



DIRECTORATE-GENERAL FOR EXTERNAL POLICIES
POLICY DEPARTMENT



A HUMAN RIGHTS AND POVERTY REVIEW:

EU ACTION IN ADDRESSING CASTE-BASED DISCRIMINATION

DEVE



DIRECTORATE-GENERAL FOR EXTERNAL POLICIES OF THE UNION

DIRECTORATE B

POLICY DEPARTMENT

BRIEFING

"A HUMAN RIGHTS AND POVERTY REVIEW: EU ACTION IN ADDRESSING CASTE-BASED DISCRIMINATION"

Abstract

Caste-based discrimination is a serious human rights violation, negatively affecting political, economic, social, cultural and civil rights of approximately 260 million people worldwide.

The European Union is committed to the promotion of human rights within the EU and in its external relations. This brief aims to assess to what extent the EU has integrated the fight against caste-based discrimination in its external relations. Light is shed on the specific situations in Bangladesh, India, Nepal, Pakistan and Yemen and the European Union's actions to address caste-based discrimination in these countries.

Based on the analysis, the briefing elaborates recommendations on how the EU can mainstream the fight against caste-based discrimination into policies, strategies and programmes as well as dialogues with caste-affected countries. Legal realities and options for addressing discrimination vary between the partner countries.

In order to mainstream the fight against caste-based discrimination, the EU, and the EEAS in particular, should utilize all options with regard to that country, including association agreements as well as partnership and cooperation agreements. Regarding countries that will not receive bilateral aid, the focus should be put on dialogues to address caste-based discrimination. Lessons on mainstreaming can be gained from the European Union's experience in mainstreaming human rights.

This briefing was requested by the European Parliament's Committee on Development.

AUTHORS:

Susanne LANGSDORF, Ecologic Institute, GERMANY

reviewed by Rikke NÖHRLIND, International Dalit Solidarity Network (IDSN), DENMARK

ADMINISTRATOR RESPONSIBLE:

Fernando GARCÉS DE LOS FAYOS

Directorate-General for External Policies of the Union

Policy Department

WIB 06 M 077

rue Wiertz 60

B-1047 Brussels

Editorial Assistant: Györgyi MÁCSAI

LINGUISTIC VERSIONS

Original: EN

ABOUT THE EDITOR

Editorial closing date: 12 February 2013.

© European Union, 2013

Printed in Belgium

ISBN: 978-92-823-4120-9

Doi: 10.2861/11051

The Briefing is available on the Internet at

<http://www.europarl.europa.eu/activities/committees/studies.do?language=EN>

If you are unable to download the information you require, please request a paper copy by e-mail : poldep-expo@europarl.europa.eu

DISCLAIMER

Any opinions expressed in this document are the sole responsibility of the author and do not necessarily represent the official position of the European Parliament.

Reproduction and translation, except for commercial purposes, are authorised, provided the source is acknowledged and provided the publisher is given prior notice and supplied with a copy of the publication.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
1. INTRODUCTION	8
2. THE FACE OF CASTE-BASED DISCRIMINATION	10
2.1 WHO IS AFFECTED?	10
2.2 ECONOMIC AND SOCIAL DISCRIMINATION: POVERTY AMONG THE CASTE AFFECTED	11
2.3 ACCESS TO JUSTICE AND POLITICAL PARTICIPATION	12
3. CASTE-BASED DISCRIMINATION AND THE EU	13
3.1 POLICY GUIDELINES AFFECTING CASTE-BASED DISCRIMINATION	13
3.2 CASTE-BASED DISCRIMINATION IN SELECTED COUNTRIES	14
3.2.1 Bangladesh	15
3.2.2 India	16
3.2.3 Nepal	17
3.2.4 Pakistan	18
3.2.5 Yemen	18
4. CONCLUSIONS AND RECOMMENDATIONS	19
4.1 COMBATING CASTE-BASED DISCRIMINATION—HOW TO DEVELOP AND MAINSTREAM POLICIES, STRATEGIES AND PROGRAMMES OF THE EU	20
4.2 DIALOGUE WITH PARTNERS: ADDRESSING CASTE-BASED DISCRIMINATION	22
REFERENCES	24
ANNEX 1: PROGRAMMES, STRATEGIES AND DIALOGUES	27

EXECUTIVE SUMMARY

The face of caste-based discrimination

Caste-based discrimination is built on traditional notions of purity and pollution. It is characterised by separation of groups and exclusion of lower castes, hereditary divisions of labour and hierarchy. It affects approximately 260 million people worldwide. The biggest group to suffer caste-based discrimination are the 'Dalits' of South Asia, a mixed group of sub-castes, which form the lowest group in the social stratification. Most vulnerable within the Dalit and low-caste community are women, some specific sub-castes, and children.

Discrimination of low-castes and Dalits takes on multiple forms, and includes caste-based violence and denial of rights. It is often connected to employment, as castes are mostly created along occupational lines. Low-castes and Dalits are frequently forced to carry out specific occupations that are often demeaning and hazardous, like manual scavenging. They are more vulnerable to bonded labour and forced prostitution. Members of lower castes are constrained in engaging in society, taking part in religious life and conducting business. They are frequently socially and economically boycotted by higher castes. Economic exclusion and restricted access to resources (i.e. land, markets, employment) and services (i.e. health, education, water and sanitation) result in higher poverty rates among lower castes. Discrimination tends to be aggravated in times of crisis, leaving Dalits especially vulnerable during man-made or natural disasters.

Untouchability practices and discriminations based on caste (or descent) are outlawed in some caste-affected countries. Nevertheless, the notion of lower castes 'polluting' higher castes and the discrimination connected to this belief still persists and leads to discrimination in private and public spheres. Therefore, improving legislative and policy measures and above all securing access to justice are crucial elements to improve the plight of members of lower castes.

Caste-based discrimination and the European Union

The EU has in recent years repeatedly addressed caste-based discrimination in resolutions and reports, such as the resolution of the European Parliament on the "Human rights situation of the Dalits in India" (2007)¹, the resolution on "Human rights in the world and the European Union's policy on the matter including implications for the EU's strategic human rights policy" (2012)² and the resolution on caste discrimination in India (2012)³.

The EU in general, and the EEAS in particular, has various channels to address caste-based discrimination. Among them are dialogues with caste-affected countries, development cooperation (programming), humanitarian assistance, and trade relations.

However, not only do the political and legal realities vary in all caste-affected countries, but the EU's options to engage also differ according to the cooperation with the country. In order to shed light on the varying situations, five caste-affected countries and the EU's actions with regard to caste-based discrimination have been analysed in this report.

¹ European Parliament: Resolution P6_TA (2007)0016, Human rights of the Dalits in India.

² P7_TA(2012)0126 (tabled: A7-0086/2012), 18.04.2012.

³ European Parliament resolution of 13 December 2012 on caste discrimination in India (2012/2909(RSP)); P7_TA(2012)0512

- In **Bangladesh** low castes suffer caste-based discrimination similar to the forms of discrimination in India: segregation, limited access to services, employment discrimination and massive discrimination against women. The Constitution of Bangladesh (1972) guarantees that the state shall not discriminate on the basis of caste and several other laws against discrimination exist. However, compared with India or Nepal, awareness of caste-based discrimination is still low and lack of legislation is still an issue.

'Human Rights' are a focus of EU–Bangladesh cooperation, but caste-based discrimination is not addressed in the specific instruments and not mainstreamed in dialogues and programmes.

- **India** has model legislation with regard to caste-based discrimination, including quotas for Dalits for political representation. Untouchability has been outlawed by the Constitution since 1949. At the same time, the vast majority of people suffering caste-based discrimination live in India. Lack of implementation of legislation and lack of access to justice are major problems. Caste-based discrimination is mostly understood as an internal issue. In the Joint Statements of the last three EU–India Summits, caste-based discrimination was not addressed.

The EU has addressed caste-based discrimination in two resolutions⁴, in the Country Strategy Paper (2007-2013) (and related documents) and in development projects carried out in India, though not coherently. In the near future India will be treated as a graduated country and will not receive bilateral aid from the EU. Therefore, the EU activities to tackle caste-based discrimination will need to put a strong focus on dialogues, such as the India–EU human rights dialogue.

- In **Nepal** the Constitution of 1990 prohibited caste-based discrimination and outlawed untouchability. These provisions, and provisions further strengthened in the Interim Constitutions of 2007 have been translated into the 'Caste-based Discrimination and Untouchability Act' in May 2011, closing legislative gaps. Similar to the situation in India, the lack of implementation of legislation remains a major problem. In Nepal more than in other countries, tackling discrimination and inequality is understood as a main prerequisite for stability.

Caste-based discrimination was not included in the EU–Nepal Co-operation Agreement signed in 1996, but it is addressed in the Country Strategy Paper for Nepal (2007–2013). Caste-based discrimination is not thoroughly mainstreamed yet, but caste-based discriminatory practices have been addressed in most projects in Nepal.

- The Government of **Pakistan** has only very recently acknowledged the existence of caste-based discrimination in Pakistan. The information base and awareness of caste-based discrimination is relatively low, and legislation to it is underdeveloped. A few affirmative action regulations exist, but they remain largely ignored by the government and the administration.

⁴ European Parliament resolution of 13 December 2012 on caste discrimination in India (2012/2909(RSP)); P7_TA(2012)0512

Members of lower castes in Pakistan are often part of Hindu and Christian minorities, but discrimination against Muslim members of lower castes also exists. While caste structures in Pakistan may be somewhat atypical, the forms of discrimination witnessed are very similar to those in India, Bangladesh and Nepal.

