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¹ Regional specialists, participated in the interviews for the current report, as reported by the regional experts

A. Introduction

This report is an overview of gender and youth policy in Ukraine as related to the Canada –Ukraine Partnership Project in Regional Governance and Development. The report is a summary of research outputs, observations, interviews, and review of the current publications provided by the gender specialists both in the project pilot regions and in Ukraine, in general, in December 2005 – April 2006.

This report provides an overview of current youth and gender issues at the national and regional levels (Sections B-E), an assessment of the capacity of gender and youth organizations (Section E) and the needs and challenges relevant to RGPD Project (Section F).

Section G contains an analysis of key stakeholders at the national and regional levels from a gender/youth perspective. Finally, the report presents some possible gender and youth indicators and an overview of potential capacity development needs that may be addressed by the project (Section H and I of the report).

B. Overview of Gender and Youth Issues at the National and Regional Levels (based on Zaporizhya and Transcarpathian regions of Ukraine)

Political /Legal

In recognizing gender equality as one of the indices of human development, the Constitution of Ukraine (1996, Article 24), enshrines equal constitutional rights and freedoms for citizens of Ukraine without privileges or limitations on the basis of race, skin color, political, religious and other convictions, gender, ethnic and social origin, property status, location, language or other conditions.

The Declaration “On the Basic Principles of the State Youth Policy in Ukraine” (1992) and the Law of Ukraine “On the Social Development of the Youth of Ukraine” (1993) are in use, though they regularly are amended by additional guidelines. There is a set of Presidential Guidelines related to gender and youth issues, among them: Guidelines “On the Development of the Moral and the Protection of Healthy Lifestyle of the Citizens of Ukraine”(1999), “Physical Culture – the Health of the Nation” (1998), “Improvement of the Work of Central and Local Government Bodies on the Equal Rights and Opportunities of Women and Men” (2005), etc.

In addition, Ukraine adopted the Law on Equal Rights and Opportunities of Women and Men (September 8, 2005; enacted January 2006).

The Ministry on Family, Youth and Sports promotes various initiatives aimed at mainstreaming gender equality, developing and implementing the national Plans of Action to reach the Millennium Development Goals and other international conventions and, as well as national programs announced and adopted by the government of Ukraine.

All other Ministries have a Deputy Minister responsible for the integration of the policy on equal opportunities for women and men through their Ministry’s policies. The same Deputy Minister is also responsible for addressing youth issues and the elimination of discrimination on the basis of age.

However, in practice the application of these rights does not abide by provisions set out in the Constitution, related legislation and international conventions. Ukraine is 74th in the Human Development Index and 67th in the Gender-related Development Index². This reflects the extent to which gender issues are incorporated into national policies and programs. The adopted international and national commitments have not been widely communicated to public officials and the citizens at large. The majority of Ukrainians are not aware of concepts of gender and gender mainstreaming, although both women and men believe that human rights are not protected³. Recent research undertaken with the support of the Canada-Ukraine Gender Fund, found that 27% of women consider that there are problems in society, which are exclusive to women, and 10% of men consider that there are problems that are exclusive to men⁴.

At the national political level, the current political situation is not yet clear as the Verkhovna Rada was elected in March 2006 and the new structure is not yet formed. It is generally the case within all organizations and institutions in Ukraine that women are less likely to hold senior positions. A 2002 study found that 72% of women reported that politics is not important for them, while 25% said that politics is

² United Nations. Report on Human Development. 2001.

³ Gender Parity in the Development of the Modern Ukrainian Society.– Ukrainian Institute of Social Research, 2002. Kyiv.

⁴ Ibid.

important. Among men, 57% reported that politics was not important for them and 41% said that politics is important⁵. It is estimated that 22% of women in Ukraine are members of a women's organization.

At the regional level the data outlined below describes the situation in the Zaporizhya and Transcarpathian oblasts).

In the local government of the Transcarpathian oblast 66.3 % of public servants are women, though most of them are at the positions of specialists, which is the lowest rank among public service rates (80.9%). Female managers account for 41.7% of managers, and only 8 women occupy positions of managers in the 1-4 category; men hold 88.2% of these senior positions.⁶

Young women (age before 35) represent 11.0% and young men represent 6.4% among the public servants at the oblast level, is and are. Among civil servants of pre-pension age women make up to 15.9% and men 16.5%. Work in the public service guarantees higher pensions and other benefits. Over pension aged public servants are composed of 5.5% women and men - 3.9%.⁷

In the local government of the Zaporizhya oblast 2,880 public servants are female; the female managers account 329 persons, deputies of the local self-government account 2551 persons.⁸ The Deputy Governor on Social Policy headed the Coordination Council on the issues of women, family, motherhood and childhood.

