support the capacity building of public officials and provide advice, based on international experiences, on applying specific gender mainstreaming tools.
- Encourage the Ministry of Social Policy to create a repository of case studies, examples and good practices of gender-sensitive and gender-mainstreamed policy documents that are produced by different public authorities.
- Support the Ministry of Social Policy and the Ministry of Finance to develop a framework for the systematic integration of gender-responsive budgeting principles in existing government processes related to budgeting for the provision of services to citizens in all areas.

#### 5. Support the Government to undertake **gender mainstreaming in decentralisation and other reforms**:

- Provide advice to the Government on the gender analysis of reforms.
- Support the Government to build the capacities of public officials on the gender analysis of reforms and policies, including through training and by sharing international experiences.
- Support the Government – specifically the Ministry of Territories – to design and include specific mechanisms in the decentralisation reform to empower women in local decision-making (e.g. quotas, trainings and self-support groups).
- Facilitate the collection of success stories on gender mainstreaming in reforms, and disseminate these success stories among public authorities and communities.

### **Support for civil society**

#### 6. Support the **capacity building of CSOs** working in the field of gender equality and women's empowerment (based on the findings of respective needs assessments):

- Support programmes to strengthen the organisational capacity of CSOs.
- Support the digitalisation of CSOs, including through trainings and grants for purchasing equipment and software, to make their work more effective.

- Facilitate the provision of training to CSOs working in the field of gender equality and women's empowerment on a range of topics, such as gender analysis, project planning and implementation, advocacy, communications, and gender-responsive budgeting.
- Facilitate the provision of training to other CSOs on topics such as gender equality and women's rights in order to increase the gender sensitivity of their staff and volunteers, as well as to explore opportunities for gender mainstreaming in the sectors which these CSOs operate in.

7. Equip NGOs working in the field of gender equality and women's empowerment with the **resources needed to address issues faced by women in all sectors**:

- Support grant programmes for NGOs to facilitate women's enjoyment of their rights and access to services.
- Support grant programmes which promote gender analyses and the collection of sex-disaggregated data.
- Support experience-sharing between NGOs on how to better address women's needs and empower women to demand that their rights are upheld.
- Support CSOs in terms of encouraging women's entrepreneurship, especially in 'non-traditional' sectors such as STEM-related sectors and the IT industry. To this end, provide training, start-up grants, mentoring and business support services (e.g. market analysis, value chain analysis, and facilitating access to production cooperatives, among other forms of support).
- Support CSOs' programmes on improving women's digital skills/digital literacy, with a focus on groups of women who face compound discrimination, such as women living in rural areas, older women, and women with disabilities, among others.

8. Facilitate **coalition-building between CSOs** working in the field of gender equality and women's empowerment around their priority topics:

- Facilitate the provision of training on coalition-building for CSOs at the national and regional/local levels.
- Support coalitions of CSOs to develop cooperation modalities and establish secretariats of their coalitions.
- Support the provision of grants to coalitions, so that they can jointly address specific issues faced by women and conduct advocacy activities to promote gender equality and women's empowerment.

- Support civil society efforts to establish non-governmental think tanks/ analytical centres to collect sex-disaggregated data, produce research and provide policy advice on gender equality priorities to the Government and international development partners.

### Advocacy and consultations

9. Regularly **consult the Government, CSOs, international partners and donor organisations** active in the country on issues related to gender equality, their priorities and activities, in order to establish synergies:

- Formalise the modalities for donor coordination and coordination with the Government on a wide spectrum of issues related to gender equality and women's empowerment (e.g. gender thematic groups and coordination boards).
- Make all of the surveys and other relevant information produced by international partners widely available (if feasible), and encourage the Government, CSOs and academia to use this information.
- Ground organisations' programming on Ukraine's national strategies and action plans on gender equality, including the three National Action Plans currently in force, the upcoming National Gender Equality Strategy, valid until 2030, and the Government Communications Strategy on Gender Equality.
- Seek opportunities to provide technical and financial support for the implementation of specific agenda items of Ukraine's national strategies and action plans on gender equality, in close coordination with responsible government agencies;
- Provide support to the Government on the implementation of the Biarritz Partnership and other international and regional partnerships and coalitions on gender equality (for example, the Equal Pay International Coalition, among others).

10. Make sure that **gender is mainstreamed across all of the programmes and projects** of international development partners in Ukraine, and that resources are allocated to promote gender equality and women's empowerment across all of their priorities.

11. Continue **advocacy vis-à-vis public authorities** on the promotion of gender equality and women's empowerment:

- Encourage the Government to expand women's influence in decision-making – including by increasing the proportion of women representatives in public authorities at decision-making levels, as well as in advisory bodies and working groups – in order to engage gender expertise in policy planning.

- Encourage the Government to integrate women's needs, with a focus on women facing compound discrimination, in its programmes, strategies and action plans.
- Emphasise the importance of mainstreaming gender across all government priorities, strategies and action plans in communications and dialogue with the Government and civil society.
- Continue to advocate for Ukraine's ratification of the Istanbul Convention.
- Encourage the Government to allocate funds to NGOs to implement specific activities stipulated in gender action plans at the national and regional levels. These should include activities to provide services to survivors of gender-based violence, improving the digital and financial literacy of women and vulnerable groups, and promoting women's entrepreneurship, among other issues.





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