The lack of recognition of caste discrimination in Pakistan is reflected in the EU–Pakistan relations. No reference to caste-based discrimination was found in the key documents despite a strong focus on human rights, which is one of the priority fields in cooperation.

- In **Yemen** ‘al Akhdam’ (‘the Servants’) form a caste outside the Hindu caste system but its members suffer similar forms of discrimination as castes in other countries, especially with regard to employment. The government so far has not been very active in combating caste stratification; no affirmative action or anti-discrimination legislation exists.

The lack of recognition of caste discrimination in Yemen is mirrored in EU–Yemen relations. Whereas human rights are a focal area in cooperation, no reference to the Akhdam is made in key documents and few references can be found in projects targeting the Akhdam community.

Conclusions and recommendations

Caste-based discrimination follows an inhuman logic of purity and pollution, creating stiff hierarchies in all caste-affected countries. However, the legal realities and options for addressing the discrimination vary. Any assessment must therefore take national legislation and existing policy measures into account. Furthermore, the relevant institutions and their functionality need to be considered.

Lessons for successful **mainstreaming** can be drawn from the mainstreaming of human rights:

- A ‘caste-based discrimination clause’ could be included in Association Agreements, Partnership and Cooperation Agreements, Country Strategy Papers, Annual Action Programmes, Joint Programming and National Development Plans. Reference to caste-based discrimination could also be included in the most important guidelines for EU human rights policy.
- Projects combating caste-based discrimination should be considered for stronger support under EuropeAid (EIDHR) funding.
- Projects targeting a range of key issues (labour, education, justice) and certain target groups (women) should always take caste discrimination into account. Minimum recommendations for these priority sectors should be elaborated. Knowledge on specifically vulnerable groups should be gathered and fed into project development.
- A caste-sensitive approach needs to be applied in humanitarian and development assistance.
- For EU personnel in caste-affected countries, training on caste-based discrimination should be included in the human rights training modules.
- The network of focal points currently under development in all EU delegations worldwide and in the EEAS and Commission services headquarters could be used to improve information flow on caste discrimination and the best practices used to fight it.

Best practices to increase the impact of EU human rights policy **dialogues** should be considered when integrating caste-based discrimination in EU policies. These include embedding the human rights policies in the overall relations with the third country concerned, ensuring a close link with other human

rights policy instruments, and focussing attention on the follow-up to the dialogues through concrete action plans, legislative reforms and projects. The EU can support these practices through its instruments, including cooperation assistance⁵.

- Consistent with the respective resolutions, the EU should raise the issue of caste-based discrimination during EU–India summits and other meetings as part of all political, human rights, civil society development and trade dialogues. Furthermore, they should inform concerned UN and EP committees with the progress and outcome of such dialogues.
- Concerning Bangladesh, Pakistan and Yemen, the EU should work towards more recognition of caste discrimination and promote legislation against caste discrimination as well as for reservations (quotas) for low-castes.
- The EU should endorse the draft UN principles and guidelines for the Effective Elimination of Discrimination based on Work and Descent and promote their use.
- Consultations with civil society on caste-based discrimination should be held.

⁵ EEAS: Human rights and democracy in the world, p. 17.

1. INTRODUCTION

Caste-based discrimination is a serious human rights violation, negatively affecting the political, economic, social, cultural and civil rights of its victims. Even in countries where it is outlawed, various forms of discrimination and physical violence, including murder, rape and torture, persist against those ranked low in the caste hierarchy. Progress has been made in the last decades in caste-affected countries on the road to end caste discrimination: legislation to fight caste-based discrimination and a changed, more confident collective self-image as well as higher political awareness among those affected in most countries are signs of the progress made. Still, much remains to be done: according to a study commissioned by the European Commission, caste-based discrimination still affects the lives of approximately 260 million people worldwide⁶.

The segregation is based on the complex notion of castes⁷. 'Castes'⁸ are a hierarchical social stratification that is characterised by three main aspects: separation of groups, hereditary division of labour and hierarchy. The concept of purity and pollution is the main dividing line between castes; lower castes are believed to 'pollute' higher castes. The opposition of purity and pollution stretches across all major areas of social life: certain professions are considered pure while others are less so or impure; society generally disapproves of intermarriage between castes and even higher-caste groups eating together with lower-caste groups can provoke caste-based discrimination, for example by forcing members of lower castes to sit separately⁹.

Groups below the lowest caste are affected most severely by 'caste-based discrimination'¹⁰. The position of these groups outside the main caste system has led to their dehumanisation;¹¹ they were and sometimes still are referred to as 'untouchables'. Untouchability existed or exists in a range of countries, with India being the most prominent example. In India, all groups formerly considered 'untouchables' are now officially referred to as 'scheduled castes'. In India and other South Asian countries, these groups often call themselves 'Dalits' ('broken' or 'oppressed' people)¹². The former UN Sub-Commission on the Promotion and Protection of Human Rights treats caste discriminations under 'discrimination[s] based on work and descent'¹³.

⁶ International Dalit Solidarity Network: Caste-based Discrimination in South Asia. Situational Overview, Responses and Ways forward, Copenhagen, 2009, p.1. Despite the progress made, some regions have experienced setbacks in recent years and registered an increase in caste-based atrocities. See: IDSN: Caste-based Discrimination in South Asia, p. 3.

⁷ John Scott / Gordon Marshall: *A Dictionary of Sociology*. Oxford University Press, New York, 2009.

⁸ The word 'caste' is of Portuguese origin and provides no explanation of the highly complex hierarchical stratification that the caste system is. In India, the affiliation to a caste is based on 'varna' and 'jati'. The category 'varna' describes the four main castes, with the Brahmin at the top and the Shudra as the lowest caste. 'Jati' is also a social classification, though highly differentiated: there are roughly 20,00 different jatis in India, with differences between regions. See: Uwe Skoda: Kaste, das Kastensystem und die Scheduled Castes. In: Wichard Woyke (ed.): *Indien*. Wochenschau Verlag Schwalbach, 2008, p. 35 ff. In other caste-affected countries the categorisations are different, though a strong hierarchy and the notion of purity and pollution are at the heart of all caste systems. Traditionally caste systems are affiliated with Hinduism, but elements can be found also in non-Hindu communities.

⁹ Skoda: Kaste, das Kastensystem und die Scheduled Castes, p. 35 ff.

¹⁰ These groups usually have no 'varna'.

¹¹ Anupama Rao: *The Caste Question. Dalits and the Politics of Modern India*, University of California Press, Berkeley, 2009, p. 1.

¹² This report addresses the issues of Dalits and other caste-affected groups. For reasons of readability, sometimes the only the term 'Dalit' is used, as Dalits are the most affected group, however all caste-affected groups are addressed.

¹³ Discrimination based on work and descent in turn is defined as "any distinction, exclusion restriction, or preference based on inherited status such as caste, including present or ancestral occupation, family, community or social origin, name, birth place, place of residence, dialect and accent that has the purpose or effect of nullifying or impairing the recognition, enjoyment, or exercise, on an equal footing, of human rights and fundamental freedoms in the political, economic, social,

Untouchability practices and accompanying discrimination have a very long legacy. In India, they can be traced back more than two thousand years and were only officially abolished in the new (post-colonial) constitution in 1949. Following its independence, India adopted further legislation to end caste-based violence and instituted affirmative action policies. The affirmative action policies include 'reservations' - quota – for Dalit representatives, in order to ensure the political representation of Dalits in political bodies according to their percentage of the Indian society. Furthermore, quotas have been set concerning the employment of Dalits and their access to public higher education¹⁴.

While legislation for ending caste-based discrimination already exists and caste-based discrimination is on the political agenda in some affected countries, poor implementation of legislation, lack of access to justice for individuals or groups affected by caste-based discrimination and social or economic discrimination, including social boycotts, are major barriers to equality.

The European Union is committed to the promotion of human rights within the EU and in its external relations. Human rights shall run like a 'silver thread through a truly integrated range of external policies'¹⁵. This brief aims to assess the extent to which the EU has integrated the fight against caste-based discrimination in its external relations.

For this purpose, the most important policy guidelines concerning human rights and key documents regulating and documenting the relations between the EU and the selected caste affected countries¹⁶ were analysed. Summit declarations as well as country strategy papers were analysed for key words ("Dalit", "caste", "bonded labour", "manual scavenging", "human right" and "untouchability"¹⁷). Subsequently, the identified passages were qualitatively checked. The documents were obtained from the websites of the European Union, particularly from the website of the European External Action Service (EEAS), and its delegations.

Within the scope of this policy brief no all-encompassing analysis of all documents that influence the relations between the EU and the partner countries could be undertaken. Emphasis was put on key documents (country strategy papers, key documents as designated by the EEAS) and the documentation of dialogues. Furthermore, selected projects as presented on the websites of the EU delegations in the respective country were cross-checked. Those projects were chosen according to topic. Following the identified main forms of discrimination (see section 2), projects related to the following fields of work were analysed: employment, human rights, access to justice, women, children, education, political participation, access to services and humanitarian assistance. Please find the list of analysed documents in Annex 1.

The text is structured as follows: In section 2, we define caste-based discrimination and identify key areas where countermeasures should be taken. The channels of the EU to address caste-based discrimination vary depending on the partner country, as do the legislation concerning caste-based discrimination and commitments to end it within countries. Section 3 sheds light on these realities, including a discussion of caste-based discrimination in Bangladesh, India, Nepal, Pakistan and Yemen. The final chapter provides recommendations on how to streamline relevant policies, strategies and

cultural, or any other field of public life. Draft principles and Guidelines on the Effective Elimination of Discrimination based on Work and Descent, para. 2(A/HRC/11/CRP.3).