Economic and Labor Market Issues

Poverty is a major challenge facing single-parent families with young children, rural women and pensioners; poverty is highest (above 40%) among the unemployed, pensioners over 85 and rural families with three or more children who cultivate their own land. Persistent poverty is high among rural women, and this may be explained by the high share of pensioners. The poverty rate among female-headed households is 28% and 25% for male-headed households.⁹

Ukrainian women face discrimination in the labor force. On average, women earn 30.7% less than men; this is a major factor that contributes to their risk of poverty. Labor force discrimination against women is widespread. Although it is not legal, job advertisements routinely specify age and sex requirements for employment. Sexual harassment in the workplace is common and widely accepted. However, according to a recent survey, 61% of women and 59% of men see harassment as discrimination.¹⁰ Economic restructuring has put pressure on women (and men) to accept employment at levels lower than their qualifications. The mandated age of retirement is younger for women (55) than for men (60), resulting in reduced pensions contributions. This earlier retirement, combined with the fact that women live on average eleven (11) years longer than men, contributes to women's greater risk of poverty.

Women also continue to perform the vast majority of unpaid reproductive labor (e.g. housework, childcare, cooking, shopping, care for the sick and elderly, etc.). This has implications for the amounts of time and energy women spend doing this work and may limit their employment options.

At the regional level the nationwide situation is illustrated by the data provided below.

In the Transcarpathian oblast¹¹, working women (under 55) represent 59.8% of the labor force and working men (under 60) represent 68.4%. Employees in state bodies/organizations account for 48.3% of the labor force, and women make up 56.5%. There is, however, a trend towards increased self-employment and employment in the private sector.

Women are employed in the areas of hotel and restaurant services (logistic, service, cleaning positions), as well as in education, healthcare, and social assistance. In the industrial area women work mostly in textiles, garment making, leather processing, footwear production, cellulose and paper production in labor positions; few are in management. In total the ratio of women in the labor forces varies from 55.9% to 83.5 %.

The labor force (LF) is segregated as follows: female LF – 37.9%; male LF –73.2%.

⁵ Ibid.

⁶ Materials prepared by T. Medvedeva, Uzhgorod, March 2006.

⁷ Materials prepared by T. Medvedeva, Uzhgorod, March 2006.

⁸ Materials prepared by V. Vasylieva, Zaporizhya, March 2006.

⁹ Statistics cited in Common Country (CCA) Assessment for Ukraine. United Nations Country Team. Kyiv 2004. p. 12.

¹⁰ Gender Parity in the Development of the Modern Ukrainian Society.– Ukrainian Institute of Social Research, 2002. Kyiv

¹¹ Materials prepared by T. Medvedeva, Uzhgorod, March 2006.

It is easier for men to change employment and workplace, if they are not satisfied with working conditions. Women are more attached to the work place. However, although men are better to decide to resign from a workplace, women are the first fired. 47.2% of women are fired due to the reduction of personnel. In dangerous jobs, every sixth employee is female.

The average monthly salary in state enterprises for male employees is 555 hryvnias (equivalent to USD 110) and for female employees it is 420 hryvnias (USD 83).

Statistics indicate that on average men spend about 45 hours per month more at work than women. However, this statistic does not take reproductive work into consideration (home keeping, childcare, cooking, shopping, etc.), which is the responsibility of women in Ukraine.¹²

In the Zaporizhya oblast the situation is as follows: 21,900 of women were employed by the Employment Centers by January 2006. Overall, 31,459 of women are registered at the Employment centers. About 20% of women living in the oblast are of pension age.

It was not possible to get comparative sex-disaggregated data on adults and youth for the local labor market.¹³

The local self-government bodies of Zaporizhya oblast implemented the program "Rural Youth", which beside other activities included assistance to the youth in finding employment, acquiring professional skills, legal support, etc. Regular annual forums "Gender problems in the labor market" are conducted under the auspices of the Department of Family and Youth of the Zaporizhya Oblast Administration and the Committee on Family and Youth of the City Council, the Zaporizhya National University.¹⁴

Gender Based Violence/Domestic Violence

Gender based violence, especially domestic violence, is widespread in Ukraine with 68% of women in the country subject to family violence; it is estimated that 20% suffer on a continual basis¹⁵. Although statistics are only now beginning to be systematically collected, the rate is higher in areas that have suffered the greatest economic and industrial decline (e.g. Donetsk, Ivano-Frankivsk and Luhansk oblasts)¹⁶. The 2002 law on Domestic Violence Prevention focuses on prevention measures and early intervention but is less oriented towards the criminal aspects of domestic violence that are essential for prevention and elimination. A proper monitoring system is needed to reinforce the implementation of the law. Studies from other countries cited the high economic and social costs of domestic violence, for the victims, their families and for the country.

The results of the regional study prove that the departments of the regional self-governments (education, family and youth issues, healthcare, as well as militia units) regularly held round table meetings on the issue of gender based violence, and civil society groups participate in the nationwide action, which is part of international campaign "16 Days against Violence". This is the evidence that the issue is on the regional self-government agenda, but yet there is no systematic approach due to the lack of budgeting.

