

Plan for the Ukraine Facility (2024 - 2027)

Gender analysis

On March 18, the Cabinet of Ministers of Ukraine approved the Ukraine Facility Plan, which is seen as the basis for implementing the European Union's financial support program for Ukraine over the period 2024-2027.

One of the seven guiding principles of Ukraine's recovery process, or Lugano Principles, is gender equality and inclusion.

Implementing this principle in a technical document cannot be overestimated, and it is extremely difficult to fully operationalize it in the plan. A gender analysis of each recovery document reveals both successful practices and areas where additional analysis and recommendations are needed.

This analysis outlines guidelines for changing to better integrate the gender component into recovery processes.

CONCLUSIONS AND RECOMMENDATIONS

The relevance of implementing the Lugano Principle - gender equality and inclusion - in the Ukraine Facility plan is confirmed every day of Ukraine's resistance to Russian aggression, especially since the beginning of the large-scale invasion.

The plan, approved on March 18, 2024, significantly expanded the gender vision of recovery and outlined practical steps to implement it.

An important real step forward in integrating the principle of equal rights and opportunities for women and men into recovery plans is the involvement of Kateryna Levchenko, Government Commissioner for Gender Policy, in the Interagency Working Group on the preparation of an action plan within the framework of the European Commission's proposal for a Regulation of the European Parliament and of the Council of the European Union establishing the Ukraine Facility. This intensified the process of preparing recommendations in the gender expert community and made it possible to transmit them directly to the appropriate authorities.

Sections such as education, public administration, human capital, labor market, small and medium-sized enterprises, regional policy, demining, and digital transformation have a gender component in describing the situation, planning reforms, and forecasting impacts.

At the same time, the plan has certain internal contradictions and imbalances that need to be addressed. They relate to terminology, legal acts, planning, and understanding the completeness of the gender approach.

Definitions

- Certain categories need to be clarified and detailed. For example, the term “vulnerable groups” is repeatedly used in the text, but there is no list or general approach to defining these groups. This usually leads to an arbitrary interpretation and a selective, unjustified approach to selecting vulnerable groups. **Developing, testing, and approving a generalized methodology for identifying vulnerable groups for recovery plans is necessary.**
- The text uses a lot of gender terminology that does not have a unified meaning and references to legal acts. Their use can lead to arbitrary interpretation and, accordingly, to the definition of different ways and expected results of the plan implementation. **It is necessary to unify gender terminology within the plan and provide its definition.**

Use of regulatory legal acts

- The arbitrary interpretation of documents, such as Regulation (EU) 2024/792 of February 29, 2024, and omissions of documents, such as Directive (EU) 2022/2381 of the European Parliament and of the Council of November 23, 2022 on improving the gender balance among directors of listed companies and related measures, reduce the credibility of analytical and strategic documents in general. **It is necessary to analyze the level of implementation of EU documents related to gender equality in Ukraine and amend the relevant sections of the plan.**

Planning

- In some sections where a gender approach is identified, it does not cover all elements of planning (problems, goals, objectives, measures, indicators, and impacts). This complicates the implementation process for the main actors involved in the process and those who will carry out monitoring and evaluation. **It is necessary to analyze and, if necessary, supplement the sections with such gaps.**
- Methods of achieving the result and the expected impact are sometimes incorrectly selected. The practice of many years has demonstrated that “investments in awareness-raising activities, as well as the active overcoming of unconscious biases and implicit associations that form unintentional and often invisible barriers to equal opportunities” (p. 13), are not a significant factor of change in improving gender equality and more optimal use of human capital in Ukraine. The same applies to such an important topic as STEM education, the involvement of women in which is planned to be achieved through the entry into force of the Law of Ukraine “On Vocational Education”. This indicates a somewhat distorted understanding of the theory of change and

a shallow familiarity with the practice of gender transformations in Ukraine. **It is necessary to reconsider the correctness of formulating the plan in the context of gender changes from defining the problem to assessing the impact.**

Gender Approach

- Some sections contain certain elements of the patriarchal approach. This concerns the combination of phrases such as “discrimination against women and children” (as two “vulnerable” groups), as well as general approaches that do not structurally change the position of women but only improve it to some extent in the “traditional” sector. This applies, in particular, to the detailing of proposals to support women in SMEs and the complete absence of recommendations in listed companies. **It is necessary to analyze and, if necessary, apply a gender approach at all levels of planning – strategic, operational, and tactical.**
- The Plan refers to certain documents and resources that either do not explicitly include a gender perspective or have not yet been approved, so it is impossible to determine whether they contain a gender perspective. The former include the DREAM platform and its eDem component. The latter include the demographic strategy and other similar documents. **It is necessary to conduct a gender analysis of these documents and resources and, if necessary, make changes and additions.**
- Civil society participation in the planning and implementation of reconstruction in Ukraine is undoubtedly a critical factor - both in general and in the implementation of gender policy in particular. However, this section of the plan is very general in its description, completely lacking a gender component. **It is necessary to supplement the section on civil society participation, particularly the analytical potential that needs to be more widely used at all levels and in all areas.**
- As mentioned above, education, public administration, human capital, labor market, small and medium-sized enterprises, regional policy, demining, and digital transformation have a gender component in describing the situation, planning reforms, and forecasting impacts. However, many more topics do not have a gender approach. These include:

SECTIONS

- SECTION 2. MANAGEMENT OF PUBLIC FINANCES
- SECTION 3. THE JUDICIAL SYSTEM
- SECTION 4. FIGHTING CORRUPTION AND MONEY LAUNDERING
- SECTION 5. FINANCIAL MARKETS
- SECTION 6. MANAGEMENT OF STATE ASSETS

REFORMS

- Reform 1: Improving vocational education
- Reform 3. Improving the rehabilitation system for people with disabilities
- Reform 4. Transition from military service to civilian life
- Reform 5. Improving social infrastructure and deinstitutionalization
- Reform 7. Ensuring access to housing for people in need
- Reform 9. Improving cultural development

SECTORS

- Production of green steel
- Mechanical engineering
- Products from critical materials
- Light petroleum products
- Agrochemicals (fertilizers, plant protection products):
- Food industry:
- Wood processing
- Construction and production of building materials:
- Manufacture of power equipment
- Production of equipment for the restoration and modernization of railway transport
- Other manufacturing industries:
- Textile manufacturing
- Leather and clothing production
- Rubber and plastic production
- Pharmaceuticals
- Chemical production
- Others – digital transformation, organization of public procurement, etc.

Addressing these topics without a gender perspective poses a risk of creating an unbalanced approach to reconstruction within the plan's framework.

Supplementing the plan with gender components of topics, chapters, reforms, and sectors that are not covered in the current document is necessary.

- **Regular (annual) monitoring of the Plan for the Ukraine Facility is necessary in order to analyze the gender approach in a timely manner and respond to omissions and shortcomings.**

Updating the current plan, particularly its gender component, will fill it with practical content, efficiency, and effectiveness.