¹⁴ Zoya Hasan: *Politics of Inclusion. Castes, Minorities and Affirmative Action*. Oxford University Press, New Delhi, 2009, pp. 18ff.

¹⁵ Catherine Ashton, High Representative of the Union for Foreign Affairs and Security Policy, in her speech to the European Parliament on 13 December 2011.

¹⁶ Bangladesh, India, Nepal, Pakistan and Yemen.

¹⁷ Furthermore the documents were checked randomly for "DISCRIMINATION", to check if the relevant issues are discussed under a different header.

programmes of the European Commission and the European External Action Service (EEAS) and how to approach the issue during policy and human rights dialogues.

2. THE FACE OF CASTE-BASED DISCRIMINATION

Caste-based discrimination is built on traditional notions of purity and pollution and various categories of separation that have been established over time. Different forms of discrimination tend to interact and reinforce each other and perpetuate the plight of low-caste communities or those outside the caste system. For example, widespread poverty among Dalits and other low castes goes hand in hand with poor education because affected children may have to take care of younger siblings instead of going to school while parents work. This in turn often leads to a low awareness among Dalits and other low castes about their rights and ways for redress¹⁸.

2.1 Who is affected?

While all Dalits and low castes are vulnerable within their respective society, there are some particularly vulnerable groups within the Dalit community. Dalit women suffer from multiple forms of discrimination based on poverty, low education, gender and caste. With limited access to education, professional/vocational training¹⁹ and safe employment, they are at the bottom of society and often unaware of their rights; thus, they have a limited capacity to escape or improve their situation. The multiple forms of discrimination make them highly vulnerable to physical assaults, including rape and forced prostitution, crimes which often go unpunished²⁰.

Subgroups within castes may sometimes face special forms of stigmatisation. For example, the Badi and Valmiki groups are even more marginalised and exploited than other low castes. The Badi are associated with 'sex work', and the Valmiki are stigmatised due to their work as manual scavengers. Some sub-castes are marginalised for often being debt-bonded labourers²¹. Huge differences between different regions and states exist. However, general caste discrimination occurs more frequently in rural as opposed to urban areas²².

¹⁸ Office of the High Commissioner for Human Rights in Nepal: *Opening the Door to Equality. Access to Justice for Dalits in Nepal*. OHCHR, Kathmandu, 2011, p. 11. Furthermore, low-caste children often suffer various discriminations at school, like being forced to sit separately or cleaning the school latrines, also leading to high dropout rates. For further information see: Center for Human Rights and Global Justice /Human Rights Watch: *Caste discrimination against Dalits or so-called untouchables in India*, 2007, p.33.

¹⁹ A 2002 ILO survey of Dalits in Nepal showed that 62.2% of Dalit women are illiterate (compared with 34.6% of Dalit men). Of the small group of Dalits that had undergone some sort of training only 20 per cent were women. See: ILO: *Equality at work: Tackling the challenges*, Global Report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work, 2007, p.36.

²⁰ Maggie Black: *Women in ritual slavery. Devadasi, Jogini and Mathamma in Karnataka and Andhra Pradesh*, South India. Anti-Slavery International, 2007. URL:

http://www.antislavery.org/includes/documents/cm_docs/2009/w/women_in_ritual_slavery2007.pdf. In the resolution of 17 January 2013 on violence against women in India (2013/2512(RSP)) the European Parliament expresses its concern about the widespread violence perpetrated against Dalit women and girls in India, including sexual violence by men from the dominant castes, and at the extraordinarily high level of impunity for perpetrators in such cases and calls on the Government of India to treat all cases of sexual violence towards all women equally, and to investigate and prosecute such cases in an equal, fair, transparent and speedy manner.

²¹ OHCHR, *Access to Justice for Dalits in Nepal*, 2011, p. 14.

²² However, caste discrimination also takes on modern forms frequently applied in urban settings. See: Navsarjan Trust/Robert F. Kennedy Center for Justice & Human Rights: *Understanding Untouchability. A Comprehensive Study of Practices and Conditions in 1589 Villages*, 2012.

Dalit children are another particularly vulnerable group. Their discrimination in the educational system leads to high dropout rates. Consequently, fewer Dalit and low-caste individuals undertake professional training, thus perpetuating the existing cycle of poverty. Even though more and more “untraditional” professions are created in modern societies, which are not affiliated with a certain caste, caste-affected individuals often do not benefit from these opportunities due to their low educational status.

2.2 Economic and social discrimination: Poverty among the caste affected

Although untouchability practices are officially forbidden in India and in Nepal²³, in practice the notion of Dalits and low-caste individuals ‘polluting’ higher castes still exists. It continues to seriously constrain opportunities for Dalits and members of the lower castes to engage in society, take part in religious life and to conduct business. Members of lower castes may still get turned down when attempting to enter temples, and their access to cremation grounds is restricted. Forcing their way in has repeatedly led to violent incidents²⁴. They may be denied access to water, health services and public offices. The discrimination of Dalit and low-caste children at school leads to high dropout rates, further perpetuating the circle of poor education, poverty and vulnerability²⁵.

Furthermore, Dalits are often boycotted socially or economically. This form of discrimination is difficult for the state to tackle. Only when the boycott is publicly announced by members of higher castes, for example by promoting the exclusion of Dalits from buying in shops or using private services, the public authorities have leverage to act²⁶. Informal boycotts, where members of higher castes do not buy in Dalit shops or use their services are more difficult to detect. The existence of such hidden discrimination is evidenced by the fact that Dalits are strongly represented in public employment and education, where quotas are applied, and less strongly represented in the (formal) private sector²⁷.

Direct social and economic discrimination results from the fact that the caste system is strongly interwoven with ‘traditional’ occupations. Castes are mostly created along occupational lines, but also some ‘polluting’ occupations are forced upon particular Dalit ‘sub-castes’. Entering occupations that ‘belong’ to other castes is difficult for individuals belonging to low casts or Dalits. The ‘impure’ occupations carried out by Dalits, like manual scavenging²⁸, are often demeaning and hazardous. Manual scavenging is also an example illustrative of the failure to implement legislation protecting Dalits in India. Although a legal act that prohibits the employment of manual scavengers²⁹ has been in force since 1993, manual scavengers are still regularly employed. Not a single conviction has been carried out under this act in the last 19 years. On the contrary, even state agencies or state companies have been known to hire manual scavengers³⁰.

Furthermore, Dalits are more vulnerable to bonded labour. According to a report on bonded labour in India, Nepal and Pakistan, around 90% of all bonded labourers are Dalits, minorities and indigenous

²³ In Bangladesh, Yemen and Pakistan no legislation outlawing ‘untouchability’ exist.

²⁴ See for example: Times of India: Angry relatives of dead dalit priest refuse to accept body, 10.12.2012.

²⁵ The Hindu: Dalit school dropouts narrate their discrimination accounts, 05.11.2012. Eimar Barr (et.al.): *Dalits in India and Nepal: Policy Options for Improving Social Inclusion in Education*, UNESCO 2007.

²⁶ See for example: Times of India: Another FIR alleging Dalit boycott filed in Jasdan, 11.12.2009.

²⁷ Zahra Siddique: Caste Based Discrimination: Evidence and Policy, IZA Discussion Paper No. 3737.

²⁸ Manual scavenging describes the cleaning of dry latrines by hand.

²⁹ Government of India: The Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act. URL: http://mhupa.gov.in/w_new/act1993.pdf.

³⁰ Pallavi Polanki: Delay in manual scavenging act: Why we must all be ashamed. Firstpost India Aug 10, 2012. In 2012 a new bill on the issue has been cleared.

people³¹. Low education, limited options for employment and exclusion are major causes for high poverty rates among Dalits.

The above-mentioned forms of discrimination tend to be aggravated in times of crisis: 'caste-blindness' in disaster relief has left Dalits especially vulnerable as they have slower access to help, less support and face other forms of discrimination³².

2.3 Access to justice and political participation

There are now legal provisions in several countries prohibiting caste-based discrimination and there are, by law, no untouchable people or groups. Therefore, access to justice seems to be the most crucial element to improve the plight of members of lower castes. As stated in the World Development Report "legal institutions play a key role in the distribution of power and rights. They also influence other institutions that deliver public services and market practice"³³. A study entitled "Access to Justice for Dalits in Nepal" identified four essential components of improving access to justice for those discriminated against based on caste:

1. strengthening the normative framework;
2. increasing legal awareness;
3. providing access to appropriate forums and improving the effective administration of justice and
4. strengthening accountability, enforcement and oversight³⁴.

Continuing discrimination can be in some respects directly linked to the failures of public sector entities. An example would be the lack of implementation of existing legislation or a caste-bias in justice systems. Society as a whole, the police and even victims often perceive caste-based crimes as a social issue rather than a crime³⁵.

According to the study conducted in Nepal, only Dalits who had support from Human Rights Defenders registered caste-based crimes with the police³⁶. The study further revealed low accountability on the part of law enforcement officers and a lack of proportionate punishment and compensation. Furthermore, the assigned role of the law enforcement officers was not clear or not fully accepted by officers. Repeatedly, police forces also failed to protect victims and witnesses. Other problems related to enforcement by public authorities are the lack of Dalit/low-caste representation within the police and justice system and financial constraints. Financial limitations exist on the official side, where insufficient personnel or funds may preclude covering a certain assigned area. On the side of victims, financial constraints might restrain people from registering cases because of a lack of resources (e.g., loss of income, difficult physical access to police and courts).

The political participation and representation of Dalits varies strongly from country to country, and also in different communities. Reservation policies as applied in India have increased political representation and clout of low-caste individuals. 'Caste' is one of the determining factors in political representation. However, equal political participation in all spheres of politics has not yet been fully achieved. Political

³¹ Krishna Prasad Upadhyaya: Poverty, discrimination and slavery. The reality of bonded labour in India, Nepal and Pakistan; Anti-Slavery International, 2008; p. 14.