HIV/AIDS

Since 1995, Ukraine has had one of the fastest growth rates of HIV/AIDS in Europe and the CIS. The largest number of male deaths has been in the 30-34 age groups and the largest number of females' deaths is in the 25-29 age groups. Female's sex workers are at a heightened risk of HIV infection because the sex trade is illegal in Ukraine and there has been a lack of prevention programs for these women.¹⁷ The causes and consequences of the growing HIV/AIDS epidemic is linked to a number of gender-related factors: unemployment linked to a growing sex trade; high-risk behaviour among young people; gender inequalities that reduce women's ability to negotiate safe sex and protect themselves; and, the increasing number of sick people and orphans, the care of whom falls largely on women.

The regional study did not provide the specific data on this issue. However, information collected in the interviews indicated that the information on the national level is also relevant to the regional situation.

¹² Materials prepared by T. Medvedeva, Uzhgorod, March 2006.

¹³ Materials prepared by V. Vasylieva, Zaporizhya, March 2006.

¹⁴ Materials prepared by V. Vasylieva, Zaporizhya, March 2006.

¹⁵ Survey by the Ukraine Academy of Science Institute of Social Research cited in CCA. p. 5.

¹⁶ CCA. p. 24-25.

¹⁷ CCA. pp. 34-37.

Rural Issues: Unemployment, Migration and Trafficking

Life in rural areas is more difficult than in urban areas due to poor infrastructure or lack of infrastructure. For example, the absence of water in many rural homes means that water must be collected from a communal well or water source in all seasons, including in winter. This is very time and energy consuming. Water collection is mostly done by women, who are responsible for household labor (cooking, cleaning, etc.). In addition, the poor quality of water sometimes necessitates the boiling and filtering of water. As water is used for cooking, cleaning, and personal care, the time and energy commitment and the opportunity cost of collecting water is high.

The situation in the Transcarpathian area is complicated by the lack of gas heating and electricity, as well as by the lack of transportation, especially in the mountainous remote districts. Homes are warmed by wood ovens or pressed dung fuel. Another option for homes is gas containers, but these are too expensive for many citizens. The lack of electricity does not allow the citizens to use electrical appliances, computers, etc. Problems with transportation limit citizens' access to resources available in urban areas. This seriously and negatively affects the quality of life, especially of women, who spend most of their time in households. Young people feel the absence of information, educational opportunities and cultural activities.

In the Transcarpathian oblast many citizens live in mountainous and remote areas, far from the cities. The absence of basic facilities and services has led to a high level of migration for employment and for changing the living conditions. Youth and women migrate from rural areas at a higher rate than men. For the younger women this is often the result of trafficking, particularly from the Eastern and Southern parts of the country. This is due to unemployment and a desire for a better life. It is widely believed that this trafficking takes place with the knowledge of the circumstances of the kind of employment to be undertaken (i.e. prostitution). A significant number of women aged 28-50 from Western and Central Ukraine migrate to Europe as maids, cooks (domestic help) and in the service sector (hotels) leaving their families and children with husbands and relatives. This increases the number of deprived children and single-parent (male-headed) families. In many cases the men are unemployed necessitating the migration.

In Zaporizhya the situation is similar to the Transcarpathian area, in spite of the fact that the region has industrial infrastructure and developed transport connections. The decline of local industry, the neglect of transport and communications infrastructure and the lack of continuous social programs have resulted in the migration of citizens, especially women and youth, from the rural districts. This migration is both to seek employment and to escape rural life. In addition, the ecological state of Zaporizhya is poor and the past poor health and safety record has resulted in a range of illnesses and diseases (e.g. lung and breast cancer, heart disease, TB, etc.).

Statistical data was not available for two regions.

Stereotypes, Values and Attitudes

Despite official state commitments to address gender inequality, the majority of citizens do not consider gender stereotypes and so-called traditions to be an obstacle to individuals' abilities to achieve their goals and take advantage of opportunities. However, there is a law against gender discrimination, Ukraine has ratified the Convention for the Elimination of all forms of Discrimination against Women (CEDAW), and there are regional programs to improve the status of women, youth and children. Due to the persistence of traditional values and attitudes at all levels in Ukraine society there is a lack of mechanisms and competence to enforce the laws (e.g. the judiciary). This leads to a situation in which gender discrimination persists and is widely tolerated. For example, in the area of domestic violence, there is an attitude in some sectors of Ukraine society to blame the victim rather than concentrating on the crime and the offender. The United Nations report notes, "a significant number of parliamentarians who passed the law also acknowledged that the 'provocative behaviour of the victim may, to some extent, justify the offender performing an act of violence'. It is fundamental to underscore that the qualification of the victim's behaviour as a justification for the offender is not compatible with international standards of human rights".¹⁸

A recent survey found that women and men reported that they felt they experienced discrimination almost at the same rate¹⁹. The most common areas of gender and age-based discrimination are: employment, salaries/wages, occupational segregation and housing.

¹⁸ CCA. p. 24

¹⁹ Gender Parity in the Development of the Modern Ukrainian Society.– Ukrainian Institute of Social Research, 2002. Kyiv

In the Transcarpathian region, existing gender stereotypes dictate that women must perform passive roles, and be active in the home. Men take active roles in politics, society and community areas. It is important to keep in mind that perceptions of male/female roles are different among different ethnic groups in the region.

In Zaporizhya region, resistance to the integration of gender equality is more hidden. However, in both regions, during the interviews it was stated that the issue of equal opportunities for women is “artificial”, that women should depend on men’s decisions, as they remain the breadwinners. While dominant male ideology supports men as the breadwinners and decision-makers, in practice the majority of women from Ukrainian ethnic groups migrate for employment, while men stay at home.²⁰

Issues Facing Men

Men in Ukraine also face serious issues; they suffer from higher rates of alcoholism, suicide, and early death; on average women live eleven (11) years longer than men. There is a significant difference in women’s and men’s attitudes to and ability to cope with unemployment and its impacts on the family (e.g. alcoholism and domestic violence). At the regional level there is a lack of programs to address “men in crisis”, skill re-training, employment counseling, etc. Laws (e.g. Family Code) do not discriminate against men, but practices, such as child custody in marriage breakdown, remain discriminatory. Although men’s rights as fathers are legally protected, due to traditional attitudes, their role remains marginal in childrearing. Traditional attitudes towards parenting are still reinforced in the media and in educational programs. Despite these messages, a recent survey showed that 96% of women and 93% of men support equal participation in and responsibility for raising children.²¹

C. Overview of Youth Issues at the National and Regional Level

In Ukraine, “youth” is defined as age 18-35. According to the 2001 national census, adolescents and youth under (age 14-28) accounted for 11% of the general population. Health issues among this age group include suicide, alcohol and drug abuse, high rates of HIV/AIDs and risky sexual behaviours²² due to the lack of relevant information and educational programs.

Young people played a leadership role in the Orange Revolution. This participation in the political process has resulted in young people having high expectations for rapid economic and social reform. Many youth require skills training in order to achieve their aspirations. This is especially true for male and female youth in rural areas where youth lack access to training and technology, including Internet access. In response to the recent high levels of youth mobilization and the shifting environment in Ukraine some new ideas related to gender/youth issues are in development at the government level. There are currently discussions concerning a number of initiatives targeted at youth. These include: establishment of a National Council of youth organizations with the President of Ukraine at the head; membership in the European Forum of Youth Organizations; and, the development of strategies, methodologies and educational/cultural resources related to gender/youth issues in the regions.

It is not known what percentage of youth in Ukraine is active in organizations. There is evidence of cooperation of youth civil society groups with the local government departments, in particular, with the departments on youth and sports issues.

In Uzhgorod the “Gender Resource Center”, participates in the project “School of Civil Lobbying”; and “Center of Family Violence Protection”, which cooperates with the relevant governmental units. In Zaporizhya the “Center of Social and Civil Initiatives”, has a youth section and actively lobbies on equal opportunities and democracy in the region; it also participates in various programs focused on professional skill training, and the cultural and educational development of youth.

There are 218 youth organizations in Zaporizhya area, among these 21 are students’ organizations; 71 organizations have international status and one organization has national status. In Uzhgorod the regional statistic department refused to give out the data on the number of registered youth and women’s organizations, so the information contained here is based on information collected from the organizations²³ listed above.

²⁰ Materials prepared by T. Medvedeva, Uzhgorod and V.Vasylieva, Zaporizhya, March 2006.

²¹ Gender Parity in the Development of the Modern Ukrainian Society. – Ukrainian Institute of Social Research, 2002. Kyiv

²² e.g. inadequate knowledge about sexual life, low condom usage rates, risk of transmission of HIV/AIDs, high abortion rates, etc. See *ibid.* pg. 18

²³ Materials prepared by T. Medvedeva, Uzhgorod and V.Vasylieva, Zaporizhya, March 2006.

D. Some Issues Relating to Disabled People

The gender and youth issues relating to disabled people in Ukraine are generally not taken into account especially in the regions. Four regional centers were established in Kyiv, Zhytomyr, Lviv and Sevastopol but their sustainability depends on financial support from donors and sponsors, including CIDA. The gender-related programs for young parents, whose children suffer from spinal disability (Lviv), programs on professional and social rehabilitation for women with breast cancer (Kharkiv, Lviv) and men in crisis due to impotence-related diseases resulting from Chernobyl (Vinnitsa oblast) revealed the importance of addressing these issues at the regional level. Currently there is no systemic approach from regional governments to address the needs of this group of citizens, including in terms of their training and employment.

In the project pilot regions the situation is confirmed by the following statistics:

In Zaporizhyya 13,656 women are handicapped; 771 handicapped women have children; and 2,314 women have handicapped children.²⁴ There is not a great deal of information on or programs for these categories of citizens.