³² Timothy Gill: Making things worse: how 'caste blindness' in Indian post-tsunami disaster recovery has exacerbated vulnerability and exclusion. URL: http://www2.ohchr.org/english/bodies/cerd/docs/ngos/tsunami_report.pdf.

³³ World Bank: World Development Report 2006: Equity and Development. Oxford University Press, New York, 2005, p. 156.

³⁴ OHCHR, Access to Justice for Dalits in Nepal, 2011.

³⁵ IDSN: Caste-based Discrimination in South Asia, p. 5.

³⁶ OHCHR, Access to Justice for Dalits in Nepal, 2011, p. 45.

parties often do not adequately represent members of lower castes and Dalits³⁷, and violence has occurred during election campaigns preventing Dalits from voting or running for political office.

In other countries with caste systems like Bangladesh, Yemen and Pakistan, the political debate on caste discrimination is in its initial phase. Thus, political participation and representation of low-caste people tend to be significantly weaker.

3. CASTE-BASED DISCRIMINATION AND THE EU

3.1 Policy guidelines affecting caste-based discrimination

The European Union has in recent years repeatedly addressed caste-based discrimination in resolutions and reports, such as the Annual Human Rights reports. The European Parliament has had several hearings on the topic and the European Commission has funded Dalit human rights defenders³⁸. Of special importance are the resolution of the European Parliament on the “Human rights situation of the Dalits in India” (2007)³⁹ and the resolution on “Human rights in the world and the European Union's policy on the matter including implications for the EU's strategic human rights policy” (2012)⁴⁰. The former addresses the various forms of discrimination that Dalits suffer in detail. The latter contains two articles targeting caste-based discrimination⁴¹. One condemns discrimination based on work and descent, and the second recommends initiatives to ensure that attention is given in EU human rights policy and cooperation instruments to eliminating caste-based discrimination. Furthermore, on 13 December 2012 the European Parliament adopted a resolution on caste-based discrimination in India calling for the development of an EU policy on caste-based discrimination, the endorsement of the draft UN Principles and Guidelines for the Effective Elimination of Discrimination based on Work and Descent⁴² and the inclusion of caste discrimination in dialogues with Indian authorities and programmes. The resolution includes direct references to atrocities committed against communities and individuals of low caste status and Dalits, strongly condemning the crimes committed against them and the poor record of the Indian government in this regard⁴³. However, caste-based discrimination has not yet been included in the EU's Annual Human Rights Report.

³⁷ Hasan, *Politics of Inclusion*, p.127 ff.

³⁸ Namely in 2000, 2002, 2003, 2005, 2008 and 2009, see: IDSN: Towards an EU Policy Framework for the Effective Elimination of Discrimination based on work and decent, p. 4.

³⁹ European Parliament: Resolution P6_TA (2007)0016, Human rights of the Dalits in India.

⁴⁰ P7_TA(2012)0126 (tabled: A7-0086/2012), 18.04.2012.

⁴¹ Art. 111 Condemns all forms of human rights violations committed against people discriminated against on the basis of work and descent, and the limited access to justice for victims; calls on the EU and its Member States to endorse the draft UN Principles and Guidelines for the Effective Elimination of Discrimination based on Work and Descent; Art.: 117 Recommends initiatives for EU legislation to ensure that attention is paid in EU human rights policy and cooperation instruments to eliminating caste discrimination, and action in caste-affected countries, including Nepal, India, Bangladesh, Pakistan, Sri Lanka and Yemen.

⁴² A UN study on discrimination based on work and descent undertaken by the former UN Sub-Commission on the Promotion and Protection of Human Rights include the draft principles and guidelines. The study was published by the Human Rights Council at its 11 session in 2009 (A/HRC/11/CRP.3). URL:

<http://www2.ohchr.org/english/bodies/hrcouncil/docs/11session/CRP/A-HRC-11-CRP3.pdf>.

⁴³ European Parliament resolution of 13 December 2012 on caste discrimination in India (2012/2909(RSP)); P7_TA(2012)0512.

3.2 Caste-based discrimination in selected countries

The EU in general and the EEAS in particular have various channels to promote non-discrimination and the inclusion in EU activities of communities affected by the caste system. Among them are dialogues with caste-affected countries, development cooperation (programming), humanitarian assistance, and trade relations.

The majority of people affected by caste-based discrimination live in South Asia, especially India, but also in Nepal, Sri Lanka, Bangladesh and Pakistan. Outside of South Asia, social stratification systems sometimes referred to as 'caste-like' systems exist in Myanmar, Bali, Japan and Yemen. Furthermore, the term has been applied to an array of situations involving social inequality and stratification around the world⁴⁴, though this use is somewhat controversial⁴⁵. Caste-based discrimination in relation to work, provision of services and education has also occurred in caste-affected diaspora communities in Western countries⁴⁶.

Low caste and Dalit population

Country	Low castes and Dalits ⁴⁷
Bangladesh	~ 4.5 million (3-4% of population)
India	~ 166.6 million (15-20% of population)
Nepal	~ 3.5 million (13.5% of population)
Pakistan	~ 330 000 – 2 million (0.25-1.2% of population)
Yemen	~ 150 000 – 3.5 million

Source: see footnote.

As described in the previous chapters the legal provisions for low-castes and the political participation of low-castes do vary strongly from country to country. The following chapters give a short introduction to the status quo of castes in five countries and a brief discussion of the EU's approach to the issue, which is based on the analysis of key documents (see Annex 1).

⁴⁴ Especially in Africa and the Middle East, countries include: Ethiopia, Nigeria, Kenya, Mauritania, Senegal, Chad, Mali, Ghana, Madagascar and Niger.

⁴⁵ See Chris Smaje: *Natural Hierarchies: The Historical Sociology of Race and Caste*. Blackwell Publishers Inc.: Oxford, 2000.

⁴⁶ Government Equalities Office: Caste discrimination and harassment in Great Britain. Research Findings No 2010/8, London 2010.

⁴⁷ India, Census Data 2001, URL: http://www.censusindia.gov.in/Census_Data_2001/India_at_Glance/scst.aspx; Nepal, Census Data 2011 (accessible in Nepalese, figure provided by IDSN); Yemen, official census: 153.133, other sources estimate 500.000-3.5 million "Al-Akhdam" the Yemen low-caste. See: <http://idsn.org/country-information/yemen/>. All others: IDSN. URL: <http://www.idsn.org/wearenotuntouchable/map.html>. According to IDSN newer estimates of civil society organisations are as high as 5 million for Pakistan and 5.5 million for Bangladesh. The strongly differing estimates underline the need for appropriate data collation, surveys and research.

3.2.1 Bangladesh

The European Union is Bangladesh's biggest trading partner (54% of exports are to the EU). As a Least Developed Country, Bangladesh trades with the EU under the most preferential trading scheme. Furthermore, the EU is one of Bangladesh's biggest donors (EUR 142 million official development assistance in 2010⁴⁸). A total of EUR 403 million is allocated under the Country Strategy Paper (2007–2013) alone⁴⁹.

'Human Rights' are a focus of the cooperation with Bangladesh, but caste-based discrimination is not specifically addressed in the respective documents. In 2012, the Delegation of the European Union to Bangladesh published a comprehensive report on EU-Bangladesh relations⁵⁰. It emphasises the common work on strengthening human rights, fighting poverty and promoting gender equality, but no specific reference is made to caste-based discrimination. The fact that caste-discrimination has not been identified as a major human rights concern in Bangladesh may be connected to the fact that the Dalit movement in Bangladesh is very new in comparison to other countries. The first systematic investigation of Dalit (including Muslim-Dalits) and low-caste discrimination was undertaken in 2008. It discovered that the discrimination against Dalits in Bangladesh is similar to the situation elsewhere: segregation, limited access to services, discrimination against women, and discrimination of children in education. Discrimination with regard to employment has led to exceptionally high poverty rates among Dalits, affecting Hindu and Muslim Dalits alike. With regard to political participation, however, Hindu Dalits suffer from more intense discrimination than Muslim Dalits⁵¹.

With regard to the political leverage on discrimination, the Constitution of Bangladesh (1972) states that 'The state shall not discriminate against any citizen on ground of religion, race, caste, sex or place of birth'⁵², and several other pieces of legislation against discrimination exist. However, as opposed to some of the other caste-affected countries, lack of legislation is still an issue in Bangladesh. The lack of quota systems for Dalits is mirrored in the negligible representation of Dalits in policy-making bodies.

The EU supports several projects which should include groups affected by the caste system as they target vulnerable and impoverished groups (i.e., 'Small Initiative by Local Innovative NGOs' and 'Support to the Hard to Reach through Basic Education'). Funded under the EIDHR scheme, civil society seminars on human rights were organised in Bangladesh in 2011. Nonetheless, apart from a project that directly aims at promoting the human rights of Dalits, caste-based discrimination is not mainstreamed in dialogues and programmes⁵³.

⁴⁸ <http://development.donoratlas.eu/Global-Trends.aspx#AtlasTitle>

⁴⁹ http://eeas.europa.eu/delegations/bangladesh/eu_bangladesh/political_relations/index_en.htm.

⁵⁰ Delegation of the European Union to Bangladesh: Bangladesh and Europe 2012. URL: http://www.delbangladesh.eu/en/eu_and_country/EU-Bangladesh-2012/Blue%20Book.pdf.

⁵¹ Iftexhar Uddin Chowdhury: Caste-based Discrimination in South Asia: A Study of Bangladesh, Indian Institute of Dalit Studies, Working Paper Series, 3(2009)7.