E. National and Regional Capacities relating to Gender and Youth

i) Civil Society Organizations

A survey of Ukrainian NGOs conducted by the Counterpart Creative Center found that 11% of the approximately 4,000 NGOs in the country focus on women's issues, while the largest group (45%) focuses on children and youth. The previous experiences of gender integration in Ukraine through international (e.g. CIDA Gender Fund) and national programs have developed significant experience and capabilities at the regional level. However, there is still a need to support strengthening of regional civil society capacities for gender and youth organizations. A list of organizations, including local government, academic institutions and CSOs, working on gender and youth issues in Zaporizhyya and Transcarpathian regions is included in **Appendix B**.

Ukraine has a well-developed system of regional employment centers, which offer special retraining programs for unemployed women as well as small loan programs for women and young people to start businesses. Generally loans are given to the best business plans, which are relevant to regional needs. Unfortunately, the content of the retraining programs does not always respond to the previous educational, professional backgrounds of the unemployed women. Most of the programs reinforce gender stereotypes, focus on the service sector and lead to jobs with low financial returns (e.g. hairdresser, florist, dry-cleaner, book-keeper, etc.). These employment centers closely cooperate with local civil society groups.

A higher level of training is provided by the business incubators (e.g., in Ivano-Frankivsk – SBEDIF, supported by Canada). However, most of the regional business incubators are not sustainable and continue to rely on international grants.

Additional information is not available in the pilot regions.

ii) Government

Since the Yushchenko government came into office, a number of changes have been made to the gender program in the Ministry of Youth and Sport. For example, the RGD project should follow the progress of the proposed system of "regional gender counselors" who will be responsible for assisting regional governors to address gender issues. It is also likely that legislation to formalize and provide core support to the network of existing gender bureaus (one in each region) of the departments on family and gender within the Ministry will be passed soon. This network of 27 regional gender bureaus was supposed to be a good resource, but the regional studies found that that these centres are not very active in providing practical support.

At the same time it is important to note that the interest of youth organizations in gender issues is growing. The summit of youth organizations is held annually and includes a program on gender equality issues. The number of active young individuals, both female and male, get interested in the promotion of gender equality so that to combat the negative impacts of the stereotypes, limiting the opportunities of the youth.

²⁴ Materials prepared by V.Vasylieva, Zaporizhyya, March 2006.

Most of the activities focused on gender mainstreaming in regions were financed by the international agencies (grants), including Canada-Ukraine Gender Fund, Canada Fund of Local Initiatives and bilateral projects, UNDP.

F. Needs and Challenges: Issues relevant to RGD Project

At the organizational level, the following issues are the most obvious gender and youth needs and challenges as they relate to the RGD Project²⁵:

- Regional governments are slow in addressing gender equality issues due to their lack of capacity and expertise (e.g. they lacked up-to-date information and professionally trained specialists/practitioners).
- CSOs may also resist integrating gender aware approaches in their work. It is important to recognize that in many cases the resistance to gender and youth equality policies is due to the growing competitiveness in the labor market, low income, lack of education and skills needed in the economy.
- Regional authorities and civil society groups do not play an active role in addressing issues of discrimination based on sex and age. Rather, they play a role in promoting stereotypical and traditional roles of men and women in social, economic and political spheres (e.g. women as homemakers and men as active in paid economic activities and politics).
- In some regions there is a increasing influence by religious institutions, which promote a “traditional” view of the roles of women, men and male and female youth. This is especially proved by the study in the Transcarpathian region.
- Regional governments tend to focus on the broader economic issues relating to regional needs (e.g. large scale foreign investment) without looking at other alternatives (e.g. promotion of small and medium-sized enterprises). These economic issues have gender/age dimensions, which are not often explicitly analyzed (e.g., industrial eastern and southern parts of Ukraine, which were previously scientific, industrial, educational centers, show the worst data on trafficking against women, youth and children; western and southern regions suffer from economically forced migration for employment with the majority of migrants from this areas being women).
- In the context of the intensified political environment in the country, it was observed that women’s and youth civil society organizations (CSO) were becoming affiliated with political parties. As the impacts of such cooperation, many CSOs became subjects of political manipulation, or service staff for party activities. The political parties do not consider the intellectual and organizational potential of the CSOs, and did not include its members in the party lists for elections.²⁶
- CSOs and other educational institutions providing retraining programs do not consider the previous education, skills and status of the unemployed. Although women and men may attend re-training courses when they receive state compensation to do so, they may be unlikely to work in the sector, for which they are being trained due to low pay and loss of status. The regional reports prove this argument by the list of regional activities (see **Appendix C**).
- Regional authorities and CSOs often do not address unique gender and age issues, when working with different ethnic groups (communities of Germans, Greeks, Roma, Hungarian, Romanians, Hutsuls, etc.).

G. Key Stakeholders: Gender and Youth Analysis

i. National Level

NARDA: NARDA has had some exposure to gender issues through the previous CIDA project, but it is likely that it will require gender capacity building support in the RGD Project. Support will also be necessary for the RDAs in the selected (pilot) oblasts.

²⁵ The situation is confirmed by the research in pilot regions

²⁶ Materials prepared by T. Medvedeva, March 2006.

NARDA performed capacity building activities to integrate gender issues in the CIDA institutional strengthening project, and worked on increasing gender awareness among regional authorities and other members of the program target group. The final report from the CIDA project indicates that the (quantitative) participation of women in various training, strategic planning and policy workshops was consistently about 30%. This included the first national forum of RDAs. It will be necessary to assess the capacity of NARDA to address gender issues strategically with RDAs.

In terms of organizational structure, two of the nine NARDA board members are women; seven (7) of the 39 RDA Executive Directors are women. NARDA estimates that the majority of RDA employees are women, and this includes a number of trainers. NARDA was not aware of the percentage of women and men on the RDA boards of directors.

Ministry for Economy, Department of Regional Policy: According to the National Action Plan on the Advancement of the Status of Women in Ukraine 2000-2005, all ministries are responsible for integrating gender into relevant policies. In addition, in 2003 the government mandated that each Deputy Minister responsible for human resources development be responsible for gender policy. This guideline was observed and monitored by the Cabinet of Ministers and the (former) Ministry of Family, Youth and Children. Considering the current changes in the governmental structures, at this point it is not clear who will be appointed in each Ministry to address this mandate. In any case, the Ministry of Economy remains responsible for analyzing issues related to the gender inequality and for mobilizing internal and international resources to eliminate gender-based discrimination. In response to the Millennium Development Goals (MDGs) adopted by Ukraine, the government has placed three key gender issues on the agenda:

- The gender aspects of poverty reduction
- Reducing the wage gap in paid work for women and men
- Gender balance in the labor market.

The RGD project has the potential to contribute to government's efforts to meet these goals.

Regional level

Government

i) Oblast Administrators (appointed): In each regional government, a Deputy or Deputy Governor for Human Resources Development (appointed) has the responsibility for gender issues. This person is considered to be the gender counselor to the Governor. Currently, this is not a very effective system, because it is not institutionalized (i.e. the appointed person is not a specialist in gender issues and there is no systematic approach within the regional government structure to ensure that the expertise is in place). In the pilot regions there are no women Governors.

ii) Local Council (Oblast) (elected): the elections were held in March 2006 and the data is not available yet.

Civil Society

i) Regional Development Agencies (RDAs). At the national level all the regional members of NARDA are key stakeholders. The overall capacity of the RDAs varies and the capacity of RDAs to conduct gender analysis is not known. The focus in this project is on the RDAs in two selected oblasts: Zaporizhya and Transcarpathian, though the data is not available yet.

ii) Transcarpathian oblast. The key civil society organizations - stakeholders provide activities, which are financed mostly by grants from international donors – Canada Gender Fund, Canada Fund of Local Initiatives, UNDP, and Netherlands' government. The activities do not have the developed system. Focus is on leadership skills training and overall awareness of gender issues. Some of the organizations also provide assistance on legal and psychological issues, and training in how to start a small business. The organizations also participate in political actions during election campaigns.

In Zaporizhya oblast the situation is similar to the Transcarpathian oblast, but the involvement of local government representatives in the civil society activities is more active. The popular activities include: round tables, trainings on the issues related to the labor market, employment and career; family and marriage issues, especially for the youth, including protection from family violence; social problems of disabled people; as well as on HIV/AIDS. The activities are financed on a cost-sharing basis, though the share of the international agencies is bigger than from the local government. The international support is provided predominantly by the CIDA, USA, and OSCE.

The list of some regional stakeholders is enclosed in **Appendix A.**

H. Consideration of Project Level Gender/Youth Indicators

The selection of indicators is based on the oblasts selected and the focus of the project gender strategy. This section outlines indicators that considered the recommendations from the regional experts.

NOTE: Data for all indicators will be disaggregated by sex and age (adult/youth/senior).

- Involvement and representation in partner organizations at all levels including in decision-making.
- Indication of partners' strategies to address the different needs of male and female adults/youth and seniors in program design, development and delivery.
- Extent to which interactions with regional government bodies reflect a gender- and age- sensitive analysis (e.g. research, policy briefings, representation on delegation, etc.)
- Participation in training and types of training offered to different groups.
- Quantity and quality of participation in policy-making processes/consultations.
- Gender-sensitive policies/procedures adopted and implemented by oblast councils (e.g. sex harassment, gender-aware budgets, hiring, promotions, "glass ceiling" and wage gap, etc.). (This is an area where there is considerable Canadian experience and expertise and where Canadian value added could make a significant contribution).
- Gender aware content of all training courses (style of delivery, language, gender and age streaming, etc.).
- Awareness of the need to avoid gender and age "streaming" in counseling for training courses (e.g. ensuring that all training courses are open to all ages/sexes).
- Changing attitudes (of stakeholders, media and the public) to eliminate gender and age biases.