⁵² Art. 28(1), Constitution of Bangladesh (1972).

⁵³ European Instrument for Democracy and Human Rights: Promotion and Protection of the Human Rights of Dalits (PPHRD).

3.2.2 India

India is in a special position among the caste-affected countries. The vast majority of people affected by the caste system live in India, and due to India's geopolitical position, the engagement of the EU with India is more intense than with other countries with caste systems. The EU aims to foster an EU–Indian strategic partnership. Foreign policy consultations at a senior level, ministerial meetings as well as EU–India Summits, security dialogues and an India–EU human rights dialogue are held regularly⁵⁴. Furthermore, the EU interacts with the Indian Human Rights Commission and has a standing Human Rights Working Group.

Traditionally, caste-based discrimination has been a sensitive topic in India. International action in the field has been rejected by the Indian government, which considers caste-based discrimination an internal issue. Moreover, the government points to existing legislation. While there are voices in India challenging this position, it is still shared by large parts of the population despite long-standing implementation difficulties⁵⁵.

A certain discrepancy can also be found on the EU side. Despite the resolution 'Human rights of the Dalits in India' criticising the 'lack of substantive EU engagement with the Indian Government, notably within the EU–India Summits, on the vast problem of caste-based discrimination', the problem remains largely unchanged. In the Joint Statements of the last three EU-India Summits, caste-based discrimination was not addressed. Only general references to human rights are made in a range of documents where the word 'caste' is usually not even mentioned.

An exception is the Country Strategy Paper for India (2007–2013). In the Strategy Paper several references to 'caste' and Dalits are made, particularly with regard to opportunity, education and gender. Under the Multi-Annual Indicative Programme the funded activities carried out in line with the Country Strategy Paper are laid out. In this document, as well as in the Mid-Term Review, references to caste-based discrimination are made. These relate to equal opportunities, mainstreaming human rights (including caste discrimination) in all activities where appropriate, education, infant/child and maternal mortality and health. Although not yet fully mainstreamed, caste-based discrimination is considered at some crucial focal points in these documents, most coherently with regard to women's rights.

A random examination of projects carried out suggests that caste-based discrimination needs to be more coherently addressed on a more concrete level, for example under the European Instrument for Democracy & Human Rights, which has funded various Dalit projects.

In sum, there is a discrepancy between project goals as stated in the Country Strategy Paper and the concrete projects carried out versus the official dialogues in which caste-discrimination is largely ignored. In the proposal regulation establishing a financing instrument for developing cooperation (2011⁵⁶), India is listed as a 'graduated country' and will not receive bilateral aid. There will be no Country Strategy Papers (or Annual Action Programmes) for India if the proposal regulation is adopted in its current form. Nevertheless, this history of discrepancies should be kept in mind when engaging with India in dialogues and projects.

⁵⁴ EEAS: Annual Activity Report. URL: http://www.eeas.europa.eu/background/docs/20121017_eeas_aar_2011_en.pdf. The documentation on the Human Rights Dialogues and the human rights country strategies are not publicly available.

⁵⁵ The Times of India: Plight of Dalits on global agenda. UN names 2 reps. URL: http://articles.timesofindia.indiatimes.com/2005-04-23/india/27842732_1_caste-based-discrimination-dalit-human-rights-caste-discrimination. http://articles.timesofindia.indiatimes.com/2009-09-28/india/28066866_1_caste-based-discrimination-work-and-descent-draft-principles.

⁵⁶ REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL establishing a financing instrument for development cooperation, COM(2011) 840 final, Brussels 7,12,2011 (time of writing: 21.01.2013).

3.2.3 Nepal

Dalits in Nepal constitute about 13.5% of the population. They face various forms of discrimination, which are similar to those in other caste-affected countries, including poverty, limited access to justice and inadequate political representation⁵⁷. The 1990 Constitution includes equality before the law, prohibited caste-based discrimination and outlawed the concept of untouchability for the first time. However, until recently the lack of translation of the positive constitutional provisions into laws and the lack of legislation tackling discrimination in the private sphere has been criticised by Dalit groups⁵⁸. With the adoption of the 'Caste-based Discrimination and Untouchability Act' in May 2011, which criminalises caste-based discrimination in public and private spheres, most of the remaining legislative gaps have been closed. This makes Nepal one of the most progressive countries in ending caste-based discrimination. However, similar to the situation in India, the lack of implementation of the legislation is a major problem for members of lower castes. In Nepal more than in other countries, tackling discrimination and inequality is also understood as a main prerequisite for stability in the country. The Comprehensive Peace Agreement (2006⁵⁹) that ended the ten-year armed conflict noted inequality and discrimination as a root cause for conflict⁶⁰.

Caste-based discrimination has not been included in the EU–Nepal Co-operation Agreement signed in 1996, but it is addressed in the Country Strategy Paper for Nepal (2007–2013). Non-inclusion of lower castes/Dalits is named as one of the 'most critical failures' of the country's development; and caste-based discrimination is additionally linked to 'caste-sensitive' issues, such as gender and education. Caste-based discrimination is not thoroughly mainstreamed and received little attention in the Mid-Term Review of 2010.

On a more concrete level, an evaluation of the European Union's cooperation with Nepal⁶¹ concluded that supported interventions between 2002–2013 generally addressed caste-based discriminatory practices well in projects in Nepal. The evaluation found, however, that the use of evidence-based assessments as well as analysis of existing policies and formal institutional structures and processes creating caste-based discrimination could be improved

In recent years, Nepal has been increasingly committed to fighting caste discrimination. Already in 2002 the National Dalit Commission was established. In 2009 Nepal declared itself an 'untouchability free' state, established a National Dalit Commission and adopted the above mentioned act. In 2011 the government accepted all recommendations concerning caste-based discrimination given during the Human Rights Council's Universal Periodic Review. In light of these positive developments, the EU should further encourage Nepal to move forward along this promising path and support it by including caste-based discrimination in a coherent way in its policies, strategies and programmes.

⁵⁷ IDSN: Caste-based discrimination in South Asia, p. 7.

⁵⁸ Krishna Bhattachan/ Rej Sunar/ Yasso Battachan: Caste-based discrimination in Nepal. Executive Summary, 2007, p.5.

⁵⁹ Comprehensive Peace Accord Concluded between the Government of Nepal and the Communist Party of Nepal (Maoist), 21 November 2006

⁶⁰ OHCHR, Access to Justice for Dalits in Nepal, 2011. Center for Human Rights and Global Justice: The missing piece of the puzzle, Caste Discrimination and the Conflict in Nepal, New York, 2005.

⁶¹ Evaluation of the Commission of the European Union's Co-operation with Nepal – Country Level Evaluation Final Report Volume 2 – Annexes, March 2012. p.25. The evaluation covers aid delivery in Nepal over the period 2002-2010 and mainly corresponds to the 2002-2006 strategic cycle (Country Strategy Paper) and the first National Indicative Plan of the 2007-2013 cycle.

3.2.4 Pakistan

The Government of Pakistan has only very recently acknowledged the existence of caste-based discrimination in Pakistan⁶² and the need to give redress to victims. The long silence about caste oppression is mirrored in limited official data on the discrimination that members of lower castes face and the number of people affected (with estimations ranging from 330 000 to 2 million), some NGO estimations going as high as 5 million), as well as in discriminatory provisions in the law. Caste-based discrimination is not as such a punishable crime in Pakistan⁶³. A few affirmative action regulations exist, but they remain largely ignored by the government and the administration on all governance levels.

Members of lower castes in Pakistan are often part of Hindu and Christian minorities, but discrimination against Muslim members of lower castes also exists. Muslim low-caste discrimination is not included in most estimates or discussions on caste-based discrimination because it contradicts the notion that all Muslims are equal and the perception of caste-discrimination as an Indian/Hindu problem. The logic for the segregation of non-Muslim members of lower castes appears to be borrowed from Hindu notions of purity and pollution. For example, non-Muslim low castes are frequently forced to sit separately when eating in public, such as in restaurants or during school meals. This practice is then explained by emphasising that the discriminated groups eat foods forbidden in Islam⁶⁴.

While the reasons given for caste-based discrimination in Pakistan may be somewhat atypical, the forms of discrimination witnessed are very similar to those in India, Bangladesh and Nepal. Discrimination revolves around occupations, is rampant in education, touches everyday situations concerning eating together and is especially grave for women.

The lack of recognition of caste discrimination in Pakistan is reflected in the EU–Pakistan relations. No reference to caste discrimination was found in the key documents despite a strong focus on human rights, which is one of the priority fields in cooperation⁶⁵. Programmes, which might be beneficial for members of lower castes, though not explicitly targeting them, include child protection projects targeting underprivileged groups and a Strategy for Human Rights Defenders in Pakistan funded under the European Instrument for Democracy & Human Rights.

3.2.5 Yemen

‘Al Akhdam’⁶⁶ (‘the Servants’) is a caste outside the Hindu caste system but its members suffer from ‘typical’ caste discrimination. They are almost exclusively bound to one occupation (mostly sweeping), stigmatised and segregated from the rest of society. Most Akhdam have not received an education and the level of child labour and school dropout rates remains very high. Other critical problems are the lack of access to adequate housing and basic services, especially health services. Infant and maternity mortality among the Akhdam is among the highest in the world⁶⁷.

⁶² In the Universal Periodic Review (4th UPR session, 2008) and the examination by the UN Committee on the Elimination of Racial Discrimination (CERD 74th session, 2009). Quoted from: IDSN: Caste-based discrimination in South Asia, p.6.

⁶³ IDSN: Caste-based discrimination in South Asia, p.6.