I. Capacity Development Needs

Based on the assessment conducted regionally, it is likely that key stakeholders (and other stakeholders) may require capacity building support in the following areas²⁷:

- To conduct gender/age aware needs assessments.
- To conduct gender analysis on issues relevant to regional government and to incorporate analysis into policies.
- To develop policies and strategies for staff and elected officials to address key areas of age and gender discrimination in current recruitment/ hiring/promotion practices.
- To elaborate and apply the mechanisms of integrating gender/age policy considering the specificities of the particular region.
- To conduct gender/age aware consultations with community stakeholders.
- To ensure that key national and international resources (e.g. on gender/age related legislation, civil society programs, educational programs and methodologies, published materials, etc.) are accessible to the public at large.
- To create a regional team of counselors, experts, researchers, trainers, practitioners on gender/age policy in regional development in order to promote sustainability.

J. Conclusion

This report has presented an overview of current gender and youth/age issues relevant to the Canada-Ukraine RGD Project, and has presented the data and references obtained during the regional research in Zaporizhya and Transcarpathian oblasts by the regional experts. Unfortunately, the collected data was incomplete due to a number of reasons: the refusal of relevant statistic agencies to provide the data; the absence of the necessary data; the highly politicized environment in the communities and RLGB, which led to caution and even fear of cooperating with CSOs and giving out any information.

In order to monitor progress on integrating gender and youth issues, an annual research/study of the gender/youth aspect of the program would be useful.

²⁷ Considering the research in pilot regions

Appendix A

List of Regional Specialists²⁸ (Gender & Youth Issues) December 2005 – April 2006

In the period May December 2005 – April 2006 the following meetings and discussions were held between Valentyna Vasylieva, Zaporizhya expert and Tetyana Medvedeva, Uzhgorod expert and Ukrainian specialists, local government officials, and CSOs' leaders.

Transcarpathian oblast:

- **Galyna Doru**, Head, Department of Family and Youth Issues, Oblast State Administration (OSA);
- **Oksana Guranych**, Senior Specialist, Department of Family and Youth Issues, OSA; Head of the regional branch of the "All-Ukrainian Women's Organization after the name of Olena Teliga";
- **Vitaliy Fulim**, Director of the Transcarpathian Oblast Center on Family and Youth Issues;
- **V. Bashkirev**, Head of the Center for Protection against Violence;
- **Tetyana Bokoch**, Head of the Bank department;
- **Fredrik Pollak**, Director of the Bank;
- **Natalia Porada**, Lawyer, scholar of the Uzhgorod National University;
- **O. Pelin**, Associate Professor, Department of Social Work, Uzhgorod National University;
- **Oleksander Solontay**, Oblast Council Deputy; Head of the "Foundation of Regional Initiatives";
- **Natalia Yarushko**, Head of the NPO "Altrusa";
- **Iryna Bresa**, Head of the Uzhgorod Press-Club;
- **Vitaliy Feshchenko**, Head of the Youth NPO "Our Generation";
- **Bogdan Kyniv**, City Council Deputy;
- **Nadia Kovalchuk**, Director, Center "Rural Family";
- **Kateryna Lanio**, Department of Family and Youth Issues, Mukachev Town Executive Committee;
- **Myroslava Gabor**, Department of Family and Youth Issues, Berehivskiy Town Executive Committee;
- **Natalia Agiy**, department of Family and Youth Issues, Khust Town Executive Committee.

Zaporizhya oblast:

- **Olga Kasian**, Deputy Head, Oblast State Administration (OSA);
- **Galyna Maksymova**, Deputy Head, Pologiv Rayon State Administration;
- **Valentyna Svatieva**, Head of the Oblast Women's Council, and "Women for the Future" (political union);
- **Lidia Garkusha**, Head of Zaporizhya Club of Professional Women; Head of the bank "Southern";
- **A. Sklyaruk**, Head of Department of Family and Youth Issues;
- **Olga Sergejeva**, Head of Department of Work and Social Protections, OSA.

²⁸ Regional specialists, participated in the interviews for the current report, as reported by the regional experts

Appendix B

Gender and Youth Organizations: List of Potential Regional Partners

I. Transcarpathian oblast:

- Department of Family and Youth Issues of Transcarpathian Oblast State Administration;
- NPO "Foundation of Regional Initiatives";
- NPO "Women's Community";
- Center "Rural Family"
- Youth NPO "Our Generation";
- NPO "Altrusa";
- All-Ukrainian Women's organization after the name of Olena Teliga, regional branch;
- NPO "Gender Resource Center".

II. Zaporizhya oblast:

- Department of Family and Youth Issues of Zaporizhya Oblast State Administration;
- Zaporizhya Center for Social Services for Youth;
- Oblast and District Employment Centers;
- Oblast crisis center;
- Crisis Center "Harmony";
- Center for Family Support;
- Zaporizhya Humanitarian University;
- Zaporizhya National University;
- Zaporizhya State Engineering Academy;
- Zaporizhya Women's Organization "Center for Social and Civil Initiatives".

Appendix C

Regional Activities Related to the Gender/Youth Promotion Zaporizhya and Transcarpathian Oblasts²⁹

I. In Transcarpathian oblast

Date	Activity	Organizers	Participants	Results
Dates of activities are not reported	"Protection of trafficking in people"	"La-Strada, Ukraine"	Local community, CSOs	Informational materials
	Presentation of the book "theoretical basics of gender"	UNDP	Local community, CSOs	Informational materials
	Presentation of the manual "Implementation of gender approaches in the practices of local executive bodies"	Oblast State Administration	Local community, CSOs	Informational materials
	Preparing to opening of the "Interuniversity center for gender education"	Uzhgorod National University	Local community, CSOs	Informational materials

II. In Zaporizhya Oblast

Date	Activity	Organizers	Participants	Results
January, 2005	Seminar-training "Gender problems at the labor market"	Employment Center and NPO "Center for Social and Civil Initiatives"	Employees of the Employment Center	The Gender consultative point at the Employment Center
January, 2005	Round table on the employment situation, preparing to the annual forum "Gender Issues at the Labor Market"	Employment Center and NPO "Center for Social and Civil Initiatives"	Department of Family and Youth Issues, small businesses, CSOs	Program of the Forum
March, April, June 2005	Seminar-training "Image and career"	Zaporizhya National University, Department of social work	University students, scholars, CSOs, high school graduates	Recommendations on employment
April, 2005	Seminar-training for unemployed women	Employment Center; district employment centers; Department of family and Youth issues; NPO "Center for Social and Civil Initiatives"	Registered unemployed women	New professional skills
February, March, April, June, November, 2005	Seminar-training "Family and marital relations. Protection from family violence"	Department on Family and Youth, OSA; City Education Department	School principals and psychologists	Methodological recommendations on practical work

²⁹ The activities were held in 2005

March, 2005	Round table "Gender problems in families with handicapped children"	Zaporizhya National University, Department of social work	University students	Recommendations to new academic programs
March, 2005	Forum "Gender problems at the Labor Market"	Local authorities, scholars, CSOs, businesses	Local community	Resolution
January, April, 2005	Presentations of the gender consultative units in Employment Centers	Local authorities, scholars, CSOs, businesses	Local community	Adaptation programs and consultations
September-December, 2005	Three-months action on gender culture promotion	Local Universities, Departments of the LSG, CSOs	Different community groups	Promotion of gender culture, dialogue between different community groups, active involvement of the youth
September, 2005	Round table "Weak – strong gender"	Zaporizhya National University, CSOs	University students, scholars, CSOs	Informational materials
September, 2005	Training "Partnership in students' leadership groups"	Zaporizhya National University, local authorities, CSOs	University students, scholars	Programs of adaptation
October, November, 2005	Round table "Gender in Education"; Presentation of the book "theoretical basics of gender" (UNDP)	Zaporizhya National University, local authorities, CSOs	University students, scholars, CSOs	Informational materials
November-December, 2005	Action "16 days against violence"	Local community	Local community	Informational materials
December, 2005	Program "Rural youth"	Local authorities, CSOs	Rural community	Informational materials
November-December, 2005	Competitions and festivals: "Student of the year"; "Stars", "Sports to Everybody" "Young entrepreneur of the year" "Best woman of the Oblast (different nominations)"	Local authority and community	Local community	Informational materials

Appendix D

Components of Gender/Youth Strategy RGD Project

Carole Houlihan (Canadian gender expert) and Larysa Magdyuk (Ukrainian gender expert)

Tasks

100 National Level policy and Regional Dialogue

- Relate project goals to the Law on equal opportunities for women and men in Ukraine (enacted in September 2005, came in force in January 2006); normative acts related to the development of gender and youth policy in Ukraine; national strategy for gender policy development;
- Relate regional governmental structures to promote gender/youth equality policy;
- Consider and update the program considering the changes in national and regional policies.

200 Capacity Development & institutional strengthening for Regional Development

- Gain support for gender/youth component from senior oblast leaders;
- Identify gender/youth champions, both governmental and civil society;
- Identify regional expertise and resources;
- Make gender resources, research and tools available to partners;
- Consider the outcomes of the previously/currently implemented other programs with the CIDA³⁰ support.

300 Participatory Regional Strategies

- Work with oblasts to develop oblast level strategy as related to the project;
- Develop model policies and practices on gender/youth issues (e.g. age experiences limitations, sexual harassment, hiring and HR policies, etc.);
- Involve both regional governments and CSOs³¹;
- Involve individual citizens in the CSOs activities;
- Practice participatory forms of pro-active attitudes: interregional internships, study tours related specifically to gender/youth issues and observation of gender balance in other program study tours and activities.

400 Project Management

- Orientation of project staff to gender/youth strategy;
- Gender/youth orientation of PSC/PMC;
- Gender/youth balance on PSC;
- Establish gender/youth resource center in project office;
- Collect and monitor the sex/age/experience disaggregated data;
- Publication of the program materials with the reflection of gender/youth related component;
- Apply the RBM³² requirements to the integration of gender/youth/age aspect of the program.

³⁰ CIDA –Canadian International Development Agency

³¹ CSO – civil society organizations, i.e. non-profit –non-governmental organizations

³² RBM – result-based management