⁶⁴ Haris Gazdar: Class, Caste or Race: Veils over Social Oppression in Pakistan, Economic and Political Weekly, 13 January 2007.

⁶⁵ If caste-based discrimination is a topic in the formal human rights dialogue held with Pakistan could not be assessed because the documentation is not publicly available.

⁶⁶ The ‘Akhdam’ refer to themselves as ‘Al Muhamasheen’ the marginalized ones.

⁶⁷ IDSN, see URL: idsn.Org/country-information/yemen/.

Different from some of the Dalit groups in South Asia, the Akhdam have been very poorly organised in the past and many of them have accepted their low position in society⁶⁸. But in recent years, political activism is slowly evolving. In 2012 the Akham held their first national conference in Sana'a⁶⁹. The government so far has not been very active in combating caste stratification; no affirmative action or anti-discrimination legislation exists. Furthermore, the government employs the Akhdam street sweepers mostly without government employee benefits, such as permanent work contracts and pensions⁷⁰.

The lack of recognition of caste discrimination in Yemen is mirrored in EU–Yemen relations. Whereas human rights are a focal area in cooperation, no reference to the Akhdam is made in key documents and few references can be found in projects targeting the Akhdam community⁷¹.

4. CONCLUSIONS AND RECOMMENDATIONS

The Lisbon Treaty states that human rights, democracy and the rule of law shall be at the centre of external action. Building on this, the general approach on human rights of the EU is outlined in the Joint Communication 'Human Rights and Democracy at the Heart of EU External Action—Towards a More Effective Approach' (2011). The objective of the Communication is to make the external policy on human rights more coherent and effective, while tailoring the policies to the targeted country. Without rejecting the overall objectives, the future approach shall be adapted more closely to the realities on the ground, especially by developing tailored human rights strategies for all countries. This general understanding could also be applied to caste-based discrimination.

Caste-based discrimination follows an inhuman logic of purity and pollution, creating stiff hierarchies in all caste-affected countries and resulting in gross human rights violations.. However, the legal realities and options for addressing the discrimination vary. There are countries such as India on the one hand, with elaborated legislation on Dalits, quota schemes and a long-standing debate, and countries like Yemen, which have not fully accepted the reality of caste within their country, on the other. Thus, they require different political approaches and policies. Any assessment must therefore take national legislation and existing policy measures into account. Furthermore, the relevant institutions and their functionality need to be considered⁷².

The mainstreaming of caste-based discrimination in country strategies and programmes is important in order to send a clear message on behalf of the EU. However, the channels used and projects on the ground will often differ with regard to the respective country.

⁶⁸ Robert Worth: Despite caste-less society in Yemen, generations languish at bottom of ladder, New York Times 27.2.2012. URL: http://www.nytimes.com/2008/02/27/world/africa/27iht-27yemen.10456434.html?pagewanted=all&_r=0.

⁶⁹ Yemen Times: URL: <http://www.yementimes.com/en/1613/news/1477/Marginalized-%E2%80%98Akhdam%E2%80%99-receive-no-government-support-at-conference.htm>.

⁷⁰ IRIN humanitarian news and analysis: URL: <http://www.irinnews.org/report/95324/YEMEN-Akhdam-community-angered-by-government-neglect>.

⁷¹ Aide à la Décision Economique Belgium: Thematic Evaluation of the European Commission support to Conflict Prevention and Peace Building. Preliminary study: scoping and mapping. Final Report for the Preliminary study Volume II – Annexes, July 2009 p.126. URL:

http://ec.europa.eu/europeaid/how/evaluation/evaluation_reports/reports/2009/1266_pst_vol2_en.pdf.

⁷² IDSN: Caste-based discrimination in South Asia, p. 10.

4.1 Combating caste-based discrimination—how to develop and mainstream policies, strategies and programmes of the EU

The objective of eliminating discrimination on any grounds has been affirmed by the ‘European Consensus on Development’ in 2005. Caste-based discrimination has not been explicitly mainstreamed into the relevant programmes and strategies. Although it is theoretically covered in the Consensus’ general reference to discrimination, the explicit inclusion of caste-based discrimination seems advisable. Studies suggest that caste-specific provisions target caste discrimination more effectively than more general provisions on broader themes like religious discrimination⁷³.

Lessons for successful mainstreaming can be drawn from the mainstreaming of human rights:

- Since 1995, the EU has aimed at including a ‘human rights clause’ in all political framework agreements with third countries. Building on this, a ‘caste-based discrimination clause’ could be included in Association Agreements, as well as Partnership and Cooperation Agreements. Furthermore such a clause could be included in Country Strategy Papers, Annual Action Programmes, and Joint Programming and National Development Plans. The ‘human rights clause’ has been acknowledged to improve the coherent inclusion of human rights into EU framework agreements and programmes. Furthermore it forms the legal basis for measures taken in response to violation of human rights. These measures can include suspension of meetings and technical co-operation programmes with the country concerned⁷⁴.
- On a higher level, reference to caste-based discrimination could be included in the most important guidelines for EU human rights policy⁷⁵, where appropriate. For example, the ‘Guidelines to EU policy towards third countries on torture and other cruel, inhuman or degrading treatment or punishment’ may be considered. Furthermore caste-based discrimination could be included as a ground of discrimination addressed as part of the EU anti-discrimination agenda.
- As a serious human rights violation that exacerbates poverty, projects combating caste-based discrimination should be considered for stronger support under EuropeAid (EIDHR) funding. EU-funded projects need to consider caste-based discrimination issues at all stages of the project cycle, including identification, implementation and especially regarding monitoring and evaluation. To increase the impact of projects, special attention should be given to the most vulnerable groups: women and children.

⁷³ Government Equalities Office: Caste discrimination and harassment in Great Britain. Research Findings No 2010/8, London 2010.

⁷⁴ Joint Communication to the European Parliament and the Council, Human Rights and Democracy at the heart of EU External Action – towards a more effective approach, Brussels, 12.12.2011, COM(2011) 886 final, p. 11.

⁷⁵ Referring to the eight major ‘guidelines’ of EU human rights policy. The EU now has human rights guidelines on the following subjects: Death penalty (first adopted in 1998); Torture and other cruel, inhuman or degrading treatment or punishment (first adopted in 2001); Human Rights dialogues (first adopted in 2001); Children and armed conflict (CAAC) (first adopted in 2003); Human Rights Defenders (first adopted in 2004); Promotion and Protection of the Rights of the Child (first adopted in 2007); Violence against women and girls and combating all forms of discrimination against them (first adopted in 2008); Promoting compliance with International Humanitarian Law (first adopted in 2005).

- Because caste discrimination affects a range of key issues to a particular extent, projects targeting these fields should always take caste discrimination into account. This would include all projects with a focus on education, women, access to justice, and labour (with regard to bonded labour, manual scavenging or lack of choice of occupation). Minimum recommendations for these priority sectors in caste-affected countries should be elaborated in an 'Operational Guidance for Programming'⁷⁶. Visibility for these minimum recommendations needs to be ensured.

In the identification phase of projects, knowledge on specifically vulnerable groups, like particularly vulnerable sub-castes, should be gathered and fed into project development. Knowledge gathering can be undertaken in cooperation with national or international non-governmental Dalit groups (for example, the International Dalit Solidarity Network) or official Dalit representatives, like the National Dalit Commissions, where they exist.

- There is evidence that caste discrimination is more intense in times of humanitarian crises. A common caste-sensitive approach needs to be elaborated and then applied in humanitarian and development assistance. As emergency humanitarian aid is subject to fast planning, the necessary knowledge on castes needs to be gathered on an ongoing basis and stored at a central, known point (possibly the human rights focal points). In case of emergency help, procedures must be setup for this information to be used and included in programming.
- In order to position human rights at the center of external action, training on human rights is provided in the EEAS, including to all heads of EU delegations⁷⁷. In caste-affected countries this training could be extended to include training on caste-based discrimination. The training modules⁷⁸ elaborated for human rights, gender and child protection should be complemented with training on caste-based discrimination for EU personnel in caste-affected countries. This training could be included in the pre-posting trainings given in Brussels. The EU could develop "Guidelines to EU policy to addressing caste-based discrimination" to provide a tool for EU personnel working in and with caste-affected countries.
- To mainstream human rights into all EU external action, the EU is furthermore developing a network of focal points in all EU delegations worldwide and in the EEAS and Commission services headquarters. These shall be equipped with the latest available technologies for sharing information and best practice⁷⁹. Considering the shortage of information on caste-based discrimination, especially with regard to atypical caste-like situations, e.g., Yemen, the EU may consider the use of this network to improve information flow on caste discrimination and the best-practices used to fight it. These focal points could also collect and administer the information on relevant contact persons and groups (as the above mentioned non-governmental Dalit groups).

⁷⁶ IDSN: Caste-based discrimination in South Asia, p. 10.

⁷⁷ Joint Communication, Human Rights and Democracy at the heart of EU External Action, p. 18.

⁷⁸ European External Action Service: Human rights and democracy in the world. Report on EU Action in 2011, European Union, 2012, p. 17.

⁷⁹ Joint Communication, Human Rights and Democracy at the heart of EU External Action, p. 18.

4.2 Dialogue with partners: addressing caste-based discrimination

Best practices to increase the impact of dialogues of EU human rights policy, identified in a review in 2011, should be considered when integrating caste-based discrimination in EU policies. They are the following:

1. better embedding them in the overall relation to the third country concerned
2. ensuring a close link with other human rights policy instruments, particularly the new human rights country strategies;
3. focusing attention on the follow-up to the dialogues through concrete action plans, legislative reforms and projects which the EU can support through its instruments, including cooperation assistance⁸⁰.

The inclusion of caste-based discrimination into country strategies and projects of the EU is an important measure for targeting caste-based discrimination more coherently. Underlying structural causes and caste barriers also need to be simultaneously addressed. Purely developmental approaches via projects are insufficient if the underlying structural causes and caste barriers are not concurrently addressed⁸¹. Embedding the elimination of caste-based discrimination in the overall relations to caste-affected countries should therefore be a goal.

Human rights dialogues and policy dialogues provide good opportunities to exchange experiences on fighting caste discrimination and to address underlying structural causes within partner countries. The focus of the respective dialogues must be adapted to the main challenges faced by each country in the fight against caste-based discrimination.

- Consistent with the resolution “Human rights of the Dalits in India” and “Caste discrimination in India”, the EEAS, the Council and Commission should raise the issue of caste-based discrimination during EU-India summits and other meetings as part of all political, human rights, civil society development and trade dialogues. Furthermore, they should inform concerned EP committees with the progress and outcome of such dialogues⁸².
- Concerning Bangladesh, Pakistan and Yemen, the EU, mainly in form of the EC and EEAS, should work towards more recognition of caste discrimination and promote legislation against caste discrimination, and for reservations (quota) for low-castes.
- The United Nations⁸³ has undertaken a comprehensive study on caste-based discrimination, which includes the draft Principles and Guidelines for the Effective Elimination of Discrimination based on Work and Decent⁸⁴. The EU should promote the endorsement of this framework in the Human Rights Council, and work for its implementation. The EU should furthermore take into consideration the observations and recommendations on caste-based discrimination of UN

⁸⁰ EEAS: Human rights and democracy in the world, p. 17.

⁸¹ ILO: Equality at work, p.37.

⁸² P6_TA (2007)0016.

⁸³ A comprehensive compilation of how caste discrimination and similar forms of discrimination based on work and descent have been addressed by the UN treaty bodies, Universal Periodic Review, and the Special Procedures can be found at www.idsn.org/uncompilation.

⁸⁴ Draft Principles and Guidelines on the Effective Elimination of Discrimination based on Work and Descent, (A/HRC/11/CRP.3), 18 May 2009.

human rights treaty bodies, UN Special Procedures Mandate Holders and Universal Periodic Reviews⁸⁵.

- Equally in line with best practices for human rights policies⁸⁶, consultations with civil society on caste-based discrimination should be held.

⁸⁵ IDSN: http://idsn.org/fileadmin/user_folder/pdf/New_files/UN/UNcompilation.pdf.

⁸⁶ Draft Principles and Guidelines on the Effective Elimination of Discrimination based on Work and Descent, (A/HRC/11/CRP.3), 18 May 2009.

REFERENCES

- Aide à la Décision Economique Belgium: Thematic Evaluation of the European Commission support to Conflict Prevention and Peace Building. Preliminary study: scoping and mapping. Final Report for the Preliminary study Volume II – Annexes, July 2009 p.126. URL: http://ec.europa.eu/europeaid/how/evaluation/evaluation_reports/reports/2009/1266_pst_vol2_en.pdf
- Barr, Eimar (et.al.): *Dalits in India and Nepal: Policy Options for Improving Social Inclusion in Education*, UNESCO 2007
- Bhattachan, Krishna / Sunar, Rej / Battachan, Yasso: *Caste-based discrimination in Nepal. Executive Summary*, 2007
- Black, Maggie: *Women in ritual slavery. Devadasi, Jogini and Mathamma in Karnataka and Andhra Pradesh, South India*. Anti-Slavery International, 2007
- Center for Human Rights and Global Justice: *The missing piece of the puzzle, Caste Discrimination and the Conflict in Nepal*, New York, 2005
- Center Human Rights and Global Justice /Human Rights Watch: *Caste discrimination against Dalits or so-called untouchables in India*, 2007
- Chowdhury, Iftekhar Uddin: *Caste-based Discrimination in South Asia: A Study of Bangladesh*, Indian Institute of Dalit Studies, Working Paper Series, 3(2009)7
- Draft principles and Guidelines on the Effective Elimination of Discrimination based on Work and Descent(A/HRC/11/CRP.3)
- European Commission: *Joint Communication to the European Parliament and the Council, Human Rights and Democracy at the heart of EU External Action – towards a more effective approach*, Brussels, 12.12.2011, COM(2011) 886 final
- European External Action Service: *Bangladesh*. URL: http://eeas.europa.eu/delegations/bangladesh/eu_bangladesh/political_relations/index_en.htm
- European External Action Service: *Annual Activity Report*. URL: http://www.eeas.europa.eu/background/docs/20121017_eeas_aar_2011_en.pdf
- European External Action Service: *Human rights and democracy in the world. Report on EU Action in 2011*, European Union, 2012
- European Parliament: *Resolution P6_TA (2007)0016, Human rights of the Dalits in India*
- European Parliament: *Resolution of 13 December 2012 on caste discrimination in India (2012/2909(RSP)); P7_TA(2012)0512*
- European Parliament: *Resolution P7_TA(2012)0126 on the Annual Report on Human Rights in the World and the European Union's policy on the matter, including implications for the EU's strategic human rights policy*, 18 April 2012
- European Union: *Delegation of the European Union to Bangladesh: Bangladesh and Europe 2012*. URL: http://www.delbangladesh.eu/en/eu_and_country/EU-Bangladesh-2012/Blue%20Book.pdf
- Evaluation of the Commission of the European Union's Co-operation with Nepal – Country Level Evaluation Final Report Volume 2 – Annexes*, March 2012

- Gazdar, Haris: *Class, Caste or Race: Veils over Social Oppression in Pakistan*, Economic and Political Weekly, 13 January 2007
- Gill, Timothy: Making things worse: how 'caste blindness' in Indian post-tsunami disaster recovery has exacerbated vulnerability and exclusion. URL: http://www2.ohchr.org/english/bodies/cerd/docs/ngos/tsunami_report.pdf
- Government Equalities Office, Great Britain: *Caste discrimination and harassment in Great Britain. Research Findings No 2010/8*, London 2010
- Government of India: *The Employment of Manual Scavengers and Construction of Dry Latrines (Prohibition) Act*. URL: http://mhupa.gov.in/w_new/act1993.pdf
- Government of India, Census Data 2001 (no newer census data available). URL: http://www.censusindia.gov.in/Census_Data_2001/India_at_Glance/scst.aspx
- Hasan, Zoya: *Politics of Inclusion. Castes, Minorities and Affirmative Action*. Oxford University Press, New Delhi, 2009
- International Dalit Solidarity Network: *Caste-based Discrimination in South Asia. Situational Overview, Responses and Ways forward*, Copenhagen, 2009
- International Dalit Solidarity Network: Databases. URL: <http://www.idsn.org/wearenotuntouchable/map.html>; <http://idsn.org/country-information/yemen/>
- International Dalit Solidarity Network: *Towards an EU Policy Framework for the Effective Elimination of Discrimination based on work and decent*. URL: http://idsn.org/fileadmin/user_folder/pdf/New_files/EU/IDSN_recommendations_for_EU_policy_May_2010_03.pdf
- International Labour Organisation: *Equality at work: Tackling the challenges*, Global Report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work, 2007
- IRIN humanitarian news and analysis: URL: <http://www.irinnews.org/report/95324/YEMEN-Akhdam-community-angered-by-government-neglect>
- Navsarjan Trust/Robert F. Kennedy Center for Justice & Human Rights: *Understanding Untouchability. A Comprehensive Study of Practices and Conditions in 1589 Villages*, 2012
- New York Times: *Despite caste-less society in Yemen, generations languish at bottom of ladder*, 27.2.2012. URL: http://www.nytimes.com/2008/02/27/world/africa/27iht-27yemen.10456434.html?pagewanted=all&_r=0
- Office of the High Commissioner for Human Rights in Nepal: *Opening the Door to Equality. Access to Justice for Dalits in Nepal*. OHCHR, Kathmandu, 2011
- Polanki, Pallavi: *Delay in manual scavenging act: Why we must all be ashamed*. Firstpost India Aug 10, 2012
- Rao, Anupama: *The Caste Question. Dalits and the Politics of Modern India*, University of California Press, Berkeley, 2009
- Scott, John / Marshall, Gordon: *A Dictionary of Sociology*. Oxford University Press, New York, 2009
- Siddique, Zahra: *Caste Based Discrimination: Evidence and Policy*, IZA Discussion Paper No. 3737
- Skoda, Uwe: *Kaste, das Kastensystem und die Scheduled Castes*. In: Wichard Woyke (ed.): *Indien*. Wochenschau Verlag Schwalbach, 2008

Smaje, Chris: *Natural Hierarchies: The Historical Sociology of Race and Caste*. Blackwell Publishers Inc.: Oxford, 2000

The Hindu: Dalit school dropouts narrate their discrimination accounts, 05.11.2012

The Times of India: Plight of Dalits on global agenda. UN names 2 reps. URL: http://articles.timesofindia.indiatimes.com/2005-04-23/india/27842732_1_caste-based-discrimination-dalit-human-rights-caste-discrimination.

Times of India: Another FIR alleging Dalit boycott filed in Jasdan, 11.12.2009

Times of India: Angry relatives of dead dalit priest refuse to accept body, 10.12.2012

Upadhyaya, Krishna Prasad: *Poverty, discrimination and slavery. The reality of bonded labour in India, Nepal and Pakistan*. Anti –Slavery International, 2008

World Bank: *World Development Report 2006: Equity and Development*. Oxford University Press, New York, 2005

Yemen Times: Marginalized 'Akhdam' receive no government support at conference, 4. 10.2012. URL: <http://www.yementimes.com/en/1613/news/1477/Marginalized-%E2%80%98Akhdam%E2%80%99-receive-no-government-support-at-conference.htm>

ANNEX 1: PROGRAMMES, STRATEGIES AND DIALOGUES⁸⁷

Type of document/ Activity	Document/ Activity	Targeting CBD (No. of hits in brackets)	Reference
			BL: Bonded labour CBD: Caste-based discrimination HR: Human Rights Discr.: Discrimination
Bangladesh			
Country Strategy Paper	Bangladesh -European Community Country Strategy Paper for the period 2007-2013	BL: 1; HR: 45; Discr.: 8	- HR are a focal area in the country strategy and several references are made regarding non-discrimination, mainly referring to discrimination against women, , but none with connection to CBD; the same holds for bonded labour.
Cooperation Agreement	Cooperation agreement between the European Community and the People's Republic of Bangladesh on Partnership and Development (27.04.2001)	HR: 4	- Reference to the Universal Declaration of Human Rights.
Mid-term Review of the Country Strategy Paper	Mid-term Review of the Country Strategy Paper for Bangladesh (2007-13) and Multiannual Indicative Programme 2011-13	HR: 29; Discr.: 9	- While the Mid-term review identified the need for more pro-poor activities, it stated that it considered the overall country strategy still valid. Caste-based discrimination was not suggested as a missing dimension.
India			
Co-operation Agreement (Joint Political Statement)	Cooperation Agreement between the European Community and the Republic of India on Partnership and	0	-

⁸⁷ Documents analysed for “Dalit”, “caste”, “bonded labo*”, “manual scavenging”, “human right” and “untouchab*”. Randomly cross-checked was for “discrimin*”, in order to review if caste-sensitive topics were included in the documents/discussions under a different header. Following the respective hits were analysed qualitatively.

	Development (current legislative framework for cooperation), 1994		
Summit	12 th EU-India Summit, New Delhi, 10 February 2012 Joint Statement	0	- "Respect for human rights", mentioned, but no connection to caste discrimination.
Summit	11 th EU-India Summit, Brussels, 10 December 2010 Joint Statement	HR: 1	- Human right (no connection to CBD).
Summit	10 th EU-India Summit, New Delhi, 6 November 2009 Joint Statement	HR: 5	-
Summit	Fifth India-EU Summit (The Hague, 8 November 2004. Joint Press Statement)	HR: 4	- Human rights (no connection to caste discrimination).
Joint Action Plan	The India-EU Strategic Partnership (2005)	HR: 10	- Human rights (no connection to caste discrimination).
Joint Action Plan (revision) EU-India Summit	EU-INDIA SUMMIT Marseille, 29/09/2008, Global partners for global challenges: The EU-India Joint Action Plan (JAP)	HR: 4	- No reference to CBD.
Country Strategy Paper 2007 – 2013	Country Strategy Paper 2007 – 2013	Caste: 6; Dalit:4; HR: 10	- While presenting India's Policy agenda several references to "caste" are made, especially with regard to disparity of opportunity, socially just development, education and gender. Only one reference is made within part of the EC response strategy, noting that human development indicators are particularly poor for scheduled castes. - Within the response strategy: "The EC will aim to foster best practice models (...) the rights of indigenous people (Adivasis and Dalits)," p.10. - Reference to former projects for Dalit women, rural development for Dalits and the "Dalit Development Programme".
Country Strategy Paper 2007-2013 Mid-Term	Country Strategy Paper 2007-2013 Mid-Term Review, April 2010	Caste: 12; HR: 10.	- In the Mid-Term review, the progress of the Multi-Annual Indicative Programme, under which a total of € 260 million was envisaged (2007-2010) for actions to support India's social sectors and to support implementation of the EU-India Joint action plan, was checked. - "Caste" is referred to repeatedly, with regard to providing equal opportunities, mainstreaming human rights (including caste discrimination) in all activities where appropriate; education; infant /child and maternal mortality; health.
Multiannual Indicative	Multiannual Indicative	Caste: 5;	- In the Multiannual Indicative Programme a total of € 260 million were envisaged for the support of

Programme	Programme (2007 – 2010)	Dalit: 1;	two priority areas in the cooperation with India. -“Dalit”and “caste” are referred to in connection to the disaggregation of data (indicator). “Caste” furthermore with regard to education, equality of opportunity.
An EU-India Strategic Partnership	Communication from the Commission to the Council, the European Parliament And The European Economic And Social Committee An EU-India Strategic Partnership; Brussels, 16.6.2004 COM(2004) 430 final	Caste: 1; HR: 11	- “Democracy and human rights” form part of the communication, but not with regard to CBD.
Selected projects: Humanitarian Aid Project: European Commission’s Humanitarian Aid and Civil Protection Department (ECHO)	European Union & ICIMOD launch €11 million Rural Livelihood and Climate Change Adaptation programme in the Himalayan region Five year programme		- In short programme description: no reference to CBD.
Desaster relief: Small Scale Response mechanism of the European Commission’s Humanitarian Aid and Civil Protection Department (ECHO).	EU offers assistance to victims of Uttarakhand cloudburst (~ 200 000 € humanitarian aid)		- “Scheduled castes” (along with other vulnerable groups) are specifically mentioned.
Desaster relief: Commission's Humanitarian Aid and Civil Protection (ECHO)	India: EU reaches out to victims of Assam floods		- “Aid is expected to reach 80,000 victims, and will especially target the most vulnerable, such as low caste groups”.
Joint EU – US statement on the Asia-Pacific region	Meeting EU High Representative for Foreign Affairs and Security Policy Catherine Ashton and Secretary of State Hillary Rodham Clinton, Phnom Penh, July 12, 2012		- Human rights mentioned; no specific reference to CBD.
European Union & India launch 'Skills Development Project'	Support of EU (EC) for India’s National Skills policy (6 mio. €)		- No focus on caste-affected communities.

Humanitarian Implementation Plan	Humanitarian Implementation Plan (HIP) INDIA;	Caste: 2; HR: 2	- "DG ECHO will closely monitor the humanitarian effects of natural disasters and will respond when the situation is considered to be one of emergency; DG ECHO will pay particular attention to excluded communities (scheduled castes, tribes and other minorities) in the response."
Nepal			
NEPAL Country Strategy Paper 2007 – 2013	NEPAL Country Strategy Paper 2007 – 2013	Caste: 7; Dalit: 5; Discr.:4; HR: 28.	-Dalits and Caste are addressed very directly in the Country Strategy: i.e.: "Among the most critical development failures is the exclusion of caste and ethnic groups (e.g. Dalits, Madhesi and Janajatis)". - Other references are made with regard to gender, health, access to services and in general the lack of social inclusion, also in relation to the human development of Nepal. - The inequality created by the caste system is linked to the political instability.
Mid-term Review Document	NEPAL Country Strategy Paper 2007 – 2013 Mid-Term Review Document IP 2011-2013 April 2010 and Indicative Programme 2011-2013	Caste: 2; Dalit: 4; Untouchables: 1; HR: 12	- Dalits are referred to with regard to their exclusion from the decision-making process and concerning their inclusion in the Sector Policy Support Programme (education sector).
Cooperation Agreement	Cooperation Agreement between the European Community and the Kingdom of Nepal, 8.6.1996	-	-
Pakistan			
Cooperation Agreement	Council Decision of 29 April 2004 concerning the conclusion of the Cooperation Agreement between the European Community and the Islamic Republic of Pakistan (2004/870/EC)	HR: 4	-
Country Strategy Paper	Pakistan-European Community Country Strategy Paper for 2007-2013	HR: 26, BL: 1	- "Democratisation and Human Rights" are a non-focal intervention area of the country strategy paper. "Bonded labour", is mentioned, though neither is linked to CBD.
5-year Engagement Plan	EU-Pakistan 5-year Engagement Plan	HR: 5	-

Summit Joint Statement	1st EU-Pakistan Summit Joint Statement Brussels, 17 June 2009 11117/09 (Presse 182)	HR: 4	-
Summit Joint Statement	2nd EU-Pakistan Summit Joint Statement	HR: 8	-“Democracy, Governance and Promotion of Human Rights” have been one of the major topics of the Summit, but no reference to CBD in the Joint Statement.
Dialogue	Pakistan-European Union Strategic Dialogue, 5.6.2012	HR: 3	-
Yemen⁸⁸			
Cooperation Agreement	Cooperation Agreement between the European Community and the Republic of Yemen, 11.3.1998	-	-
Strategy Paper	Yemen - European Community Strategy Paper for the period 2007-2013	HR: 42	- Under the Strategic Objective “to assist the Yemeni Government to promote good governance ” human rights are a focal area. No reference to the low caste al-Akhdam.
Multiannual Indicative Programme	Multiannual Indicative Programme (2007-2010)	HR: 17	- Following the strategy paper “human rights” is part of one of the priorities of the programme.
Asia			
Regional Programming For Asia Strategy Document	European Commission: Regional Programming For Asia Strategy Document (2007-2013)	HR: 10	-

⁸⁸ The documents referring to the EU-Yemen partnership were furthermore checked for ‘al-Akhdam’, the name of the lowest caste in Yemen.

DIRECTORATE-GENERAL FOR EXTERNAL POLICIES

POLICY DEPARTMENT

Role

Policy departments are research units that provide specialised advice to committees, inter-parliamentary delegations and other parliamentary bodies.

Policy Areas

- Foreign Affairs
- Human Rights
- Security and Defence
- Development
- International Trade

Documents

Visit the European Parliament website: <http://www.europarl.europa.eu/studies>



ISBN: 978-92-823-4120-9
doi: 10.2861/11051